

# Monmouthshire Replacement Local Development Plan

## **PREFERRED STRATEGY**

March 2020



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sir fynwy





**Monmouthshire County Council**  
**Replacement Local Development Plan**

**Preferred Strategy**

**March 2020**

**Planning Policy Service**

**Monmouthshire County Council**

County Hall, Rhadyr, Usk, Monmouthshire NP15 1GA

**Tel:** 01633 644429

**Email:** [planningpolicy@monmouthshire.gov.uk](mailto:planningpolicy@monmouthshire.gov.uk)

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## Executive Summary

### Replacement Local Development Plan – Process and Stages Completed

- i. The Council is preparing a Replacement Local Development Plan (RLDP) for Monmouthshire (excluding the part of the County that is within the Brecon Beacons National Park). The RLDP will identify where and how much new development will take place during the 'Plan period' (2018-2033). It will allocate land for development, identify areas to be protected, and contain policies to guide decisions on applications for planning permission. We aim to adopt the RLDP early 2022.
- ii. The Council has now reached the Preferred Strategy stage of the development plan process. This is the first of the statutory consultation stages in the RLDP process. However, a number of earlier pre-deposit plan preparation stages have been undertaken which have informed the Preferred Strategy. The first stage involved the preparation of an **Issues, Vision & Objectives Paper** (January 2019, amended June 2019 and March 2020), and a **Growth & Spatial Options Consultation Paper** (June 2019), which sets out a number of alternative options for how much growth is needed over the RLDP period and where this growth should take place. The consultation responses to these papers have been considered and helped shape the Preferred Strategy.

### What is the Preferred Strategy?

- iii. The Preferred Strategy is the first formal publication in the RLDP preparation process. It provides the strategic direction for the development and use of land until 2033. The overall purpose of the Preferred Strategy is to:
  - Identify key issues, challenges and opportunities for the County.
  - Develop a vision and set of objectives for the RLDP that response to the key issues, challenges and opportunities.
  - Set out the growth and spatial options that the Council has considered in determining the Preferred Strategy.
  - Set out the Preferred Strategy including the scale of future growth in population, housing and jobs and establish the spatial distribution of growth.
  - Set out strategic policies that will deliver/implement the strategy.

### Preferred Strategy – Sustainable & Resilient Communities Strategy

- iv. The Sustainable and Resilient Communities Strategy promotes an appropriate level and spatial distribution of housing and employment growth for Monmouthshire to 2033, which assists in addressing the demographic and affordability challenges facing the County and ultimately seeks to deliver the Council's core purpose to build sustainable and resilient communities that support the well-being of current and future generations.
- v. A summary of the key points of the Strategy is set out in Box 1.

### **Box 1: Sustainable and Resilient Communities Strategy**

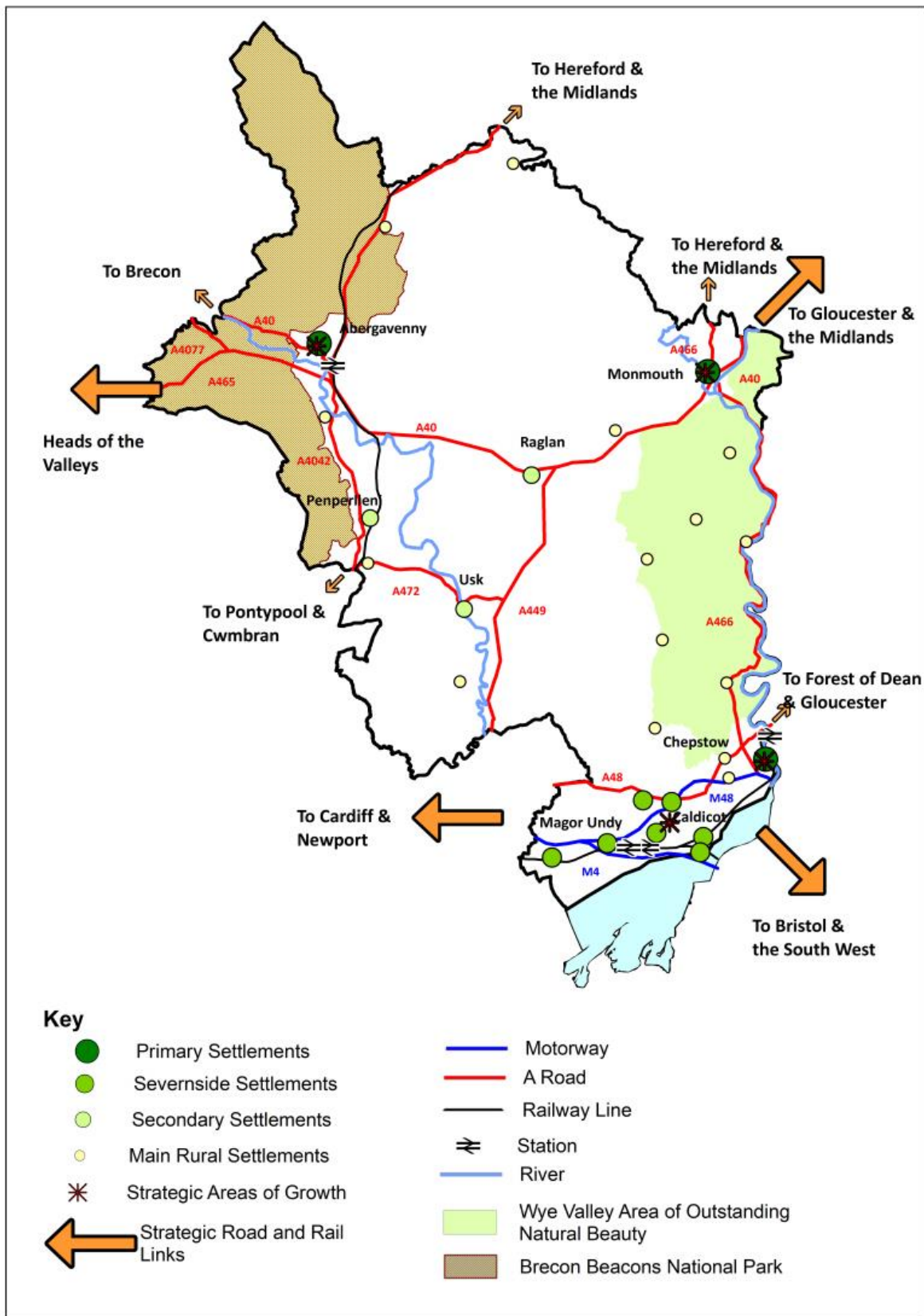
In order to deliver the Sustainable and Resilient Communities Strategy the RLDP will:

- Make provision for a total of **8,232 homes to deliver a housing requirement of 7,483 dwellings** (this provision is based indicatively on 10% flexibility allowance which will be given further consideration and refined at Deposit Stage). This level of housing growth will enable the provision of market and affordable housing in both urban and rural areas and, importantly, provides the opportunity to address the unbalanced demography, improve labour force retention by retaining/attracting younger adult population age groups and assists in addressing the County's housing affordability challenge. Taking account of the existing housing land supply and projected windfall delivery, the RLDP will need to make provision for new housing allocations to deliver 3,568 homes
- Make provision for **4,695 additional jobs**. To enable this a minimum of 42ha of employment land will be allocated (to be refined in the Deposit Plan). This level of growth takes account of a reduced level of commuting which means that more of the working-age population would be employed in the County. Supporting a positive approach to growth will provide the younger demographic with the opportunity to live and work within the County. It will also help reduce levels of commuting and promote more self-contained communities. This reflects the priorities and aims identified in the Council's Economic Ambition Statement and climate emergency declaration and national planning policy support for placemaking.
- Distribute growth across the County in a manner that reflects and addresses the aims of the two strands of the Sustainable and Resilient Communities Growth Strategy, by:
  - Distributing growth proportionately across rural and urban areas to accommodate the level of housing provision to deliver the Demographic-led strand of the preferred growth strategy, and
  - Specifically allocating 50% affordable housing-led sites aligned with the identified intermediate affordable housing need, to deliver the Affordable Housing Policy-led strand of the preferred growth strategy.

Whilst housing and employment growth will be focused on the higher tiers of the settlement hierarchy, appropriate growth will also be channelled to the County's most sustainable rural settlements to facilitate the creation of sustainable and resilient communities throughout Monmouthshire.

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, landscape setting, environmental constraints, infrastructure capacity and placemaking.

## Preferred Strategy Key Diagram



## Sustainable and Resilient Communities Growth Strategy

- vi. The Preferred Growth Strategy is a hybrid strategy comprising of two elements, namely a Demographic-led Strategy and an Affordable Housing Policy-led Strategy, which when combined assist in addressing the key demographic and affordability issues facing the County. The strands of the Sustainable and Resilient Communities Growth Strategy (Hybrid Strategy Option 5A+) are considered in turn.

### Strand 1: Demographic –led Strategy (Growth Option 5A)

- vii. The first strand of the preferred growth strategy is a demographic-led strategy (Growth Option 5A) and proposes a growth level of 5,835 dwellings over the RLDP period of 2018-2033. Given the RLDP’s key role in strengthening the local economy and ensuring an appropriate economic base for people to live and work in the County, the demographic-led strand of the Preferred Strategy (Option 5A) seeks to address the unbalanced demographic in the County by retaining the younger age groups and reducing out-commuting. It aims to create a more balanced population structure to ensure that the County has a sufficient population base of working aged people to support the economy and to ensure our communities are sustainable and resilient, and to provide a level of growth that can provide opportunities for younger people to both stay in and move to the area.

### Strand 2: Affordable Housing Policy-led Strategy

- viii. The second strand of the preferred growth strategy is an Affordable Housing Policy-led Strategy. Housing affordability is one of the most fundamental issues/challenges facing the Monmouthshire’s communities and in order to specifically address this issue, the Council considers it necessary to incorporate an affordable housing policy-led element to the Preferred Strategy. This strand of the strategy aims to specifically address the issue of affordability for those people who are either not able to form households or are forced to leave the County due to high average house purchase and private rent prices in the County. The provision of intermediate affordable housing (defined as intermediate rent and low cost home ownership tenures) would provide opportunities to retain these people and therefore redress the demographic imbalance and improve the resilience and sustainability of our communities and the strength of our economic base. It is proposed to address this issue by allocating additional housing over and above the Demographic-led strand of the Growth Strategy (Option 5A) as that option alone offers limited scope to effectively address the issue relating to intermediate affordable housing need.
- ix. The Affordable Housing Policy-led strand of the Growth Strategy results in the need for an additional 1,648 dwellings over the Plan period, comprising 824 (50%) intermediate affordable homes and 824 (50%) market homes, based on a 50/50 split to delivery. This intermediate affordable homes figure is derived from the Local Housing Market Assessment (September 2018), and represents 15% of the intermediate housing need. These homes will be delivered on sites allocated for additional housing over and above the requirement established in the Growth Option



5A in housing market areas where there is an identified need for this type of intermediate housing and on sites where 50% of the dwellings will be affordable.

- x. In considering the appropriate split of affordable to market housing on these sites, consideration has been given to the Minister for Housing and Local Government's letter of July 2019 which states that when reviewing LDPs local planning authorities must make provision for affordable housing led housing sites and that such sites will include at least 50% affordable housing, as well as to the viability and deliverability of sites, and the Council's aim of delivering mixed, balanced and sustainable communities.

### **Delivering the Residential Growth**

- xi. The overall housing provision figure of 8,232 homes (including an indicative 10% flexibility allowance) will be delivered through a number of housing supply streams. These include existing commitments that have planning permission, Adopted LDP Rollover sites, and an allowance for windfall and infill sites such as barn conversions and development sites that emerge throughout the life of the plan. Combined these account for 4,664 homes. The remaining 3,568 homes will be delivered on new allocations to be identified in the Deposit RLDP. Of these 1,755 homes are linked to the Demographic-led Strategy and will be delivered on sites where the appropriate mix of affordable and private market homes is yet to be determined by viability work. The remaining 1,813 homes are derived from the Council's Affordable Housing Policy-led Strategy and will be delivered on sites identified to specifically deliver 50% intermediate tenure affordable housing and 50% private market housing.

### **Economic Growth**

- xii. The RLDP is underpinned by a level of growth that seeks to address the issues currently impacting on economic growth such as a shrinking working age population and high levels of out commuting. The Sustainable and Resilient Communities Strategy is estimated to support employment growth of approximately 4,695 jobs over the Plan period (313 jobs per annum). It should be noted that not all of these jobs will be in planning B-class uses and will be delivered through a range of sectors such as tourism, leisure and retail. This will be achieved by enabling 'good growth' through supporting the delivery of the priorities and aims identified in the Council's Economic Growth and Ambition Statement, maximising opportunities from CCR City Deal, targeting growth in key economic sectors and providing appropriate employment land in the right locations.

### **Sustainable and Resilient Communities Spatial Strategy**

- xiii. The Preferred Spatial Strategy seeks to distribute development across the County in a manner that reflects and addresses the aims of the two strands of the overarching Sustainable and Resilient Communities Growth Strategy. Accordingly, there are two strands to the spatial strategy, a Proportionate Distribution Strategy for the level of growth proposed under the Demographic-led Growth Strategy (Growth Option 5A, Spatial Option 3), and a spatial strategy which distributes growth by housing market

area to reflect the need for intermediate affordable housing, to deliver the Affordable Housing Policy-led Growth Strategy.

### **Strand 1: Proportionate Distribution Spatial Strategy (linked to the Demographic-led Growth Strategy)**

- xiv. Spatial Option 3, to distribute growth proportionately across rural and urban areas, is identified as the Preferred Spatial Strategy to accommodate the level of housing provision associated with the Demographic-led strand of the preferred growth strategy (Growth Option 5A). This spatial option provides a land use framework that will help to deliver the Council's core purpose of helping to build sustainable and resilient communities for current and future generations, by enabling proportionate growth in urban and rural areas in accordance with a sustainable settlement hierarchy defined in the Plan.
- xv. The focus of growth under this strand of the spatial strategy will be channelled towards the most sustainable settlements that benefit from significant services, facilities, employment opportunities and sustainable and active travel networks, but will allow for some growth in the County's most sustainable rural settlements to support/enhance such areas. Accordingly, new development associated with the Demographic-led Growth Strategy will be focussed on the primary settlements of Abergavenny (including Llanfoist), Monmouth (including Wyesham) and Chepstow and the Severnside area, together with a proportionate amount of growth to the lower tier settlements. The exact distribution of development will follow in the Deposit RLDP following the second call for candidate sites and subsequent detailed site assessments.

### **Strand 2: Affordable Housing Policy-led Spatial Strategy**

- xvi. The second strand of the spatial strategy specifically reflects and addresses the Affordable Housing Policy-led strand of the growth strategy. It aims to distribute the housing provision associated with this strand of the growth strategy in accordance with the identified intermediate affordable housing need in the County, focusing on sustainable settlements with the highest levels of intermediate housing need, as evidenced by the Local Housing Market Assessment and the most up to date waiting list information available. Growth associated with this element of the Strategy will reflect the three housing market areas in the County, namely Abergavenny, Monmouth and Chepstow/Caldicot. The proposed spatial distribution will be subject to refinement as more detailed assessment is undertaken and an update to the Local Housing Market Assessment will also be undertaken as part of the evidence base for the RLDP Deposit Plan.

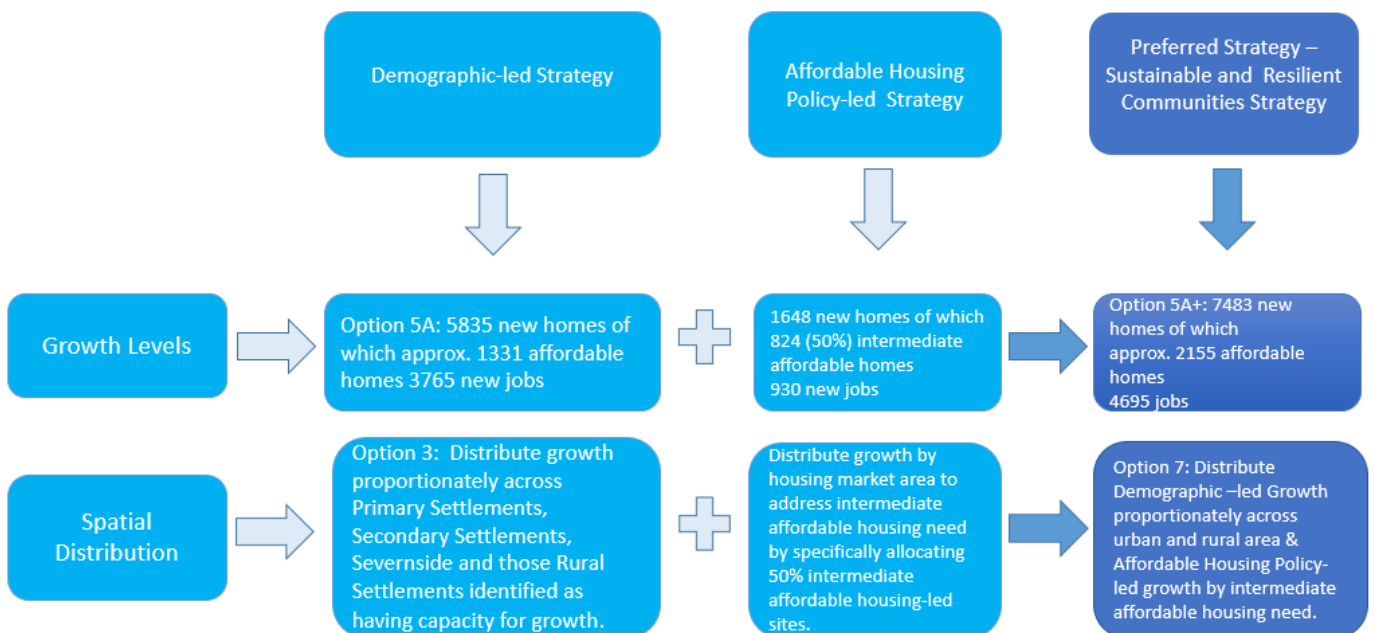
### **Economic Growth – Land Requirement & Spatial Distribution**

- xvii. The Council has commissioned the preparation of an Employment Land Review (ELR). This involves undertaking a review of employment forecasts and land requirements for the Plan period 2018 – 2033. The study recommends that a forecast scenario based on past employment land take-up rates is adopted for the RLDP. This provides

a minimum requirement of 42ha of land (41.7ha) for traditional B use class industries such as manufacturing and warehousing, including a five-year buffer to allow for choice and uncertainty in forecasting.

- xviii. The spatial distribution of Employment Allocations to meet this requirement will be set out in the Deposit RLDP and will be consistent with the spatial strategy and commensurate to the level of housing growth proposed for an area. 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. The Plan will also include policies that allow for the assessment of non-B use class industries such as leisure, retail and tourism to facilitate job growth in these economic sectors.

### Summary of the Sustainable and Resilient Communities Strategy



## Strategic Policies

- xix. The main document also contains a number of Strategic Policies which form the framework for implementing and delivering the Preferred Strategy of the Replacement Local Development Plan (RLDP). A list of policies contained within the Preferred Strategy is set out below:

Preferred Strategy - Strategic Policies	
<ul style="list-style-type: none"><li>▪ S1 – Strategic Sustainable and Resilient Growth</li><li>▪ S2 – Spatial Distribution of Development – Settlement Hierarchy</li><li>▪ S3 – Sustainable Placemaking &amp; High Quality Design</li><li>▪ S4 – Climate Change</li><li>▪ S5 – Infrastructure Provision</li><li>▪ S6 – Delivery of Homes</li><li>▪ S7 – Affordable Homes</li><li>▪ S8 – Strategic Development Sites</li><li>▪ S9 – Gypsy and Travellers</li></ul>	<ul style="list-style-type: none"><li>▪ S10 – Sustainable Transport</li><li>▪ S11 – Retail &amp; Commercial Centres Hierarchy</li><li>▪ S12 – Community and Recreation Facilities</li><li>▪ S13 – Employment Sites Provision</li><li>▪ S14 – Rural Enterprise</li><li>▪ S15 – Visitor Economy</li><li>▪ S16 – Sustainable Waste Management</li><li>▪ S17 – Minerals</li><li>▪ S18 – Green Infrastructure, Landscape and Nature Conservation</li></ul>

## Supporting Documents

- xx. The RLDP is accompanied by an Integrated Sustainability Appraisal (ISA), which considers the environmental, equalities, health and well-being impacts of the Plan, and a Habitats Regulations Assessment (HRA). The ISA and HRA are working documents, updated as the RLDP progresses. The RLDP will also include 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 Economic Strategy. Together, these Plans will seek to deliver on the Council's economic ambition and its core purpose to build sustainable and resilient communities that support the well-being of current and future generations. There are also a range of technical Background Papers to provide additional detail on the evidence and methodologies used in developing the Preferred Strategy.

## Consultation Arrangements

- xxi. Community and stakeholder involvement is invited during the six week statutory engagement and consultation on the Preferred Strategy between Monday 9<sup>th</sup> March and Wednesday 22<sup>nd</sup> April 2020, whereby comments will be invited on the consultation questions set out in the Preferred Strategy. Engagement/consultation will also take place via:
- Notifying all parties on the LDP database of the consultation.
  - Planning Policy Officer attendance at Area Committee and Area Cluster meetings during March and April 2020;
  - A Members' Workshop in February 2020 (hosted by the Economy & Development Select Committee);
  - Scrutiny by Economy & Development Select Committee in summer 2020;

- Internal discussions within the Council through an officer workshop, Department Management Team and Senior Leadership Team;
- RLDP Preferred Strategy Drop-in Sessions during March and April 2020 at the following locations:

<b>Monmouth</b> - Shire Hall	11 <sup>th</sup> March 2020	1pm – 7pm
<b>Raglan</b> - Village Hall	12 <sup>th</sup> March 2020	1pm – 7pm
<b>Abergavenny</b> - St Michael's Centre	18 <sup>th</sup> March 2020	1pm – 7pm
<b>Chepstow</b> - Drill Hall	24 <sup>th</sup> March 2020	1pm – 7pm
<b>Magor</b> - Ebenezer Chapel	26 <sup>th</sup> March 2020	1pm – 7pm
<b>Caldicot</b> - Community Hub	31 <sup>st</sup> March 2020	1pm – 7pm
<b>Usk</b> - County Hall	9 <sup>th</sup> April 2020	1pm – 7pm

- xxii. The closing date for the submission of comments is midnight on Wednesday 22<sup>nd</sup> April 2020. For details of how to respond to this consultation please see the Planning Policy Current Consultations page on the Council's website. Feedback from the consultation/engagement on the Preferred Strategy will be considered and set out in the Consultation Report on the Preferred Strategy. The feedback will help to inform the RLDP Deposit Plan which will be subject to statutory consultation in early 2021.



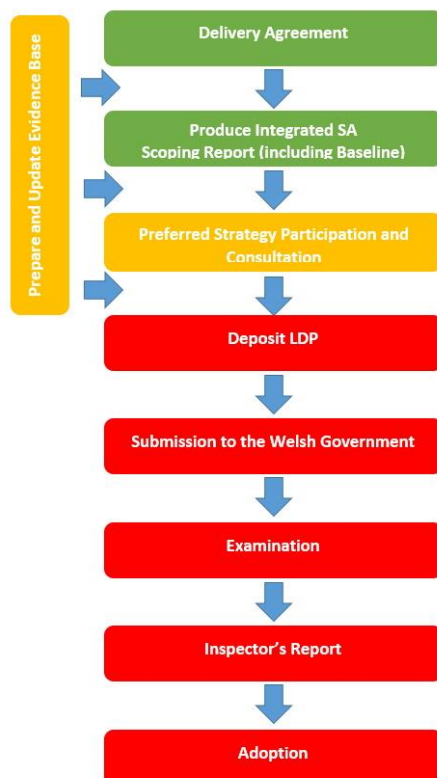
# 1 Introduction

## Replacement Local Development Plan

1.1 Monmouthshire County Council (MCC) is in the process of preparing a Replacement Local Development Plan (RLDP) for the County (excluding the area within the Brecon Beacons National Park). The RLDP will cover the period 2018-2033 and will be the statutory land use plan to support delivery of the Council’s core purpose of helping to build sustainable and resilient communities that support the well-being of current and future generations. The RLDP will set out land use development proposals for the County and will identify how much new development will take place and where 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. The RLDP will build upon the current Adopted LDP which covers the period 2011-2021.

1.2 The RLDP is being prepared in accordance with the Delivery Agreement (Revised March 2020) 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, with the current Preferred Strategy Stage highlighted in amber. The completed stages are highlighted in green to show progress to date and the remaining stages are highlighted in red.

**Figure 1: Replacement Local Development Plan Process**



## Structure of the Preferred Strategy

1.3 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 this is prepared as well as a list of supporting documents. It also sets out the consultation arrangements in relation to the Preferred Strategy 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. It also sets out the legislative and policy context and key influences on the Plan.

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

**Section 4: Replacement LDP Strategic Framework** – Outlines the RLDP Vision, Objectives, a summary of the Growth and Spatial Options considered, sets out the Preferred Growth and Spatial Option (i.e. the Preferred Strategy) and a key diagram.

**Section 5: Implementation and Delivery** – Sets out the Strategic Policies including Potential Strategic Growth Options.

**Appendices** – provide further detail in relation to the RLDP Issues, Potential Strategic Growth Options and Development Management Policies.

### Preferred Strategy

1.4 Although the Preferred Strategy is the first statutory stage of the RLDP process, a number of earlier pre-deposit plan preparation stages have been undertaken which have informed the Preferred Strategy.

- The first stage involved the preparation of an **Issues, Vision and Objectives Paper**, the purpose of which was to identify the key issues, challenges and opportunities facing the County whilst also setting out the draft vision and draft objectives for the RLDP. This paper was subject to targeted engagement in January-February 2019<sup>1</sup>. The Paper has been updated to reflect relevant feedback from the engagement process, the Council's declaration of a climate emergency in May 2019, the spatial element of the Vision and continued development of the RLDP evidence base.
- Subsequent to this, a **Growth and Spatial Options Consultation Paper** was prepared and subject to non-statutory consultation for a 6 week period in July and August 2019. This paper sets out a number of alternative options for how much growth is needed over the RLDP period and where this growth should take place, together with the implications of each option and the extent to

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<sup>1</sup> The Issues, Vision and Objectives Paper (October 2019, amended June 2019 and March 2020) can be viewed via: <https://www.monmouthshire.gov.uk/planning-policy/development-of-an-evidence-base/>



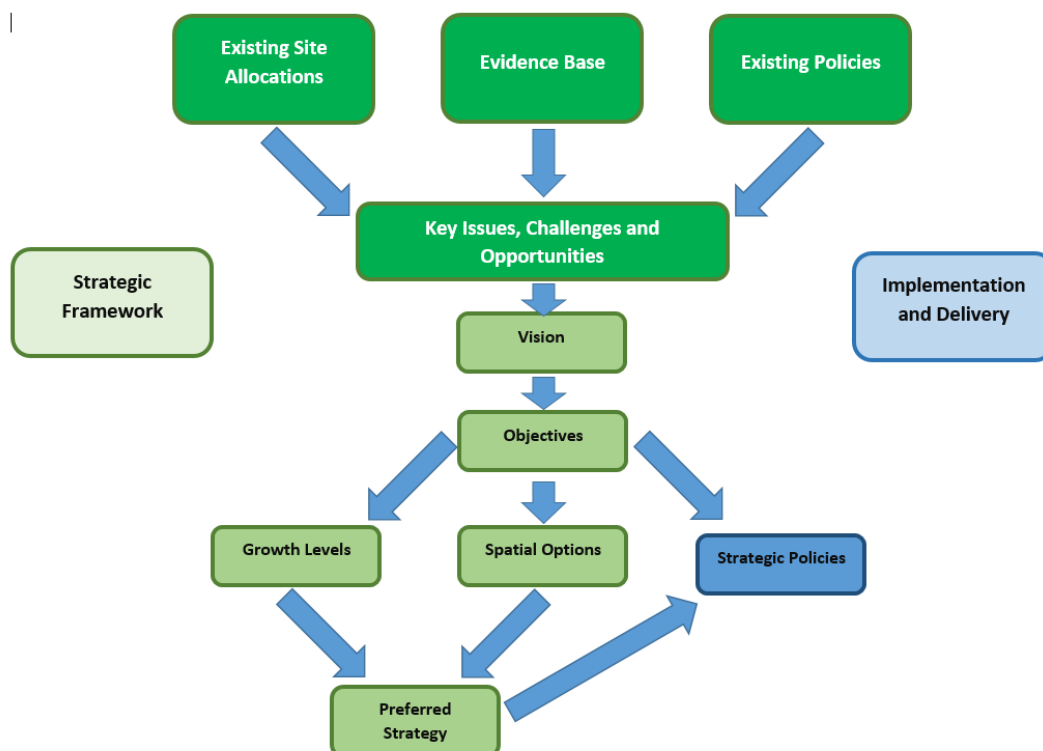
which they will achieve the RLDP objectives. The consultation responses to this Paper have been considered/reported in the Growth and Spatial Options Report of Consultation and helped to inform the identification of the Preferred Strategy. The Growth and Spatial Options Background Paper complements the Report of Consultation and adds further analysis of the options considered.

### What is the Preferred Strategy?

- 1.5 Regulation 15 of the Local Development Plan Regulations 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 provides 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. It also identifies how much growth is needed and the broad locations of where this growth is likely to be. It represents the completion of a period of pre-Deposit Plan preparation and engagement (as referred to in paragraph 1.4 above), the outcome of which has had a clear influence over the selection of the Preferred Strategy.
- 1.6 The overall purpose of the Preferred Strategy is to:
- Identify key issues, challenges and opportunities for the County
  - Develop a vision and set of objectives for the RLDP that respond to the key issues, challenges and opportunities
  - Set out the growth and spatial options that the Council has considered in determining the Preferred Strategy.
  - Set out the Preferred Strategy including the scale of future growth in population, housing and jobs and establish the spatial distribution of growth.
  - Set out strategic policies that will deliver/implement the strategy.

Figure 2 below provides a summary of the Preferred Strategy preparation process.

**Figure 2: Preferred Strategy Preparation Process**



- 1.7 The Preferred Strategy provides the strategic context for the preparation of more detailed policies, proposals and land use allocations that will seek to deliver on the Council’s vision of creating sustainable and resilient communities, which will be included in the Deposit RLDP. 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.
- 1.8 The Preferred Strategy identifies the strategic growth level and broad spatial distribution of growth, but does not identify any site specific allocations at this stage. This will be undertaken as part of the Deposit Plan preparation process once the Preferred Strategy has been agreed. Only those candidate sites that accord with the Preferred Strategy will be considered for inclusion in the Deposit Plan.
- 1.9 What is NOT included in the Preferred Strategy?
- Site allocations and defined settlement boundaries – these will be identified in the Deposit Plan
  - Detailed Development Management policies – these will be included in the Deposit Plan
  - A detailed evaluation of candidate sites. The Preferred Strategy is accompanied by a background paper that identifies those candidate sites that broadly accord with the Strategy. In accordance with our Delivery Agreement,

a second call for candidate sites will take place alongside consultation on the Preferred Strategy. A detailed assessment of all candidate sites will be published alongside the Deposit RLDP.

### Supporting Documents

- 1.10 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) to assess 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<sup>2</sup> and Habitats Regulations Assessment of the Preferred Strategy<sup>3</sup> are published alongside the Preferred Strategy. The Integrated Sustainability Appraisal and Habitats Regulations Assessment are iterative processes and will be updated as the RLDP preparation progresses.
- 1.11 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 Ambition Strategy. Together, these Plans will seek to deliver on the Council's economic ambition and its core purpose to help build sustainable and resilient communities that support the well-being of current and future generations.
- 1.12 A number of additional supporting background documents have been prepared to inform the Preferred Strategy. These are listed in Table 1 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 website<sup>4</sup>.

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<sup>2</sup>The Integrated Sustainability Appraisal of the Preferred Strategy can be viewed via <https://www.monmouthshire.gov.uk/planning-policy/pre-deposit-ldp-documents/>

<sup>3</sup> The Habitats Regulations Assessment of the Preferred Strategy can be viewed via: <https://www.monmouthshire.gov.uk/planning-policy/pre-deposit-ldp-documents/>

<sup>4</sup> Supporting Background Papers can be viewed via: <https://www.monmouthshire.gov.uk/planning-policy/local-development-plan-revision/>

**Table 1: Supporting Documents**

<b>Supporting Document</b>	<b>Purpose</b>
<b>Replacement LDP Documents</b>	
The Adopted LDP Review Report (March 2018)	Evaluates the extent to which the Adopted LDP is functioning effectively.
RLDP Delivery Agreement (May 2018, as Revised March 2020)	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 (January 2019 as amended June 2019 and March 2020)	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.
Candidate Site Register (February 2019)	Provides a log of the Candidate Sites submitted during the first call for sites, to be considered for inclusion for development, redevelopment and/or protection in the RLDP.
Growth and Spatial Options Consultation Paper (June 2019)	Provides a range of growth and spatial options for the RLDP together with the implications of each option and the extent to which they will achieve the RLDP objectives. The options presented provide the scale of growth (housing and employment) the Plan will potentially need to include and how that growth could be distributed.
<b>Integrated Sustainability Appraisal and Habitats Regulations Related Documents</b>	
Integrated Sustainability Appraisal (ISA) Scoping Report (December 2018)	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, February 2020)	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.

<p>HRA of the Monmouthshire RLDP – Preferred Strategy (AECOM, February 2020)</p>	<p>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. The Preferred Strategy does not identify any site-specific allocations and so a further, more detailed HRA will be carried out on the RLDP Deposit Plan.</p>
<p><b>Supporting Evidence and Background Papers</b></p>	
<p>Monmouthshire, Blaenau Gwent and Torfaen LDP Demographic Evidence (Edge Analytics, June 2019)</p>	<p>This report considers the impact of demographic, housing and employment change in the three Unitary Authorities (UAs); Blaenau Gwent, Monmouthshire and Torfaen. Alternative scenarios using different migration assumptions and past housing completion rates are developed and compared to the WG 2014-based ‘benchmark’ scenario, allowing for sensitivity analysis where relevant. 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 link demographic and economic change. The report provides the three Councils with a suite of population, housing and economic growth outcomes to consider in the formulation of their RLDPs.</p>
<p>Monmouthshire Demographic Evidence Addendum Report (Edge Analytics, October 2019)</p>	<p>Provides an additional growth scenario analysis for consideration, prepared in response to consultation feedback, informal feedback from WG officials and the Council’s further consideration of the options.</p>
<p>Monmouthshire Affordable Housing Evidence Addendum ( Edge Analytics, December 2019)</p>	<p>This addendum extends upon the Demographic Evidence Addendum Report (October, 2019) scenario analysis, with consideration of the impacts of the affordable housing policy-led strategy on dwellings, population, households and employment.</p>
<p>Monmouthshire 2040: Our Economic Growth and Ambition Statement (November 2019) and supporting MCC Economies of the Future Reports (2018)</p>	<p>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. The MCC Economies of the Future Reports will inform the development of the revised Economic</p>

	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.
Sustainable Settlements Appraisal (March 2020)	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 Report of Consultation (March 2020)	Sets out a summary of the comments received in the relation to the growth and spatial options consultation, together with a summary of the Council's response.
Growth and Spatial Options Background Paper (March 2020)	Expands upon the work completed to date on growth and spatial options, provides a summary of each option, an explanation of why specific options would/would not meet the Council's ambitions following evidence that has been collated.
Housing Background Paper (March 2020)	Identifies the amount of land the Council will be required to allocate for housing in the RLDP in order to meet the proposed level of growth. This process involves analysing the various components of housing supply, plus extant allocations that can be 'rolled forward' to the Replacement 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 Consultation Draft (June 2019).
Local Housing Market Assessment (September 2018)	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.
Review of Candidate Sites against the Preferred Strategy (March 2020)	Provides an initial assessment of Candidate Sites in terms of their compatibility with the Preferred Strategy.
Monmouthshire Employment Land Review (February 2020)	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.
Monmouthshire Landscape Sensitivity Update Study (White Consultants, forthcoming)	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 (July 2019)	Provides an annual retail 'health check' of our five main towns (i.e. Abergavenny, Caldicot, Chepstow, Monmouth and Usk).
Employment Land Background Paper (August 2019)	Provides an annual assessment of employment land take up across allocated and protected employment sites as identified in the Adopted LDP.

### How to Make Comments on the Preferred Strategy

1.13 Community and stakeholder involvement is invited during the six week statutory engagement and consultation on the Preferred Strategy between Monday 9<sup>th</sup> March and Wednesday 22<sup>nd</sup> April 2020, whereby comments will be invited on the consultation questions set out in the Preferred Strategy. Engagement/consultation will also take place via:

- Notifying all parties on the RLDP database of the consultation.
- Planning Policy Officer attendance at Area Committee and Area Cluster meetings during March and April 2020;
- A Members' Workshop in February 2020 (hosted by the Economy & Development Select Committee);
- Scrutiny by Economy & Development Select Committee in summer 2020;
- Internal discussions within the Council through an officer workshop, Department Management Team and Senior Leadership Team;
- RLDP Preferred Strategy Drop-in Sessions during March and April 2020 at the following locations:

<b>Monmouth</b> - Shire Hall	11 <sup>th</sup> March 2020	1pm – 7pm
<b>Raglan</b> - Village Hall	12 <sup>th</sup> March 2020	1pm – 7pm
<b>Abergavenny</b> - St Michael's Centre	18 <sup>th</sup> March 2020	1pm – 7pm
<b>Chepstow</b> - Drill Hall	24 <sup>th</sup> March 2020	1pm – 7pm
<b>Magor</b> - Ebenezer Chapel	26 <sup>th</sup> March 2020	1pm – 7pm

<b>Caldicot</b> - Community Hub	31 <sup>st</sup> March 2020	1pm – 7pm
<b>Usk</b> - County Hall	9 <sup>th</sup> April 2020	1pm – 7pm

- 1.14 The Preferred Strategy is available to view on the Council’s website and at other locations within the County including County Hall, Usk and the Council’s Community HUBs, One Stop Shop and libraries. An Executive Summary and an Easy Read Summary version of this document have been prepared which can also be viewed at the above locations.
- 1.15 The closing date for the submission of comments is midnight on Wednesday 22<sup>nd</sup> April 2020. For details of how to respond to this consultation please see the Planning Policy Current Consultations page on the Council’s website<sup>5</sup>.
- 1.16 Feedback from the consultation/engagement on the Preferred Strategy will be considered and set out in the Consultation Report on the Preferred Strategy. The feedback received will help to inform the Deposit Plan.
- 1.17 It should be noted that this consultation relates to the matters set out in the Preferred Strategy; it is not an opportunity to make detailed comments on individual candidate sites. All comments should relate to the questions included in the Preferred Strategy which are designed to assist with your representation.

### Next Steps

- 1.18 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 (LDP (Wales) Regulations 2005 (as amended 2015)). The Deposit Plan will be subject to a statutory 6 week consultation period. This will take place at the start of 2021.
- 1.19 Pursuant to Regulation 22 of the Town and Country Planning (LDP) (Wales) Regulations 2005 (as amended 2015), the Deposit Plan will then 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.
- 1.20 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

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<sup>5</sup> The Planning Policy Current Consultations Page can be viewed via <https://www.monmouthshire.gov.uk/planning-policy/planning-policy-current-consultations/>



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’<sup>6</sup>. Monmouthshire has an estimated population of 93,590<sup>7</sup>, of which around 8% 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 (on the other side of the River Wye), 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 also proposed at Magor.

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<sup>6</sup> Corine Landcover Inventory

<sup>7</sup> Office for National Statistics (ONS) 2017 Mid-Year Population Estimate

## Settlement Pattern

- 2.5 The main county towns of Abergavenny, Caldicot, Chepstow and Monmouth, offer a wide range of opportunities for employment, shopping, community facilities and sustainable and active travel. Outside of these areas, additional opportunities are found at the wider Severnside area and in the smaller settlements of Usk, Raglan, Penperlleni, and 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. This has involved an assessment of the current role and function of settlements, as well as an understanding of the relationships between settlements and their potential future roles.

## 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, 44 Historic Parks and Gardens, 3 Landscapes of Outstanding Historic Interest, approximately 169 Scheduled Ancient Monuments and 2,146 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 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). The County has a population of 93,950 based on the 2017 Office of National Statistics (ONS) mid-year estimate, with the three primary settlements of Abergavenny, Chepstow and Monmouth accounting for over a third of the population between them at 39%. Caldicot, the main centre in the Severnside area, accounts for a further 11%, with the settlement of Magor/Undy following with just over 6% and Usk accounting for 2.5% of the population.

- 2.9 In terms of population make-up, Monmouthshire has a median age of 48 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. For the County as a whole, the 2017 ONS mid-year population estimates identify that nearly 25% of the population is over 65 (compared to 21% in Wales), with 16% under 16 and 59% in the working age population group (16-64). 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. Abergavenny, Monmouth, Usk, Penperlleni and Raglan (as well the majority of villages) all have a higher than average proportion of their population in the over 65 age groups. However, a number of settlements also have a higher than average proportion of their population in both the working age and younger age groups including Chepstow, Magor/Undy, Little Mill, Rogiet, Caerwent/Crick, Portskewett and Llanishen. Table 15 in the Sustainable Settlements Appraisal provides more detailed information on this matter.
- 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 £301,642 when compared to the Welsh average of £187,139 (Hometrack, January 2019). 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.

### 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 best placed for growth per capita (UK Competitiveness Index 2019). Our residents are among the best qualified in Wales.
- 2.12 Monmouthshire is a key partner in the Cardiff Capital Region City Deal. The Council has had notable involvement in the delivery of its first initiative - the establishment of an Advanced Compound Semi-Conductor Cluster. With the recent abolition of the Severn Bridge Tolls, Monmouthshire's relationship with the Bristol City Region is also strengthening.
- 2.13 The July 2018 - June 2019 ONS Annual Population Survey indicated that nearly 80% (79.9%) of Monmouthshire's population were economically active, 78% of whom were in employment. Both these figures were higher than those for Wales, at 76.5% and 73.2% respectively, whilst the proportion of those unemployed in Monmouthshire was 3% compared to 4.2% 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 Statement<sup>8</sup> 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 2011 Census travel to work data reveals that 8.7% of those commuting into Monmouthshire were from Torfaen, with 8.1% from Blaenau Gwent, 6.4% from Newport and 5.9% from the Forest of Dean. The main destination for those commuting out of the County for work was Newport which accounted for 12.1% of all those commuting out for work, whilst 7% commuted to Torfaen and 5.3% to Cardiff. At the same time, 4.5% commuted to South Gloucestershire, 4% to Bristol and 3.3% to the Forest of Dean, emphasising the County's connections with the South West of England. The 2011 Census also revealed that 36.7% of Monmouthshire residents live and work in the County. The removal of the Severn Bridge tolls is likely to have altered these figures.
- 2.16 An Employment Background Paper<sup>9</sup> is prepared annually which assesses employment land take-up in the County's Identified Industrial and Business Sites (SAE1) and Protected Employment Sites (SAE2) as identified in the Adopted LDP. As of April 2019, of the 50.12ha allocated across SAE1 sites in the Adopted LDP, over 40 hectares of land was available for B1, B2 and B8 uses. The employment land take-up rate has averaged 2.12 hectares per annum since the adoption of the LDP in 2014. The results from this annual survey will help to inform future employment land requirements.
- 2.17 In spatial terms, the larger of the sites referenced above are located in the South of the County and make use of the M4 and M48 strategic routes, with links to South Wales and the South West of England. Such sites include Newhouse Farm to the South of Chepstow and Severnbridge Industrial Estate to the east of Caldicot, the latter accounting for approximately 20% of all Protected Employment Sites in Monmouthshire. In the North of the County, both Abergavenny and Monmouth have employment land designations which are largely built out. Similarly, the secondary settlements of Usk and Raglan have employment land allocations which are predominantly built out. Whilst there is provision in the North, the majority of employment sites are located in the Southern half of the County and more specifically around the M4 corridor and within the Severnside area. The spatial provision 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.

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<sup>8</sup> The Economic Growth and Ambition Statement can be viewed via <https://www.monmouthshire.gov.uk/planning-policy/development-of-an-evidence-base/>

<sup>9</sup> The Employment Land Background Paper – August 2019 can be viewed via <https://www.monmouthshire.gov.uk/planning-policy/annual-monitoring/employment/>

## Climate Emergency

- 2.18 Tackling climate change is one of the biggest challenges facing our planet at a world wide scale down to the local level. In May 2019, Monmouthshire County Council unanimously passed a motion declaring a climate emergency and in doing so set an aim that by 2030 the Council will reduce its net carbon emissions to zero. This policy commitment strives to encourage and support residents and businesses to take their own actions to reduce their carbon emissions and work with partners to help develop and implement best practice methods in limiting global warming to less than 1.5 °C. The RLDP will play an important role in achieving a reduction in carbon emissions within the County through the allocation of appropriate patterns of development and a policy framework that supports sustainable development principles. The reliance on the private motor car and patterns of long travel to work distances are key considerations in efforts to reducing carbon emissions within a Monmouthshire context. However, 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.

## Influences on the Replacement Local Development Plan

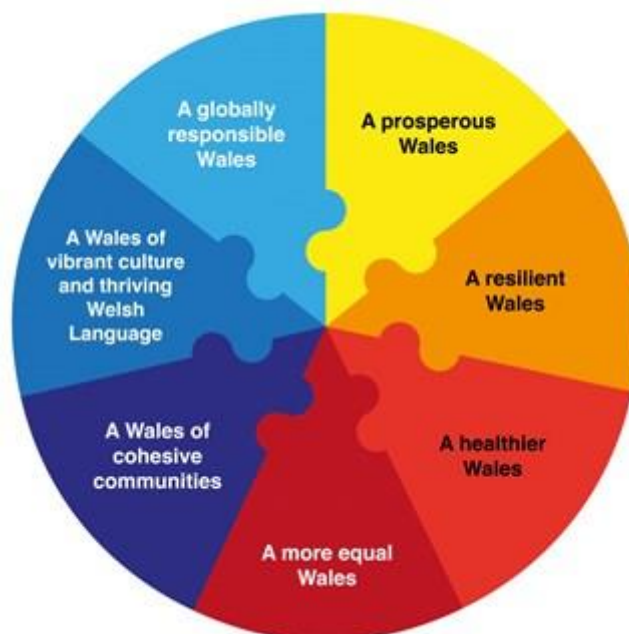
### Legislative Context

- 2.19 The Preferred Strategy has been prepared in the context of several key pieces of legislation which set out the requirements for the emerging RLDP. A summary of this legislation is set out below.

#### **Well-being of Future Generations Act (Wales) 2015**

- 2.20 The Well Being of Future Generations (Wales) Act (WBFGA) sets the framework for improving the well-being of Wales by ensuring that sustainable development is at the heart of government and public bodies. It aims to make a difference to the lives of people in Wales in relation to a number of well-being goals including improving health, culture, heritage and sustainable resource use. The Act puts in place a ‘sustainable development principle’ and places a well-being duty on public bodies, including local authorities, to ‘act in a manner which seeks to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs’. Given that sustainable development is the core underlying principle of the RLDP (and SEA), the Act has a major influence on all aspects of the RLDP. Sustainable development must be carried out to improve the economic, social, environmental and cultural well-being of the area by contributing to the achievement of the seven well-being goals as set out in Figure 3. The Act also sets out five ways of working needed for public bodies to achieve the seven well-being goals: (1) Long-term; (2) Integration; (3) Involvement; (4) Collaboration; and (5) Prevention. The five ways of working, have formed and will continue to form an intrinsic part of the RLDP’s development.

**Figure 3: Seven well-being goals of the Well-being of Future Generations (Wales) Act 2015**



2.21 Explanation of how the wellbeing goals, five ways of working and broader sustainable development principles have been incorporated into the RLDP will be provided at each key stage. The broader sustainable development principles will be demonstrated at each stage of Plan preparation through the five ways of working contained in the Act. The links between the RLDP objectives and Well-being Goals (and Local Well-being Goals) is clearly set out in the Issues, Vision and Objectives Paper<sup>10</sup>. Each Strategic Policy will closely link with and reference the relevant well-being goals which most relate to its purpose and implementation, with an emphasis on maximising social, economic, environmental and cultural benefits to ensure that the Council has fully met its sustainable development duty.

#### **Planning (Wales) Act 2015**

2.22 The Planning (Wales) Act came into force in July 2015. It sets out a series of legislative changes to deliver reform of the planning system in Wales, to ensure that it is fair, resilient and enables development. The Act addresses 5 key objectives which includes strengthening the Plan-led approach to planning. The Act also introduces a legal basis for the preparation of the National Development Framework (NDF) and Strategic Development Plans (SDP), which are discussed in further detail below.

2.23 The Welsh Government recently published the Draft National Development Framework (NDF) which, when adopted in September 2020, will replace the Wales Spatial Plan. This is considered further in paragraphs 2.32 to 2.38. The NDF will set out

<sup>10</sup> The Issues, Vision and Objectives Paper – June 2019 (as amended March 2020) can be viewed via <https://www.monmouthshire.gov.uk/planning-policy/development-of-an-evidence-base/>

the 20 year spatial framework for land use in Wales, providing a context for the provision of new infrastructure/growth. The NDF will:

- set out where nationally important growth and infrastructure is needed and how the planning system at a national, regional and local level can deliver it;
- provide direction for SDPs and LDPs and support the determination of Developments of National Significance;
- sit alongside Planning Policy Wales, which sets out the Welsh Government's planning policies and will continue to provide the context for land use planning;
- support national economic, transport, environmental, housing, energy and cultural strategies and ensure they can be delivered through the planning system; and
- be reviewed every 5 years.

2.24 The Planning (Wales) Act also provides the legal framework for the preparation of Strategic Development Plans (SDP) which are intended to provide a regional spatial framework for the future development and use of land within a defined region. In this case, Monmouthshire forms part of the Cardiff Capital Region and there is broad agreement that this will be taken forward as the basis for the footprint of a South East Wales SDP (excluding the BBNP). 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. Whilst the Council is proceeding with a RLDP, simultaneous collaborative working is ongoing with neighbouring authorities and the broader region to prepare the SDP.

#### **Environment (Wales) Act 2016**

2.25 The Environment (Wales) Act provides legislation for the environment 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. It includes an enhanced biodiversity duty which requires public authorities to maintain and enhance biodiversity and to promote the resilience of ecosystems.

2.26 The Act also introduced a requirement for Natural Resources Wales (NRW) to produce Area Statements. NRW is currently preparing an Area Statement for South East Wales. The overarching focus of the Area Statements is to review the way in which natural resources are managed and used, support ecosystem services and build resilience. The RLDP will have regard to the Area Statement, once produced.

#### **Active Travel (Wales) Act 2013**

2.27 The Active Travel (Wales) Act aims to promote walking and cycling as an attractive mode of transport for purposeful journeys (i.e. to access work, school or shops and services). It 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.

- 2.28 The Act makes provision for the mapping of active travel routes and related facilities in connection with Integrated Network Maps. It also requires local authorities in Wales to deliver year on year improvements in active travel routes and facilities to enhance opportunities for pedestrians and cyclists to make meaningful journeys without relying on the car. The principles of active travel are found throughout Planning Policy Wales Edition 10 (2018), which stresses the need for the planning system to create an environment and infrastructure for people to walk and cycle.

### Policy Context

#### Planning Policy Wales Edition 10 (2018)

- 2.29 Edition 10 of Planning Policy Wales (PPW 10) sets out the land use planning policies and overarching sustainable development goals for Wales, revised to contribute towards the statutory well-being goals of the Well-being of Future Generations Act. PPW10 secures a presumption in favour of sustainable development and considers a Plan-led approach to be the most effective means of securing sustainable development through the planning system. PPW10 has a strong focus on promoting placemaking, which is considered instrumental to achieving sustainable places, delivering socially inclusive development and promoting more cohesive communities. Placemaking is deemed to be a holistic approach that ‘considers the context, function and relationships between a development site and its wider surroundings’ (PPW 10, 2018, p. 16).
- 2.30 In order to inform the spatial strategy, PPW10 requires development plans to ‘include a spatial strategy covering the lifetime of the plan which establishes a pattern of development improving social, economic, environmental and cultural well-being’ (PPW 10, 2018, para 3.38). The link between the number of homes due to be provided and the expected job opportunities is clearly emphasised, as is the location of any new development in relation to existing or planned infrastructure. This is important to minimise the need to travel, reduce private car reliance and increase opportunities for cycling, walking and the use of public transport. Development Plans are deemed to ‘provide the main means for achieving integration between land use and transport planning’ (PPW10, 2018, para 4.15).
- 2.31 PPW10 specifies a well-defined search process to identify development land. Sustainable previously developed land and/or underutilised sites within existing settlements should be reviewed first before suitable, sustainable greenfield sites within or on the edge of settlements are considered. In either case, ‘a broad balance between housing, community facilities, services and employment opportunities in both urban and rural areas should be promoted to minimise the need for long distance commuting’ (PPW 10, 2018, para. 3.46). Significant weight is attached to developing active and social places in the form of well-connected cohesive communities.

## **National Development Framework 2020 – 2040 Consultation Draft (WG, August 2019)**

2.32 The Consultation Draft of the National Development Framework 2020 – 2040 sets out 11 outcomes which collectively are a statement of where the Welsh Government want Wales to be in 20 years' time (NDF consultation draft, 2019, page 18). The NDF aims to develop:

A Wales where people live....

1. and work in connected, inclusive and healthy places
2. in vibrant rural places with access to homes, jobs and services
3. in distinctive regions that tackle health and socio-economic inequality through sustainable growth
4. in places with a thriving Welsh Language
5. and work in towns and cities which are a focus and springboard for sustainable growth
6. in places where prosperity, innovation and culture are promoted
7. in places where travel is sustainable
8. in places with world-class digital infrastructure
9. in places that sustainably manage their natural resources and reduce pollution
10. in places with biodiverse, resilient and connected ecosystems
11. in places which are decarbonised.

2.33 The consultation draft notes these outcomes can be achieved through the NDF and other Development Plans focussed on the long-term providing quality development in the right places for the right reasons (NDF consultation draft, 2019, page 18). 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 NDF outcomes. The spatial strategy has three components and sets out:

- where in Wales growth should be focussed;
- how growth should be planned and managed;
- how Wales should power and heat places using renewable energy and district heat networks (NDF consultation draft, 2019, page 24).

2.34 A number of policies are set out in the 'Where Wales will grow' section and include Policy 1 Sustainable Urban Growth, Policy 2 Supporting Urban Centres, Policy 3 Public Investment, Public Buildings and Publicly Owned Land. Policy 4 Supporting Rural Communities specifically notes that the Welsh Government supports sustainable rural communities and appropriate proportionate growth in rural towns and villages, adding that Strategic and Local Development Plans should plan positively to meet the needs of rural communities with regard to housing, transport, businesses, services and diversification in the agricultural sector.

- 2.35 In Section 5 'The Regions' Monmouthshire is included in the South East Wales region, although the indicative national growth area does not appear to extend into the County. The focus of growth is in Cardiff, Newport and the Valleys. It notes that Cardiff (Policy 27) is to retain and extend its role as the primary national centre for culture, sport, leisure, media, the night time economy and finance and that Newport (Policy 28) is a focus for regional growth and investment. The draft NDF aspires to see Newport play an increased strategic role in the region. The Welsh Government also supports co-ordinated regeneration and investment in the Heads of the Valleys (Policy 29) to increase prosperity and address social inequalities.
- 2.36 Monmouthshire does not appear to be included in the South East Wales growth area, however, Outcomes 2 and 6 support sustainable growth in rural areas and are therefore of particular relevance to the County. The supporting text to Outcomes 2 and 6 state that: *"In rural areas, job opportunities and community services will be supported to help attract and retain people. A balance will be found between development and preserving the character of rural Wales, ensuring our small towns and villages have bright futures as attractive places to live and work. There will be support for the agricultural sector and its supply chains to boost resilience through diversification."* And *"Development Plans will have a forward thinking, positive attitude towards enabling economic development, investment and innovation. Increased prosperity and productivity will be pursued across all parts of Wales, building on current activity and promoting a culture of innovation, social partnership, entrepreneurialism and skills-development in sustainable industries and sectors. The culture, heritage and environment of Wales will play a positive, modern role in the economy by attracting the interest and expenditure of tourists, and providing a distinctive and trusted brand for Welsh businesses"*. However, it is must be recognised that providing job opportunities and sustaining community services will require demographically mixed and resilient communities. Employers will be attracted by a workforce, which in turn requires housing and affordable housing that retains younger people and families. Providing a sufficient range of employment opportunities will also help reduce out commuting from the County and contribute to placemaking. These are key objectives of the RLDP.
- 2.37 An indicative green belt is identified across a large part of the County in Policy 30 (Green Belts in South East Wales). As currently drafted, the NDF requires the identification of green belts through a Strategic Development Plan to manage urban form and growth in South East Wales, particularly around Newport and the eastern part of the region. It states that regional plans should consider the relationship of any new green belts with the green belt around Bristol. As drafted, it suggests that the SDP 'must identify a green belt that includes the area to the north of M4 from the Severn Crossings to North Cardiff'. The Council has significant concerns about this potential designation and the prescriptive nature of the draft document and the absence of evidence; a green belt is a permanent designation and would have major long-term policy implications for future growth and prosperity in Monmouthshire. The Council has submitted representations to the WG in this regard and awaits the

outcomes of the consultation process and the subsequent potential implications for the RLDP.

- 2.38 Policy 3 – Public Investment, Public Buildings and Publicly Owned Land and Policy 5 – Delivering Affordable Homes, provide guidance on the Welsh Government’s commitment to increasing affordable housing provision in Wales. Both policies provide a framework for reviewing publically owned land to help support the provision of affordable housing-led developments and explore all opportunities to increase the supply of affordable housing. It specifically notes that the reuse of publicly owned land will be important to the delivery of these homes.

### **Prosperity for All: A Low Carbon Wales (2019)**

- 2.39 This Plan 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. This is vital to meeting the requirements of the Environment (Wales) Act 2016, thereby contributing to a fairer and healthier society. The five ways of working of the WBFGA guide Wales’s decarbonisation action, ensuring effective collaboration and involvement with stakeholders to integrate decarbonisation, limit further effects of climate change and maximise all seven national well-being goals.
- 2.40 The planning system has an important role in facilitating decarbonisation. Planning Policy Wales’ focus on placemaking encourages well-designed development that ensures communities have all the services they need within easy reach. A plethora of other planning related priorities also encourage lower carbon emissions whilst simultaneously creating places where people can live well. These include promoting renewable energy developments, restricting the use of fossil fuels and incorporating active travel principles (walking and cycling) into new developments. Low carbon infrastructure can ultimately help increase efficiency through the way energy is produced and transmitted, the design and construction of buildings and the transportation of people and goods. All Development Plans must ultimately support these strategic decarbonisation goals to facilitate clean energy and build resilience to the impacts of climate change.

### **Regional Context**

#### **Cardiff Capital Region City Deal**

- 2.41 The Cardiff Capital Region (CCR) consists of ten local authorities across the South East Wales region, including Monmouthshire. These local authorities 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 forming the Cardiff Capital Region have entered into a City Deal to fund projects aimed at boosting the competitiveness of the region over the next 20 years. The CCR City Deal will help boost economic growth by improving transport links, increasing skills, helping people into work and giving businesses the support they need

to grow. It will also establish strong governance across the region through the Cardiff Capital Region Joint Cabinet. A five year Strategic Business Plan to leverage maximum economic and social benefits was agreed in May 2018 by all 10 local authority partners. The plan specifies the regional strategic objectives of the CCR which are:

- Prosperity and Opportunity – building the capacity of individuals, households, public sector and businesses to meet challenges and grasp opportunity, creating a more productive economy;
- Inclusion and Equality – a vibrant and sustainable economy which contributes to the well-being and quality of life of the people and communities in the region now and in the future; and
- Identity, Culture, Community and Sustainability – forging a clear identity and strong reputation as a City Region for trade, innovation and quality of life.

### **Removal of Severn Bridge Tolls**

- 2.42 The abolition of the Severn Bridge Tolls in December 2018, combined with the wider opportunities associated with the Cardiff Capital Region City Deal agenda, South East Wales Metro and the County's strategic location between the Great Western Cities of Cardiff, Newport and Bristol offer significant economic and social opportunities for Monmouthshire.

### **Neighbouring Local Planning Authorities: Joint Working and Collaboration**

- 2.43 Monmouthshire's neighbouring authorities of Blaenau Gwent County Borough Council (BGCBC), Torfaen County Borough Council (TCBC) and the Brecon Beacons National Park Authority (BBNPA) are all currently in the process of revising their Local Development Plans. The BBNPA is further ahead in the process having consulted on its Preferred Strategy in July – August 2019. The timetables of BGCBC and TCBC are closely aligned with Monmouthshire with all expected to publish their Preferred Strategies in early 2020. Newport City Council has not yet commenced a review of its adopted LDP. The Forest of Dean District Council is in the process of preparing a new Local Plan for the period 2021-2041 and recently consulted on the issues and options. Monmouthshire is committed to working collaboratively with its neighbouring authorities and a number of joint evidence base studies have been produced to date, with further joint research and evidence due to be commissioned to inform the Deposit Plans. Regular LDP progress meetings are held with these neighbouring authorities and adjacent English authorities on the emerging development plans and had previously met regarding the now withdrawn West of England Joint Spatial Plan.
- 2.44 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. PPW10 states that where a need for new sites is identified, first preference should be given to previously developed land within the authority or neighbouring authorities before consideration is given to greenfield development (para 4.30). As Monmouthshire has

few previously developed sites to accommodate future growth, discussions have been held with neighbouring authorities in this regard (i.e. Newport CC, Torfaen CBC, Brecon Beacons National Park Authority and Forest of Dean DC). These discussions have confirmed that there is no scope to accommodate any of Monmouthshire's growth on previously developed sites within these adjoining local authority areas; rather it has been confirmed that any such brownfield sites are needed for each authority's own growth requirements. Notwithstanding this, accommodating Monmouthshire's growth requirements in an adjoining authority area would not address the key demographic, affordability and economic issues/challenges facing the County and, therefore, would not assist in meeting the RLDP's key aim of delivering sustainable and resilient communities that support the well-being of current and future generations. In view of this, the homes and jobs required to deliver the RLDP Preferred Strategy will be provided within Monmouthshire.

- 2.45 The Brecon Beacons National Park is situated to the north and northwest of Monmouthshire. Consideration therefore needs to be given to the proposed delivery of housing in that part of the County which is covered by the Brecon Beacons National Park Authority (BBNPA). The BBNPA consulted on its RLDP Preferred Strategy in July-August 2019 which concluded that the identified residual housing requirement can be largely met on previously developed land in the Primary Key Settlement of Brecon with support for development on previously developed land in other key settlements located in Powys. The National Park's existing commitments within the Monmouthshire administrative boundary amount to 53 units. It is expected that 39 of these will be built by the end of the adopted LDP period (i.e. December 2021); the additional 14 units remain in category 3 of the JHLAS and as such there is no certainty that these units will be delivered. Whilst the BBNPA Preferred Strategy refers to a candidate site adjacent to Abergavenny as a potential allocation in their Deposit Plan, there is no certainty that this site will come forward and MCC has raised concerns with the potential development of this site in the response to the BBNPA's Preferred Strategy consultation.
- 2.46 The growth options considered include an allowance for the BBNPA which equates to 42 dwellings per annum within the National Park area. However, given that the majority of future development in the National Park is to be directed towards other areas of the BBNPA (i.e. outside of the Monmouthshire administrative settlements of Gilwern, Govilon and Llanvihangel Crucorney), it is not considered necessary to make an allowance in the housing requirement for that part of Monmouthshire within the National Park. It is proposed that the allowance of 42 dwellings will be met within the Monmouthshire planning area. This position has been agreed with National Park officers. Further detail on this matter is provided in the Housing Background Paper.

## Local Context

### **The Monmouthshire Well-being Plan (Public Service Board) February 2018**

- 2.47 The Monmouthshire Well-being Plan was prepared by the Public Service Board (PSB) which is made up of four statutory members namely; Monmouthshire County Council, Aneurin Bevan University Health Board, South Wales Fire and Rescue Service and Natural Resources Wales. Other organisations are also invited, in Monmouthshire this includes; Public Health Wales, Gwent Police, Police and Crime Commissioner for Gwent, Monmouthshire Housing Association, Melin Homes and voluntary organisations represented through the Gwent Association of Voluntary Organisations. While this work has been 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.
- 2.48 The Well-being Plan identifies four objectives:
- 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 business to be part of an economically thriving and well-connected County.
- 2.49 PSB partners are working on detailed action plans which set out how they will deliver the steps identified in the Well-Being Plan. The prioritised steps for 2018-19 are set out in the 2019 Annual Report which provides details of the progress made with each of these steps.

### **The Monmouthshire Corporate Business Plan 2017-2022 (Incorporating Well-being Objectives) February 2018**

- 2.50 The Corporate Business Plan is produced by Monmouthshire County Council: our core purpose is to help build sustainable and resilient communities for current and future generations. The Corporate Plan utilises the contributions made to the Well-being Plan along with issues raised most frequently to County Councillors and issues reported to Community Hubs, the contact centre and on the My Monmouthshire App. The Corporate Business plan 2017-2022 sets out the Council's four Well-being Objectives:
- Provide children and young people with the best possible start in life.
  - Develop opportunities for communities and businesses to be part of a thriving and well-connected County.
  - Maximise the potential of the natural and built environment for the well-being of current and future generations.
  - Maximise the potential in our communities to develop the well-being of people throughout their lives.

- 2.51 A well-functioning planning system is fundamental for sustainable development and achieving sustainable places. The RLDP will be an integral means of enabling the well-being of Monmouthshire's communities and achieving these objectives. The links between the RLDP objectives and the Local Well-being objectives is set out in the Issues, Vision and Objectives Paper.

**Monmouthshire Climate Emergency Declaration (May 2019)**

- 2.52 The Council declared a climate emergency on 16<sup>th</sup> May 2019 and has committed to strive to limit the increase in global temperatures to 1.5°C. The declaration agreed is that this Council will:

- Strive to reduce its own carbon emissions to net zero in line with the Welsh Government target of 2030.
- Develop a strategy and associated action plans to aim to deliver these targets as soon as practicable.
- Continue to review the Corporate Plan, Public Service Board Local Well-being plan, Local Development Plan and other relevant plans and policies to support the above.
- Publicise this declaration of a climate emergency to residents and businesses in the county and encourage and support them to take their own actions to reduce their carbon emissions in line with a 2030 target.
- Work with partners across the County and other councils and organisations to help develop and implement best practice methods in limiting global warming to less than 1.5°C.

- 2.53 The RLDP Issues, Vision and Objectives Paper was revised in July 2019 to reflect the climate emergency declaration. A report on the climate emergency setting out the emerging actions to address/respond to the climate emergency was subject to political reporting in autumn 2019. Relevant actions will be reflected in the RLDP, recognising that the RLDP will have a key role in implementing a number of the identified climate emergency actions. The RLDP will set out a policy framework which assists in tackling the causes and effects of climate change within our communities through the adoption of sustainable development principles.

**Vision Monmouthshire 2040: Our Economic Growth and Ambition Statement (November 2019)**

- 2.54 Monmouthshire has recently produced a statement to consider 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. The statement reflects national and regional policies including the ambitions for the Cardiff Capital Region, the Council's Corporate Plan and the RLDP. It focuses on building the County's economic resilience to ensure the future generations of Monmouthshire have the best chance in life whilst respecting the incredible landscape that makes the County so special. As a consequence the



vision of the Economic Growth and Ambition Statement is ‘helping to build sustainable and resilient communities that support the well-being of current and future generations’. It sets out the Council’s aspirations to raise the profile of Monmouthshire as:

- A dynamic place to do business
- A credible place to invest
- An incredible place to live, visit and stay.

2.55 The Statement seeks to lay the ground rules for an economic environment which enables business to land and expand, providing sustainable employment opportunities for local people. 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 - ensuring that our economy flourishes in a way that is sensitive to the landscape, to ensure that Monmouthshire remains an incredible place to live, visit, stay and invest. The Statement also sets out the implications for our population, young people, economy, environment and housing stock if we do not take action to address the issues and challenges facing the County’s communities.

2.56 The vision will be delivered through the implementation of four Aims:

- Aim 1: A Productive Monmouthshire - A dynamic place for businesses to grow and invest
- Aim 2: A Healthy and Happy Monmouthshire – An incredible place to live
- Aim 3: A Prosperous Monmouthshire – A great place to thrive
- Aim 4: A Welcoming Monmouthshire – An amazing place to visit and stay

The RLDP will have a key role in enabling the delivery of these aims which will be reflected in the Plan’s policy framework.

### **Monmouthshire Local Transport Plan (May, 2015)**

2.57 The Monmouthshire Local Transport Plan (LTP) identifies the key transport issues relevant to the County, the high level interventions needed to address these and the specific priorities for the local authority. The LTP includes a prioritised five-year programme of projects the Council wishes to see delivered between 2015 and 2020 as well as medium and longer term aspirations up to 2030.

2.58 The aim of the Monmouthshire Local Transport Plan is to facilitate and support the development of a modern, accessible, integrated and sustainable transport system, which increases opportunity, promotes prosperity for all and protects the environment; where walking, cycling, public transport and sustainable freight provide real travel alternatives.

2.59 The programme outlined in the LTP includes walking and cycling infrastructure, bus network, station and highway improvements, Cardiff Capital Region Metro schemes, 20mph limits and road safety schemes. In accordance with Welsh Government

guidance it does not contain specific rail service and trunk road proposals. The LTP will be updated to inform the Deposit RLDP.

### 3 Key Issues, Challenges and Opportunities

#### Key Issues and Challenges

- 3.1 The key issues, challenges and opportunities/driver facing the County (economic, environmental, social and cultural) are set out in the RLDP Issues, Vision and Objectives Paper<sup>11</sup> (January 2019 as amended June 2019 and March 2020). The existing Adopted LDP issues have been reviewed to determine whether they remain relevant for the RLDP. New issues, challenges and opportunities that have arisen since the adoption of the LDP have also been identified, informed by a wide range of evidence including the Monmouthshire Public Service Board Well-being Plan, Corporate Business Plan 2017-2022, LDP Annual Monitoring Reports (2015 – 2018) and LDP Review Report, along with wider contextual factors such as national guidance/legislation and the Cardiff Capital Region City Deal. They are also informed by key sustainability matters which must be developed as part of the Integrated Sustainability Appraisal/Strategic Environmental Assessment (ISA/SEA) of the RLDP.
- 3.2 The issues, challenges and opportunities have directly informed the development of the RLDP Vision, Objectives and Preferred Strategy. A total of 38 issues, challenges and opportunities have been identified and are listed in full in the Issues, Vision and Objectives Paper and set out in Appendix 1. 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:
- There is a need to tackle climate change and carbon reduction. The Council recognises that we are in a climate emergency and has committed to strive to limit the increase in global temperatures to 1.5 degrees.
  - Our population is getting older. By 2033 we will have more old people living in the County but fewer young people.
  - 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.
  - We have the highest average house prices in Wales. 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 over 2,000 households identified as being in need of affordable housing.

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<sup>11</sup> The Issues, Vision and Objectives Paper (January 2019, as amended June 2019 and March 2020) can be viewed via <https://www.monmouthshire.gov.uk/planning-policy/development-of-an-evidence-base/>

- There is a need to consider whether existing employment land is suitably located and fit for purpose for appropriate growth sectors. We also need to consider future demand in line with Council aspirations.
- There are opportunities associated with the removal of the Severn Bridge tolls and growth from both the Cardiff Capital region and Bristol region.
- Unemployment is low, however, there is a net-outflow of commuters. There is a need to provide support for inward investment and local employment growth/opportunities.
- 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.
- Vacancy rates in some of the County's retail centres have increased which is likely due to the changing role of high streets, in addition to Business Rates.
- There are challenges of rural isolation and sustaining rural communities, including regenerating the rural economy.
- We want to protect the landscapes and heritage that make Monmouthshire a unique and attractive place to live.
- 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.

### Key Opportunities

- 3.3 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.

#### Cardiff Capital Region City Deal

- 3.4 As set out in Section 2, 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 have implications 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 has been proposed to support the need for more homes to be built across the region. This will include 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**

- 3.5 As set out in Section 2 (paragraphs 2.54-2.56), the Council’s Economic Growth and Ambition Statement sets 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 that support the well-being of current and future generations and sets out the priorities and aims to achieve this vision.
- 3.6 The Economic Growth and Ambition Statement will work alongside Replacement LDP which will assist in:
- Identifying suitable employment sites and premises to enable existing businesses to grow and attract new businesses in key growth sectors;
  - Increasing the availability of housing sites alongside, to provide differing residential products, to enable higher rates of jobs per dwelling and;
  - Tackling geographic differences – employment and housing markets.

#### **Question**

**Do you have any comments on the key issues, challenges and opportunities?**

## 4.0 Replacement LDP Strategic Framework

### Replacement LDP 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 and reflects key elements of the PSB Well-being Plan and Corporate Business Plan.

#### **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, 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 and well-connected County.**
- (3) The best of the County's built heritage, countryside, 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.**

#### **The spatial implications of achieving this Vision will be that by 2033:**

**Monmouthshire will have grown sustainably, with a proportionate distribution of new homes and employment focused on the most sustainable urban and rural settlements, supported by infrastructure and delivering affordable housing focused on the areas of greatest need.**

**Development will have contributed to facilitating more sustainable lifestyles by delivering high quality places that promote low carbon developments with an appropriate mix of uses and that are well-connected to the wider area in terms of character, environment and movement by public transport, walking and cycling.**

### Replacement LDP 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 which build upon the Adopted LDP objectives and the well-being objectives set out in the Monmouthshire PSB Well-being Plan. The objectives were subsequently reviewed and revised following the climate emergency declaration. The objectives are considered to be 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 (PPW10) and the Monmouthshire PSB Well-being Plan objectives, as set out in Table 2.

**Table 2 – Replacement LDP Objectives**

LDP Objective Number	Headline	LDP Objective	LDP Issues addressed	Main PPW10 theme	Monmouthshire PSB Well-being Plan objective
<b>A Prosperous Wales (Well-being Goal 1)</b>					
<b>Objective 1</b>	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.



LDP Objective Number	Headline	LDP Objective	LDP Issues addressed	Main PPW10 theme	Monmouthshire PSB Well-being Plan objective
<b>Objective 2</b>	Retail centres	To sustain and enhance the County towns of Abergavenny, Chepstow, Monmouth, Caldicot and Usk as vibrant and attractive retail centres serving their own populations and those of their surrounding hinterlands, along with increasing the potential customer base through future growth whilst recognising that the role of these centres is evolving.	8	Active and social places	Develop opportunities for communities and business to be part of an economically thriving and well-connected county.
<b>A Resilient Wales (Well-being Goal 2)</b>					
<b>Objective 3</b>	Green Infrastructure, Biodiversity and Landscape	To protect, enhance and manage Monmouthshire's natural environment and ecosystems. 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, along with the connectivity between them by creating new linkages for them to adapt 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.

LDP Objective Number	Headline	LDP Objective	LDP Issues addressed	Main PPW10 theme	Monmouthshire PSB Well-being Plan objective
<b>Objective 4</b>	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 to appropriately manage 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.
<b>Objective 5</b>	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.
<b>Objective 6</b>	Land	To promote the efficient use of land, including the need to: <ul style="list-style-type: none"> <li>• maximise opportunities for development on previously developed land, whilst recognising that brownfield opportunities are limited in Monmouthshire.</li> <li>• 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</li> </ul>	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.

LDP Objective Number	Headline	LDP Objective	LDP Issues addressed	Main PPW10 theme	Monmouthshire PSB Well-being Plan objective
		opportunities for brownfield development.			
<b>Objective 7</b>	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.

LDP Objective Number	Headline	LDP Objective	LDP Issues addressed	Main PPW10 theme	Monmouthshire PSB Well-being Plan objective
<b>A Healthier Wales (Well-being Goal 3)</b>					
<b>Objective 8</b>	Health and Well-being	To improve access for all to recreation, sport, leisure activities, open space and the countryside and to enable healthier lifestyles.	18, 20, 21, 33, 35	Active and social places	Provide children and young people with the best possible start in life.
<b>A More Equal Wales (Well-being Goal 4)</b>					
<b>Objective 9</b>	Demography	To increase opportunities for the younger population to both live and work within Monmouthshire to assist in ensuring a balanced demography.	2, 3, 4, 5, 24	Active and social places	Respond to the challenges associated with demographic change.
<b>A Wales of Cohesive Communities (Well-being Goal 5)</b>					
<b>Objective 10</b>	Housing	To provide a level of housing that is sufficient to provide a wide ranging choice of homes both for existing and future residents, while ensuring that local needs for appropriate, affordable and accessible housing are met as far as possible, particularly in towns but also in rural areas, so long as such housing can assist in building sustainable balanced communities.	23, 25, 26, 27, 28	Active and social places	Respond to the challenges associated with demographic change.
<b>Objective 11</b>	Place-making	To promote good quality sustainable places through design, layout and mix of uses that enhance the character and identity of Monmouthshire's settlements and countryside; create attractive, safe and accessible places to live, work and visit; and	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.

LDP Objective Number	Headline	LDP Objective	LDP Issues addressed	Main PPW10 theme	Monmouthshire PSB Well-being Plan objective
		promote people's prosperity, health, happiness and well-being.			
<b>Objective 12</b>	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.
<b>Objective 13</b>	Rural Communities	To sustain existing rural communities as far as possible by providing development opportunities of an appropriate scale and location in rural areas in order to assist in building sustainable rural communities and strengthening the rural economy.	6, 7, 20, 22, 26, 29, 30, 34	Productive and enterprising places	Develop opportunities for communities and business to be part of an economically thriving and well-connected county.
<b>Objective 14</b>	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.
<b>Objective 15</b>	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.	10, 30, 36	Active and social places	Develop opportunities for communities and business to be part of an economically thriving and well-connected county.

LDP Objective Number	Headline	LDP Objective	LDP Issues addressed	Main PPW10 theme	Monmouthshire PSB Well-being Plan objective
<b>A Wales of Vibrant Culture &amp; Thriving Welsh Language (Well-being Goal 6)</b>					
<b>Objective 16</b>	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.
<b>A Globally Responsible Wales (Well-being Goal 7)</b>					
<b>Objective 17</b>	Climate Change	To strive to limit the increase in global temperatures to 1.5°C, supporting 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.	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.

## Replacement LDP Preferred Strategy: Sustainable and Resilient Communities Strategy

- 4.3 The Sustainable and Resilient Communities Strategy promotes an appropriate level and spatial distribution of housing and employment growth for Monmouthshire to 2033, which assists in addressing the demographic and affordability challenges facing the County and ultimately seeks to deliver the Council's core purpose to build sustainable and resilient communities that support the well-being of current and future generations. Box 1 below provides a summary of the Sustainable and Resilient Communities Strategy. Further detail on the Strategy and the preferred growth and spatial options is set out below.

### Box 1: Sustainable and Resilient Communities Strategy

In order to deliver the Sustainable and Resilient Communities Strategy the RLDP will:

- Make provision for a total of **8,232 homes to deliver a housing requirement of 7,483 dwellings** (this provision is based indicatively on a 10% flexibility allowance which will be given further consideration and refined at Deposit Stage). This level of housing growth will enable the provision of market and affordable housing in both urban and rural areas and, importantly, provides the opportunity to address the unbalanced demography, improve labour force retention by retaining/attracting younger adult population age groups and assists in addressing the County's housing affordability challenge. Taking account of the existing housing land supply and projected windfall delivery, the RLDP will need to make provision for new housing allocations to deliver 3,568 homes.
- Make provision for **4,695 additional jobs**. To enable this a minimum of 42ha of employment land will be allocated (to be refined in the Deposit Plan). This level of growth takes account of a reduced level of commuting which means that more of the working-age population would be employed in the County. Supporting a positive approach to growth will provide the younger demographic with the opportunity to live and work within the County. It will also help reduce levels of commuting and promote more self-contained communities. This reflects the priorities and aims identified in the Council's Economic Ambition Statement and climate emergency declaration and national planning policy support for placemaking.
- Distribute growth across the County in a manner that reflects and addresses the aims of the two strands of the Sustainable and Resilient Communities Growth Strategy, by:
  - Distributing growth proportionately across rural and urban areas to accommodate the level of housing provision to deliver the Demographic-led strand of the preferred growth strategy, and

- Specifically allocating 50% affordable housing-led sites aligned with the identified intermediate affordable housing need, to deliver the Affordable Housing Policy-led strand of the preferred growth strategy.

Whilst housing and employment growth will be focused on the higher tiers of the settlement hierarchy, appropriate growth will also be channelled to the County's most sustainable rural settlements to facilitate the creation of sustainable and resilient communities throughout Monmouthshire.

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, landscape setting, environmental constraints, infrastructure capacity and placemaking.

### Question

Do you have any comments on the Sustainable and Resilient Communities Strategy?

### Replacement LDP Growth and Spatial Strategy Options

- 4.4 The Sustainable and Resilient Communities strategy set out above was arrived at following careful consideration of how much growth (housing and employment) is required over the Plan period (2018-2033) and where in the County this growth should be located, in order to deliver the vision and objectives identified in paragraphs 4.1 and 4.2 above. A number of alternative demographic, dwelling and employment-led growth options and spatial options for the RLDP have been considered and assessed and are set out in the Growth and Spatial Options Consultation Paper (June 2019) and Growth and Spatial Options Background Paper (March 2020)<sup>12</sup>. The options have been assessed under the ISA process as set out in the Initial Integrated Sustainability Appraisal Report<sup>13</sup>. This forms an important element in the process of selecting the most suitable growth and spatial options for Monmouthshire. In order to engage with consultees and stakeholders at this early stage and to help build consensus, the Growth and Spatial Options Consultation Paper was subject to a 4 week non-statutory consultation during July/August 2019. The feedback from this consultation has been

<sup>12</sup> The Growth and Spatial Options Consultation Paper and Growth and Spatial Options Background Paper can be viewed via <https://www.monmouthshire.gov.uk/planning-policy/development-of-an-evidence-base/>

<sup>13</sup>The Initial Sustainability Appraisal Report can be viewed via <https://www.monmouthshire.gov.uk/planning-policy/pre-deposit-ldp-documents/>



considered and is summarised in the Growth and Spatial Options Report of Consultation<sup>14</sup> together with the Council's response to the comments made.

### Replacement LDP Growth Options

- 4.5 Monmouthshire, Torfaen and Blaenau Gwent County Councils jointly commissioned Edge Analytics to prepare a range of demographic, dwelling and employment growth scenarios to inform the RLDP growth options. A total of 20 different demographic-led, housing-led and employment-led scenarios were generated for Monmouthshire (these are set out in detail in the Edge Demographic Report<sup>15</sup>). From these, eight growth options were selected for consultation, comprising of 2 low, 3 mid and 3 high growth options, as set out in the Growth and Spatial Options Consultation Paper (June 2019). It should be noted that the growth outcomes of each scenario generated includes that part of Monmouthshire that falls within the Brecon Beacons National Park. The 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 RLDP's objectives. As noted above, this Paper was subject to non-statutory consultation in July-August 2019.
- 4.6 In light of the consultation responses received, informal feedback from Welsh Government officials (who indicated a lack of confidence in economic-led projections and expressed a concern regarding ambitious LDPs), and the Council's further consideration of the County's key issues/challenges and options, a decision was taken to commission Edge Analytics to model an additional demographic-led scenario (Growth Option 5A: PG Long Term (reconfigured)). This decision was taken in recognition of the fundamental role the RLDP should have in strengthening the local economy and ensuring an appropriate economic base to enable people to live and work in the County, and in order to address two of these key issues/challenges in relation to retaining/attracting younger adult population age groups and improving labour force retention<sup>16</sup>. Accordingly, changes to the household formation rate and commuting ratio assumptions were applied in order to provide a robust population projection-based forecast of household and employment growth over the 2018-2033 Plan period. The objective with the household formation rate adjustment was to ensure a return to higher rates of household formation for the young-adult population (i.e. 19-24, 24-29 and 30-34 age groups), reversing the decline in household growth amongst these key labour force age-groups since the economic downturn began in 2008. The objective with the commuting ratio adjustment was to ensure that modest

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<sup>14</sup>The Growth and Spatial Options Report of Consultation can be viewed via

<https://www.monmouthshire.gov.uk/planning-policy/development-of-an-evidence-base/>

<sup>15</sup> The Edge Demographic Report can be viewed via <https://www.monmouthshire.gov.uk/planning-policy/development-of-an-evidence-base/>

<sup>16</sup> The Edge Demographic Evidence Addendum can be viewed via

<https://www.monmouthshire.gov.uk/planning-policy/development-of-an-evidence-base/>

improvements in labour force retention are achieved over the Plan period, with an improved balance between the resident workforce and the level of employment in Monmouthshire.

- 4.7 Of the demographic, dwelling and employment-led growth options modelled and assessed, Growth Option 5A (demographic-led option) is considered to be the most appropriate option for the County. The Council considers that the rationale and assumptions associated with Growth Option 5A are soundly based and establish a level of growth that will assist in addressing the unbalanced demographic in the County by retaining the younger age groups and reducing out-commuting; a key RLDP objective. However, to enable people to live and work in the County it is also important that the RLDP makes provision for a supply of good quality affordable homes for those who need them.
- 4.8 A key issue /challenge facing Monmouthshire is high average house prices and high house prices in relation to earnings which has resulted in a pressing need for affordable housing in the County. Consequently, a significant proportion of people cannot afford to buy or rent a home so either leave the County, or have to live with their parents or in shared housing for longer. The RLDP has a key role to play in tackling this issue by delivering intermediate rent and low cost home ownership to retain those people leaving the County for cheaper rent/home purchase elsewhere. The current Local Housing Market Assessment (LHMA) identifies an annual need of 366 intermediate dwellings (i.e. intermediate rent and low cost home ownership) in the County over the next five years, which when extrapolated forward over the Plan period results in a need for 5,490 intermediate tenure dwellings. Notwithstanding the fact that the RLDP cannot be expected to deliver this level of intermediate housing provision, the growth level associated with Growth Option 5A offers limited scope to have a meaningful impact on the issue relating to intermediate affordable housing need. Therefore, in order to specifically address these affordability and demographic challenges within the County, the Council considers it necessary to incorporate an affordable housing policy-led element to the Preferred Strategy to deliver 50% affordable housing sites, in addition to the growth levels established in Growth Option 5A (demographic-led option). Accordingly, it is proposed to allocate additional housing over and above the requirement established in Growth Option 5A in housing market areas where there is an identified need for this type of housing and on sites where 50% of the dwellings will be affordable. These additional sites will target intermediate rent and low cost home ownership to capture those people leaving the County for cheaper rent/home purchase elsewhere. It will ensure that we are providing housing options that are affordable for citizens and enable people to live (and work) within the County.
- 4.9 In order to consider the implications of the overall housing requirement figure that reflects both strands of the Growth Strategy on population, jobs and households, Edge Analytics have updated the projections modelling adding the dwellings from the

affordable housing policy-led provision to the annual dwelling growth projected in the Demographic-led Option (Option 5A (PG Long Term (reconfigured))). Two dwelling-led scenarios have been modelled to take account of the additional homes required under the Affordable Housing Policy-led Strategy. The first factors in the market homes required under the Affordable Housing Policy-led Strategy and the implications on population change and jobs, combined with the projected dwelling growth from the Demographic-led strand of the strategy. The rationale for this is that the intermediate affordable housing need figure is derived from the LHMA and represents people already living in the County but who have been unable to form households. 824 (50%) of the 1648 Affordable Housing Policy-led requirement are therefore already factored into the residential population and would not impact on population or job numbers.

- 4.10 The second scenario models the impact of both the affordable and market homes associated with the Affordable Housing Policy-led Strategy, together with the projected dwelling growth from the Demographic-led strand of the strategy, on household numbers. The rationale behind this being that both the market and affordable housing element of the Affordable Housing Policy-led Strategy are assumed to have an impact on household formation as the affordable housing element, while already living in the County, are in need of new homes. Further details on this are set out in the Edge Analytics Addendum Report (December 2019) and Housing Background Paper.
- 4.11 A summary of the growth options modelled, considered and assessed is set out in Table 3 below. Further details on these options is set out in the Growth and Spatial Options Background Paper (March 2020) which expands upon the work completed to date on the growth options referred to and should be read alongside the Preferred Strategy. The Background Paper provides a summary of each of the options, an explanation of why specific options would/would not meet the Council's ambitions following evidence that has been collated, the wider implications for the County and the extent to which they will achieve the RLDP objectives, together with a summary of the consultation feedback received in relation to the relevant options. These growth options have also been assessed under the ISA process.
- 4.12 The identification of the preferred growth option has emerged from the assessment and consideration of the above growth options, responses from stakeholder engagement, the ISA findings, the pressing need to address the key challenges relating to the County's demography and affordability and the need to achieve a sustainable balanced deliverable outcome that has a meaningful impact on the objectives in order to deliver the vision.

**Table 3: Summary of Growth Options**

Options (type)		Assumptions	Additional homes by 2033	Additional jobs by 2033
<b>Low Growth Options</b>				
Option 1 (Demographic)	Net Nil Migration	Internal and international migration flows are balanced between in- and out-flows, resulting in zero net migration.	-173 homes	- 3990 jobs
Option 2 (Demographic)	WG 2014-based Principal	Replicates the WG 2014-based population projection. Migration assumptions are based on the five-year period prior to 2014 (i.e. 2009/10–2013/14).	+1725 homes	-1499 jobs
<b>Mid Growth Options</b>				
Option 3 (Dwelling)	Dwelling-led 15 year average	Annual dwelling growth is applied from 2019/20 onward, based on the last fifteen years of completions (2004/05–2018/19). This gives an average annual dwelling growth of +287 pa in Monmouthshire.	+4305 homes	+1389 jobs
Option 4 (Employment)	UK Growth Rates	Incorporates uplifts in identified underperforming sectors to match UK growth levels. Estimates employment growth of +2,265 jobs (+151 pa) over the Plan period.	+5055 homes	+2265 jobs
Option 5 (Employment)	Radical Structural Change* Lower (CR reducing)	Commuting ratio reduces from 2011 Census value (1.12) to 2001 Census value (1.10) over the Plan period. Economic activity rate adjustments in line with the OBR forecast, unemployment rate remains at current value (3.0%).	+5790 homes	+3870 jobs
Option 5A (Demographic)	PG Long Term (reconfigured)	Return to higher rates of ‘household formation’ in young adult age-groups over the Plan period; Changes to the County’s commuting ratio, with a reduced net outflow balance over the Plan period.	+5835 homes	+3765 jobs
Option 5A+ (Demographic & Dwelling-led)	PG Long Term (reconfigured) & Policy-led	Uses to the same assumptions as Option 5A (above). Additional affordable housing policy-led provision also applied.	+7483 homes	+4695 jobs
<b>High Growth Options</b>				
Option 6 (Demographic)	PG Long Term (adjusted)	Internal in-migration rates are adjusted to reflect higher in-migration (based on the last 5-years) from Bristol and South Gloucestershire, following the removal of the Severn Bridge tolls. All other migration flow assumptions are consistent with the PG Long Term scenario.	+8010 homes	+6709 jobs
Option 7 (Employment)	Radical Structural Change Higher (CR reducing)	Commuting ratio reduces from 2011 Census value (1.12) to 2001 Census value (1.10) over the Plan period.	+9465 homes	+8280 jobs

		Economic activity rate adjustments in line with the OBR forecast, unemployment rate remains at current value (3.0%).		
Option 8 (Employment)	Radical Structural Change* Higher	Assumes no change in the commuting ratio balance and unemployment rate.	+10,155 homes	+8280 jobs
*‘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 to +8,273 jobs over the plan period, averaging +258 and +552 pa respectively.				

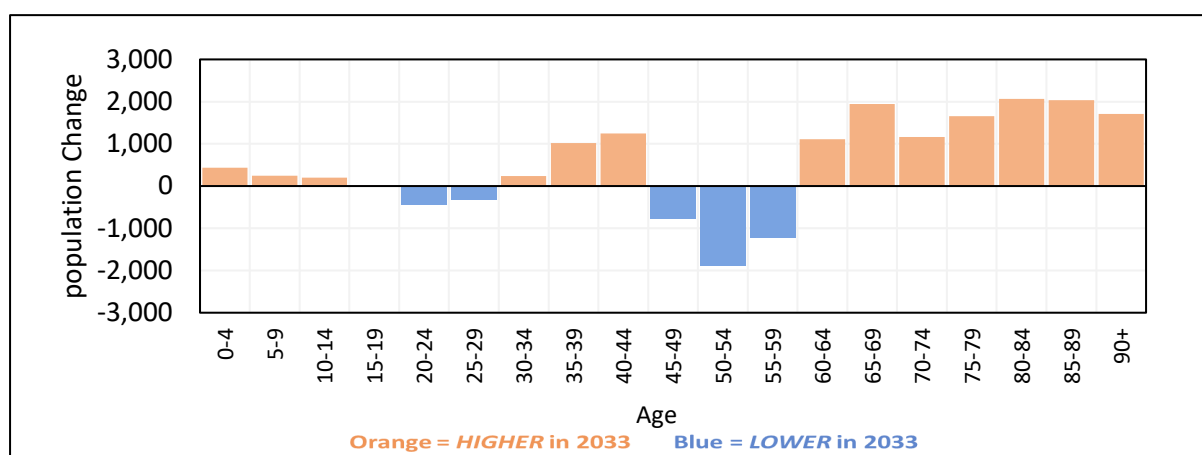
## **RLDP Preferred Growth Strategy – Sustainable and Resilient Communities Growth Strategy**

- 4.13 The Preferred Growth Strategy is a hybrid strategy comprising of two elements, namely a Demographic-led Strategy and an Affordable Housing Policy-led Strategy, which when combined assist in addressing the key demographic and affordability issues facing the County. The two strands of the Sustainable and Resilient Communities Growth Strategy (Hybrid Strategy Option 5A+) are considered in turn.

### **Strand 1: Demographic-led Strategy (Growth Option 5A)**

- 4.14 The first strand of the preferred growth strategy is a demographic-led strategy (Growth Option 5A). Given the RLDP's key role in strengthening the local economy and ensuring an appropriate economic base for people to live and work in the County, the demographic-led strand of the Preferred Strategy (Option 5A) seeks to address the unbalanced demographic in the County by retaining the younger age groups and reducing out-commuting. It aims to create a more balanced population structure to ensure that the County has a sufficient population base of working aged people to support the economy and to ensure our communities are sustainable and resilient, and to provide a level of growth that can provide opportunities for younger people to both stay in and move to the area.
- 4.15 The demographic-led strategy proposes a growth level of 389 dwellings per annum, a total of 5,835 dwellings over the RLDP period 2018-2033. This is based on a reconfigured demographic-led (POPGROUP Long Term) scenario which applies changes to the household formation rate and commuting ratio assumptions to reflect the Council's aim of addressing the unbalanced demographic in the County by retaining younger age groups and reducing out-commuting (as detailed in paragraph 4.6 above). Further detail on this scenario is set out in the Edge Analytics Addendum Report October 2019 and Growth and Spatial Options Background Paper, March 2020. It is recognised that in order to create sustainable and resilient communities we must seek to achieve a more balanced age structure. This strategy approach begins to address the unbalanced and ageing demographic in the County with an uplift in the 0-19 and 35-44 age groups, as illustrated in Figure 3 below. The retention and provision of more established households in the 35-44 age groups will assist in achieving a younger, economically active population and in counter-balancing the ageing population, ensuring the social, cultural and economic sustainability of our communities. This results in a growth in the County's population of 9,483 (10.1%) and growth in households of 5,567 (13.8%).

Figure 3: Population Growth/Decline by Age Group 2018-2033



Source: Monmouthshire Demographic Evidence, Edge Analytics

4.16 In terms of economic growth, this option would support job growth of 251 jobs per annum, a total of 3,765 jobs over the RLDP period 2018-2033. This level of growth takes account of a reduced level of commuting which would mean that more of the working-age population would be employed in the County. It promotes sustainable 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 enabling ‘good growth’ through supporting the delivery of the priorities and aims identified in the Council’s Economic Growth and Ambition Statement, maximising opportunities from CCR City Deal, targeting growth in key economic sectors and providing appropriate employment land in the right locations.

### Strand 2: Affordable Housing Policy-led Strategy

4.17 The second strand of the preferred growth strategy is an Affordable Housing Policy-led Strategy. As noted above (paragraph 4.8), housing affordability is one of the most fundamental issues/challenges facing Monmouthshire’s communities and in order to specifically address this issue, the Council considers it necessary to incorporate an affordable housing policy-led element to the Preferred Strategy. This strand of the strategy aims to specifically address the issue of affordability for those people who are either not able to form households or are forced to leave the County due to high average house purchase and private rent prices in the County. The provision of intermediate affordable housing (defined as intermediate rent and low cost home ownership tenures) would provide opportunities to retain these people and therefore redress the demographic imbalance and improve the resilience and sustainability of our communities and the strength of our economic base. It is proposed to address this issue by allocating additional housing over and above the Demographic-led strand of the Growth Strategy (Option 5A) as that Option alone offers limited scope to effectively address the issue relating to intermediate affordable housing need.

- 4.18 The Affordable Housing Policy-led strand of the Growth Strategy results in the need for an additional 1,648 dwellings over the Plan period, comprising 824 (50%) intermediate affordable homes and 824 (50%) market homes. This figure is derived from the Local Housing Market Assessment (September 2018), and specifically seeks to target the intermediate affordable housing tenures of Low Cost Home Ownership and Intermediate Rent as these tenures capture those people leaving Monmouthshire for cheaper homes or rent elsewhere. Addressing the total intermediate affordable housing need figure identified in the LHMA is beyond the scope of the RLDP (5,490 dwellings), therefore a requirement figure that provides scope to increase the provision of intermediate affordable housing delivery whilst remaining in the mid-growth level which performed most favourably against the Initial Integrated Sustainability Appraisal is considered to be the appropriate way forward. The strategy will seek to meet 15% of the intermediate housing need which provides an initial requirement of 824 intermediate affordable homes<sup>17</sup>.
- 4.19 These homes will be delivered on sites allocated for additional housing, over and above the requirement established in the Growth Option 5A, in housing market areas where there is an identified need for intermediate housing and on sites where 50% of the dwellings will be affordable. In considering the appropriate split of affordable to market housing on these sites, consideration has been given to the Minister for Housing and Local Government's letter of July 2019 which states that when reviewing LDPs local planning authorities must make provision for affordable housing led housing sites and that such sites will include at least 50% affordable housing, as well as to the viability and deliverability of sites, and the Council's aim of delivering mixed, balanced and sustainable communities. Making provision for the 824 affordable units on a 50/50 split basis is therefore considered to be an appropriate policy response to addressing intermediate affordable housing need. This approach reflects the requirements of the Minister's letter and assists in addressing the County's housing affordability challenges.

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<sup>17</sup> Full details of the methodology associated with the Affordable Housing Policy-led Strategy can be found in the Housing Background Paper



## Sustainable and Resilient Communities Growth Strategy

### **Strategic Policy S1 – Strategic Sustainable and Resilient Growth**

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

- **4,695 new jobs; and**
- **8,232\* homes to meet a housing requirement of 7,483 homes.**

**The focus of this development will be in accordance with the spatial strategy to distribute growth proportionately across urban and rural areas and to those housing market areas with the greatest proportion of intermediate affordable housing need, in accordance with the sustainable settlement hierarchy set out in Policy S2.**

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

- 4.20 A hybrid growth strategy combining the Demographic-led and Affordable Housing Policy-led strategy strands (Growth Option 5A+) is considered to be the most appropriate growth strategy for the County over the Plan period to deliver the Council’s core purpose of helping to build sustainable and resilient communities that support the well-being of current and future generations. It will achieve a sustainable level of housing and employment growth for the County to 2033 and fundamentally will assist in addressing the demographic and affordability challenges facing the County.
- 4.21 The Growth Strategy proposes a growth level of 499 dwellings per annum which equates to a total of 7,483 dwellings over the Plan period 2018-2033. This is slightly above the current adopted LDP dwelling requirement of 450 dwellings per annum. This results in a growth of the County’s population of 11,389 (+12.1%) and households of 6,354 (+15.7%) over the Plan period. It is recognised that in order to create sustainable and resilient communities we must seek to achieve a more balanced demographic/age structure and enable those people who are currently unable to afford to rent or buy a home to remain within the County. The growth strategy assists in addressing the demographic and affordability challenges facing the County. In terms of demography, the strategy begins to address the unbalanced and ageing demographic with an uplift in the 0-19 and 35-44 age groups. The retention and provision of more established households in the 35-44 age groups will assist in achieving a younger, economically active population and in counter-balancing the ageing population, ensuring the social, cultural and economic sustainability of our communities. The projected increase in one and two-person (no children) households

in the most absolute terms over the Plan period (29.7% and 16.0% respectively) will also assist in addressing the issues/challenges around demography<sup>18</sup>.

- 4.22 The Growth Strategy also addresses the issue of intermediate housing affordability by allocating additional housing, over and above the Demographic-led Strategy, in housing market areas where there is an identified need for intermediate affordable housing and on sites where 50% of the dwellings will be affordable.
- 4.23 In terms of economic growth, the preferred growth strategy will support job growth of 313 jobs per annum which equates to a total of 4,695 jobs over the Plan period 2018-2033. This level of growth takes account of a gradual reduced level of commuting associated with the demographic-led strand of the strategy which will provide opportunities for greater levels of the working-age resident population to be employed in the County. Supporting job growth in the County will also reduce the need to travel and travel to work distances which will assist in addressing our challenges in relation to climate change. It promotes sustainable 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 enabling 'good growth' through supporting the delivery of the priorities and aims identified in the Council's Economic Growth and Ambition Statement, maximising opportunities from CCR City Deal, targeting growth in key economic sectors and providing appropriate employment land in the right locations. Overall, it is considered that this will provide the opportunity to create a thriving, well-connected diverse economy.
- 4.24 The combination of an increase in the economically active age groups, greater household formation of young adults, the retention of the resident working age labour force in the County and increased provision of intermediate tenure affordable homes are considered key to achieving the Council's core purpose of supporting the creation of sustainable and resilient communities.
- 4.25 A summary of the implications of the preferred growth strategy on population, households, dwellings and employment levels over the Plan period is set out in Table 4 below.

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<sup>18</sup> Monmouthshire Affordable Housing Evidence (December 2019) can be viewed via:  
<https://www.monmouthshire.gov.uk/planning-policy/development-of-an-evidence-base/>

**Table 4: Sustainable and Resilient Communities Growth Strategy (Hybrid Option 5A+) – Summary of the Implications for Population, Households, Dwellings and Employment**

Preferred Growth Strategy	Change 2018 – 2033				Average per year			Total 2018-2033	
	Increase in Population	% Increase in Population	Increase in Households	% Increase in Households	Net Migration*	Number of Dwellings**	Number of Jobs	Number of Dwellings**	Number of Jobs
	11,389***	12.1%***	7,141	17.7%	940***	499	313***	7,483	4,695***

\* The net migration rate is the difference between the number of people coming into the County and the number of people leaving the County. When the number of people coming in is larger than the number of people leaving a positive net migration rate occurs.

\*\*Excluding 10% flexibility allowance

\*\*\*These figures only include the market element of the Affordable Housing Policy-led Strategy as the intermediate affordable housing need figure is derived from the LHMA and represents people already living and working in the County. As such, these people are already factored into the residential population and would not impact on population or job numbers.

Source: Monmouthshire Affordable Housing Evidence Addendum, Edge Analytics Dec 2019

- 4.26 The preferred growth strategy for the RLDP will assist in starting to meet the Council’s strategic ambitions from both an economic and social perspective and align with proposed key elements of the RLDP objectives (as detailed in the Growth and Spatial Options Background Paper). It will assist in addressing the key demographic and affordability challenges in the County, resulting in increased opportunities through job and housing provision for the younger age groups to live and work in Monmouthshire. The level of growth will also help support the rural economy and address rural isolation. Policy interventions are likely to be required to ensure the housing mix achieves the objective of demographic balance, and that carbon emissions are minimised. The Preferred Growth Strategy also performs positively against the ISA themes relating to population and communities, health and well-being, economy/employment and transport and equalities.
- 4.27 The Preferred Strategy will support the growth of sustainable and resilient communities in the County up to 2033 and will assist in meeting the Council’s ambitions and aspirations. It sets the foundations for achieving the Council’s longer-term growth ambitions that will be given further consideration and pursued at a regional level through the South East Wales Strategic Development Plan process as that emerges in coming years.

<b>S1 – Strategic Sustainable and Resilient Growth - Links to Wider Policy Framework</b>	
RLDP Objectives	Objective 1 – Economic Growth/Employment Objective 9 – Demography Objective 10 – Housing Objective 12 – Communities Objective 13 – Rural Communities Objective 15 – Accessibility
PPW10	Chapter 3 – Strategic and Spatial Choices
Well-being of Future Generations Act (WBFGA)	A prosperous Wales A resilient Wales A more equal Wales A Wales of cohesive communities
Monmouthshire PSB Well-being Plan (MWBP)	<ul style="list-style-type: none"> <li>Respond to the challenges associated with demographic change.</li> <li>Develop opportunities for communities and businesses to be part of an economically thriving and well-connected county.</li> </ul>
Key Evidence	Growth and Spatial Options Consultation Paper – June 2019 Growth and Spatial Options Background Paper – March 2020 Growth and Spatial Options Report of Consultation – March 2020 Monmouthshire, Blaenau Gwent and Torfaen LDP Demographic Evidence – Edge Analytics – June 2019 and Addendum Reports – October 2019 and December 2019 Housing Background Paper – March 2020
Monitoring	TBC

Detailed Policies	TBC in Deposit RLDP
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### Question

Do you have any comments on Strategic Policy S1 – Strategic Sustainable and Resilient Growth?

### Replacement LDP Spatial Options

- 4.28 As well as setting out the preferred level of growth required over the Plan period, the RLDP must also put forward a clear spatial strategy for where this growth should be located in the County. Growth should be directed towards the County’s most sustainable settlements to enable sustainable placemaking and to deliver the Council’s core purpose of helping to build sustainable and resilient communities that support the well-being of current and future generations.
- 4.29 Given the predominantly rural character of Monmouthshire, it is clear that some settlements have more potential to facilitate sustainable placemaking and to accommodate growth than others. The ability of settlements to accommodate growth is also dependent on their role, function and capacity. Reflecting PPW10 and the Plan’s aim of creating sustainable and resilient communities, a Sustainable Settlement Appraisal<sup>19</sup> has been prepared to identify those settlements which are best suited to accommodate future growth in terms of their location, role and function. This has involved an assessment of the current role and function of settlements, as well as an understanding of the relationships between settlements and their potential future roles. This appraisal should be read alongside the Preferred Strategy.
- 4.30 The methodology used for the Sustainable Settlement Appraisal is based on the approach set out in the draft South East Wales Strategic Planning Group (SEWSPG) Pathfinder Group Sustainable Settlement Appraisal Paper (SSAP), with some localised refinements to reflect Monmouthshire’s rural character. Regard has also been given to relevant guidance set out in the Consultation Draft Development Plans Manual (WG, June 2019). A total of 55 settlements have been assessed as part of the appraisal, which considers a range of factors to help establish a sustainable settlement hierarchy that can identify the most appropriate locations to accommodate future growth. To this end, the assessment is based on three guiding principles and further refined to take account of population and settlement size:

<sup>19</sup>The Sustainable Settlement Appraisal can be viewed via <https://www.monmouthshire.gov.uk/planning-policy/development-of-an-evidence-base/>

- Principle 1 – The level of sustainable transport and accessibility in and around settlements.
- Principle 2 – The availability of local facilities and services in and around settlements.
- Principle 3 – The level of employment opportunities in and around settlements.

- 4.31 This settlement appraisal has enabled settlements to be grouped into different tiers based upon their role and function and has helped to inform the Plan’s settlement hierarchy which is set out in Policy S2. However, it should be noted that the results of this assessment will form part of a larger evidence base and whilst it will give some indication of the relative sustainability of the settlements, there are other criteria that will also need to be taken into consideration. For instance, any decisions on whether or not to allocate particular sites for development in the settlements will also depend on such issues as their impact on the physical form of the settlement, landscape setting, environmental constraints, infrastructure capacity and placemaking.
- 4.32 As part of the RLDP process, settlement boundaries (where relevant) will be reviewed in accordance with the settlement hierarchy, having regard to growth requirements and the Preferred Strategy. Development proposals will be directed to the most appropriate settlements at a scale commensurate with their role/function, environmental sensitivities and community needs including affordable housing need. The boundary review will demarcate urban areas from the countryside and provide certainty as to where appropriate development will be permitted. Where possible, the RLDP will prioritise the re-use/redevelopment of brownfield land, although it is recognised that such opportunities are limited in Monmouthshire.
- 4.33 Within the framework of the settlement hierarchy, a total of seven spatial options have been considered and assessed as a means of accommodating future growth (housing and employment) in the County. Five spatial options were selected for consultation as detailed in the Growth and Spatial Options Consultation Paper (June 2019). The Paper provides a summary of the advantages and disadvantages of each spatial option, along with a map to portray a spatial illustration, and considers the extent to which they will achieve the RLDP’s objectives. These options have been assessed under the ISA process. As noted above, this Paper was subject to non-statutory consultation and engagement in July-August 2019.
- 4.34 In light of the consultation responses and the publication of the draft NDF, which identifies the potential for a green belt in the south/mid of the County (which would act to hinder development opportunities in this area over the long-term), a decision was made to assess a further spatial option with growth focused in the higher tier settlements in the north of the County. Details of the additional option (Spatial Option 6) and the advantages and disadvantages associated with it and the extent to which it will achieve the RLDP’s objectives is set out in the Growth and Spatial Options

Background Paper (March 2020). This option has also been assessed under the ISA process.

- 4.35 A further spatial option has subsequently emerged to reflect the preferred growth strategy (Option 7). This is a hybrid option which seeks to deliver the Demographic-led and Affordable Housing Policy-led strands of the preferred growth strategy by distributing growth proportionately across the most sustainable urban and rural settlements and distributing growth by housing market area to reflect the need for intermediate affordable housing respectively. Further details of this are set out in the Growth and Spatial Options Background Paper (March 2020). This option has also been assessed under the ISA process.
- 4.36 Housing and employment opportunities need to be well connected to ensure that the Council's placemaking aspirations are met and to reduce the need to travel. The identified options assume that housing development without employment opportunities in the same broad locations (and vice versa) is less sustainable and should be avoided. However, given the predominantly rural nature of the County this will not always be achievable. Similarly, infrastructure improvements must be aligned with new developments, including improvements to transport networks, green infrastructure, utilities, health, education and social facilities. Therefore, the terms 'growth and development' refer to the balance of housing, employment opportunities and accompanying infrastructure.
- 4.37 A summary of the spatial options considered is set out below:
- **Option 1: Continuation of the Existing LDP Strategy** – Distribute development around the County with a particular focus on Main Towns<sup>20</sup>, some development in Severnside<sup>21</sup> 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.

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<sup>20</sup> As identified in Policy S1 of the Adopted Local Development Plan (2014), now renamed as Primary Settlements and includes the addition of Llanfoist as part of Abergavenny.

<sup>21</sup> As identified in Policy S1 of the Adopted Local Development Plan (2014), with the addition of Crick as part of the Severnside area.

- **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 a 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 and railway connections, to capitalise on its strategic links to the Cardiff Capital Region and South West England, existing economic opportunities and regional infrastructure connections.
- **Option 6: Focus on the North of the County –** Growth to be predominantly located in Higher Tier Settlements within the North of the County to capitalise on its strategic links to the Heads of the Valleys and wider Cardiff Capital Region via the A465 and north towards Herefordshire/ the Midlands via the A449 and A40 and railway connections.
- **Option 7: Hybrid of Spatial Option 3 and Affordable Housing Policy-led Distribution –** Distribute growth proportionately across rural and urban areas and deliver intermediate affordable housing in housing market areas with the greatest need.

4.38 Further detail on the spatial options, including an explanation of why specific options would/would not meet the Council’s ambitions and RLDP objectives, is provided in the Growth and Spatial Options Background Paper (March 2020). This should be read alongside the Preferred Strategy. Of note, spatial options 2 and 4 have been ruled out for the RLDP on the basis that Welsh Government officials have stated that the Council cannot proceed with a new settlement outside of the Strategic Development Plan or Joint LDP processes (this is considered in more detail in paragraph 4.50 below).

4.39 The identification of the preferred spatial strategy has emerged from the assessment and consideration of the above spatial options, the sustainable settlement hierarchy, responses from the consultation process, the ISA findings, the pressing need to address our housing affordability challenge, wider national context and the need to achieve a sustainable balanced deliverable outcome.

### Replacement LDP Preferred Spatial Strategy

4.40 Spatial Option 7 is the preferred spatial strategy. This is a hybrid strategy which seeks to distribute development across the County in a manner that reflects and addresses the aims of the two strands of the overarching Sustainable and Resilient Communities



Growth Strategy. Accordingly, there are two strands to the spatial strategy, a Proportionate Distribution Strategy for the level of growth proposed under the Demographic-led Growth Strategy (Growth Option 5A, Spatial Option 3), and a spatial strategy which distributes growth by housing market area to reflect the need for intermediate affordable housing, to deliver the Affordable Housing Policy-led Growth Strategy. The two strands of Spatial Option 7 are considered in turn.

**Strand 1: Proportionate Distribution Spatial Strategy (linked to the Demographic-led Growth Strategy)**

- 4.41 Spatial Option 3 forms the first strand of the preferred hybrid spatial strategy. This seeks to distribute growth proportionately across rural and urban areas to accommodate the level of housing provision associated with the Demographic-led strand of the preferred growth strategy (Growth Option 5A). It is considered that this spatial option provides a land use framework that will help to deliver the Council's core purpose of helping to build sustainable and resilient communities for current and future generations, by enabling proportionate growth in urban and rural areas in accordance with the sustainable settlement hierarchy. 'Proportionately' means that the level of growth directed toward a settlement will be proportionate to its population size – further details on this are provided in the Sustainable Settlement Appraisal and Housing Background Paper. For the purposes of this exercise, only those settlements included in the Sustainable Settlement Appraisal have been used to contribute to the total population figure of Monmouthshire to take account of the large areas of Monmouthshire that are rural and as such would not be expected to accommodate any significant development.
- 4.42 Importantly, this option provides the opportunity for a sufficient range and choice of homes, both market and affordable, and jobs to be provided throughout the County. Housing would be distributed proportionately in both urban and rural areas. This will assist in ensuring a more balanced demography: a key RLDP objective. Likewise, employment growth would be in sustainable locations across the County, which will assist in reducing the need to travel and levels of out-commuting, and promoting self-contained communities which are also key objectives of the RLDP. This option would more likely meet the needs of and support the rural communities of Monmouthshire compared to other options and may limit the amount of pressure on infrastructure through dispersal of development across a range of settlements.
- 4.43 The focus of growth under this strand of the spatial strategy will be channelled towards the most sustainable settlements that benefit from significant services, facilities, employment opportunities and active travel networks but importantly also allows some growth in the County's most sustainable rural settlements to support/enhance such areas and address rural isolation. This is particularly important given the predominantly rural nature of the County. This option is considered the

most conducive to achieving the vision and the key objective of building sustainable and resilient communities across Monmouthshire.

- 4.44 Policy S2 seeks to focus new development associated with the Demographic-led Growth Strategy on the primary settlements of Abergavenny (including Llanfoist), Monmouth (including Wyesham) and Chepstow and the Severnside area, together with a proportionate amount of growth to the lower tier settlements. Policy S2 sets out the indicative proportion of residential growth to be accommodated by each of the tiers and a full breakdown can be found in the Housing Background Paper. The exact distribution of development will follow in the Deposit RLDP following the second call for candidate sites and subsequent site assessments. **Where proportionate 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. As noted above, 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 growth. The proportion of employment growth to be accommodated in the settlement tiers will be set out in the Deposit RLDP, and the submission of additional candidate sites for employment uses, aligned with our Economic Ambition Strategy, is sought during the second call for sites. 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 proportionate amount of growth to meet local needs and support sustainable rural communities.
- 4.45 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. This is likely to mean allocating some sites for development that were rejected in the Adopted LDP.

## **Strand 2: Affordable Housing Policy-led Spatial Strategy**

- 4.46 The second strand of the hybrid spatial strategy specifically reflects and addresses the Affordable Housing Policy-led strand of the growth strategy. It aims to distribute the housing provision associated with this strand of the growth strategy in accordance with the identified intermediate affordable housing need in the County, focusing on sustainable settlements with the highest levels of intermediate housing need, as evidenced by the Local Housing Market Assessment and the most up to date waiting list information available. If the affordable housing need cannot be met within a

specified settlement then development will be directed towards another settlement in the same Housing Market Area. **If the need cannot be met in a settlement in the same Housing Market Area then it will be met in a sustainable settlement in the closest Housing Market Area.** An update to the Local Housing Market Assessment will be undertaken as part of the evidence base for the RLDP Deposit Plan.

- 4.47 Whilst the total level of need for intermediate affordable housing has been identified from the latest LHMA, the assessment does not disaggregate the need to individual Housing Market Areas. Local waiting lists have therefore been used to establish the intermediate need at this level. There are three housing market areas in the County, namely Abergavenny, Monmouth and Chepstow/Caldicot. Where the need is disaggregated to this level the proportion of growth has been placed against the main settlement within the housing market area because that is the most sustainable location for growth. As with the proposed spatial distribution under the Demographic-led Strategy, this will be subject to refinement as more detailed assessment is undertaken for the Deposit RLDP. As both Chepstow and Caldicot sit within the same housing market area, those who specifically requested one of these settlements have been allocated to that settlement. For those in need who requested either Chepstow or Caldicot, 50% have been allocated to each settlement.

### Sustainable and Resilient Communities Spatial Strategy

#### Strategic Policy S2 – Spatial Distribution of Development – Settlement Hierarchy

In order to deliver sustainable and resilient communities, the main focus for new development will be directed and proportionately distributed based on the following settlement hierarchy:

Settlement Hierarchy		Sustainable and Resilient Communities Strategy			
		Indicative Distribution of Residential Growth*			Distribution of Employment Growth
		Demographic-led Option 5A (Proportionate distribution across rural and urban areas)**		Affordable Housing Policy-led (Distributed by Housing Market Areas to reflect Intermediate Housing Need in LHMA)	
		Indicative % of distribution	Indicative No. of homes	Indicative % of distribution	Indicative No. of homes
Tier 1	<b>Primary Settlements:</b> <ul style="list-style-type: none"> <li>• Abergavenny (inc. Llanfoist)</li> <li>• Chepstow</li> <li>• Monmouth (inc. Wyesham)</li> </ul>	21%	1,348	32%	580
		17%	1,091	23%	417
		15%	963	21%	381
Tier 2	Sevenside Area made up of:				

	<ul style="list-style-type: none"> <li>• Caldicot</li> <li>• Caerwent</li> <li>• Crick</li> <li>• Magor Undy</li> <li>• Portskwett</li> <li>• Rogiet</li> <li>• Sudbrook</li> </ul>	29% across Severnside Area	1,862 across Severnside Area	24% across the Severnside Area	435	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 3	<b>Secondary Settlements:</b> <ul style="list-style-type: none"> <li>• Penperlleni</li> <li>• Raglan</li> <li>• Usk</li> </ul>	7% across Secondary Settlements	449 across Secondary Settlements	Tiers 3 – 6 are not applicable to the Affordable Housing Policy-led Strategy as this growth will be met in higher tier sustainable settlements in one of the three Housing Market Areas in the County – Abergavenny, Monmouth and Chepstow/Caldicot.		
Tier 4	<b>Main Rural Settlements:</b>  Devauden Dingestow Grosmont Little Mill Llandogo Llanellen Llangybi Llanishen Mathern Penallt Pwllmeyric Shirenewton/Mynydd Bach St Arvans Trellech Werngifford/Pandy	11% across Main Rural and Minor Rural Settlements	706 across Main Rural and Minor Rural Settlements			
Tier 5	<b>Minor Rural Settlements:</b>  Bettws Newydd Broadstone/Catbrook Brynygwenin Coed y Paen Cross Ash Cuckoo's Row Great Oak Gwehelog Llanarth Llanddewi Rhydderch Llandegveth Llandenny Llangwm Llanover Llansoy Llantilio Crossenny Llantrisant					

	Llanvair Discoed Llanvair Kilgeddin Llanvapley Mitchel Troy Penpergwm The Bryn The Narth Tintern Tredunnock				
Tier 6	Open Countryside				

**Development boundaries will be defined for Settlement Tiers 1 – 4, 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 5 – 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 – 5, 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-divisions 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**

\*Figures include an indicative 10% 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.

\*\*A policy compliant amount of affordable housing will be required in accordance with the policy thresholds to be informed by the viability assessment that will accompany the RLDP.

4.48 The Preferred Spatial Option aligns with proposed key elements of the RLDP objectives (as detailed in the Growth and Spatial Options Background Paper) and also performs positively against the ISA themes relating to population and communities, health and wellbeing, economy/employment and transport and equalities as this option focuses more growth in the higher order settlements where there is better access to public transport, existing employment and facilities/services.

4.49 Table 5 sets out a summary of the overarching indicative spatial distribution of housing provision for the RLDP. A full breakdown of each component is set out in Table 10 of the Housing Background Paper. To encourage the promotion of sustainable

communities and placemaking where residents have the opportunity to live and work in the same area, housing growth levels and locations will be accompanied by a commensurate amount of employment land. Further details relating to the distribution of employment land will be set out in the Deposit RLDP.

**Table 5: Summary of Indicative Spatial Distribution of Housing Provision\***

Settlement	Total Commitments (Completions; Existing Commitments; LDP Rollover Allocations)	Proportionate Distribution (linked to Demographic-led Strategy (Option 5A))		Affordable Housing Policy-led	Total Housing Provision*
		Total Allowances (Small Sites; Windfalls)	RLDP New Housing Allocations (Dwellings)	RLDP Housing Allocations (Dwellings)	
Abergavenny (incl. Llanfoist)	511	433	404	580	1,928
Chepstow	539	229	323	417	1,508
Monmouth (incl. Wyesham)	472	221	270	381	1,344
Severnside	1,143	318	401	435	2,297
Secondary Settlements	116	56	277	0	449
Rural Settlements	121	505	80	0	706
<b>Total</b>	<b>2,902</b>	<b>1,762</b>	<b>1,755</b>	<b>1,813</b>	<b>8,232</b>

\*Figures include an indicative 10% 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.

- 4.50 While the Preferred Spatial Strategy is considered to be the most conducive to achieving the Council's core objective of building sustainable and resilient communities across Monmouthshire, and tackling the County's pressing intermediate affordable housing challenge, in the long term, it is considered that a new settlement offers numerous benefits and opportunities. While national planning policy contained in PPW10 states that new settlement proposals should (not must) be proposed via either a Joint LDP or a Strategic Development Plan, Welsh Government officials have categorically confirmed that they would consider the RLDP to be unsound if it proceeded with a new settlement strategy, meaning that spatial options 2 and 4 have been ruled out for the RLDP. While this is extremely disappointing, the Council is committed to being part of the South East Wales Strategic Development Plan and will therefore have an opportunity to reconsider the potential for a new settlement via that process.

<b>S2 – Spatial Distribution &amp; Settlement Hierarchy - Links to Wider Policy Framework</b>	
RLDP Objectives	Objective 9 – Demography Objective 10 – Housing Objective 11 – Place-making Objective 12 – Communities Objective 13 – Rural Communities Objective 15 – Accessibility
PPW10	Chapter 3 – Strategic and Spatial Choices

WBFGA	A prosperous Wales A resilient Wales A more equal Wales A Wales of cohesive communities
MWBP	<ul style="list-style-type: none"> <li>• Respond to the challenges associated with demographic change.</li> <li>• Develop opportunities for communities and businesses to be part of an economically thriving and well-connected county.</li> </ul>
Key Evidence	Sustainable Settlement Appraisal – March 2020 Candidate Site Register First Call – February 2019 Review of Candidate Sites against the Preferred Strategy – March 2020 Growth and Spatial Options Consultation Paper – June 2019 Growth and Spatial Options Background Paper – March 2020 Housing Background Paper – March 2020
Monitoring	TBC
Detailed Policies	TBC in Deposit RLDP

### Question

Do you have any comments on Strategic Policy S2 – Spatial Distribution of Development – Settlement Hierarchy?

### Replacement LDP Preferred Strategy: Sustainable and Resilient Communities Strategy

- 4.51 The Sustainable and Resilient Communities Strategy promotes an appropriate level and spatial distribution of housing and employment growth for the County to 2033, which assists in addressing the demographic and affordability challenges facing the County and ultimately seeks to deliver the Council’s core purpose to build sustainable and resilient communities that support the well-being of current and future generations. Box 1 and Figure 4 below provide a summary of the Sustainable and Resilient Communities Strategy.

#### Box 1: Sustainable and Resilient Communities Strategy

In order to deliver the Sustainable and Resilient Communities Strategy the RLDP will:

- Make provision for a total of **8,232 homes to deliver a housing requirement of 7,483 dwellings** (this provision is based indicatively on a 10% flexibility allowance which will be given further consideration and refined at Deposit Stage). This level of housing growth will enable the provision of market and affordable housing in both urban and rural areas and, importantly, provides

the opportunity to address the unbalanced demography, improve labour force retention by retaining/attracting younger adult population age groups and assists in addressing the County's housing affordability challenge. Taking account of the existing housing land supply and projected windfall delivery, the RLDP will need to make provision for new housing allocations to deliver 3,568 homes.

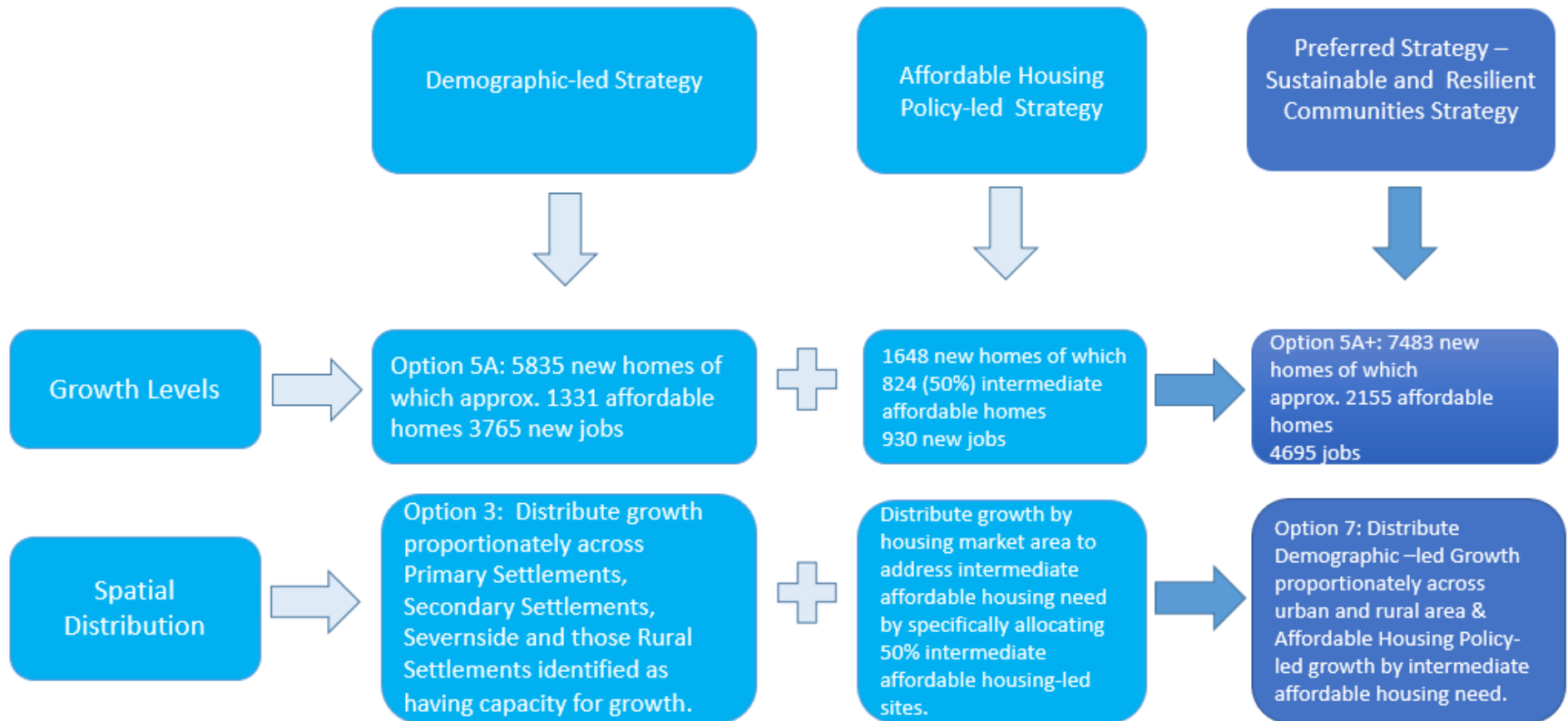
- Make provision for **4,695 additional jobs**. To enable this a minimum of 42ha of employment land will be allocated (to be refined in the Deposit Plan). This level of growth takes account of a reduced level of commuting which means that more of the working-age population would be employed in the County. Supporting a positive approach to growth will provide the younger demographic with the opportunity to live and work within the County. It will also help reduce levels of commuting and promote more self-contained communities. This reflects the priorities and aims identified in the Council's Economic Ambition Statement and climate emergency declaration and national planning policy support for placemaking.
- Distribute growth across the County in a manner that reflects and addresses the aims of the two strands of the Sustainable and Resilient Communities Growth Strategy, by:
  - Distributing growth proportionately across rural and urban areas to accommodate the level of housing provision to deliver the Demographic-led strand of the preferred growth strategy, and
  - Specifically allocating 50% affordable housing-led sites aligned with the identified intermediate affordable housing need, to deliver the Affordable Housing Policy-led strand of the preferred growth strategy.

Whilst housing and employment growth will be focused on the higher tiers of the settlement hierarchy, appropriate growth will also be channelled to the County's most sustainable rural settlements to facilitate the creation of sustainable and resilient communities throughout Monmouthshire.

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, landscape setting, environmental constraints, infrastructure capacity and placemaking.



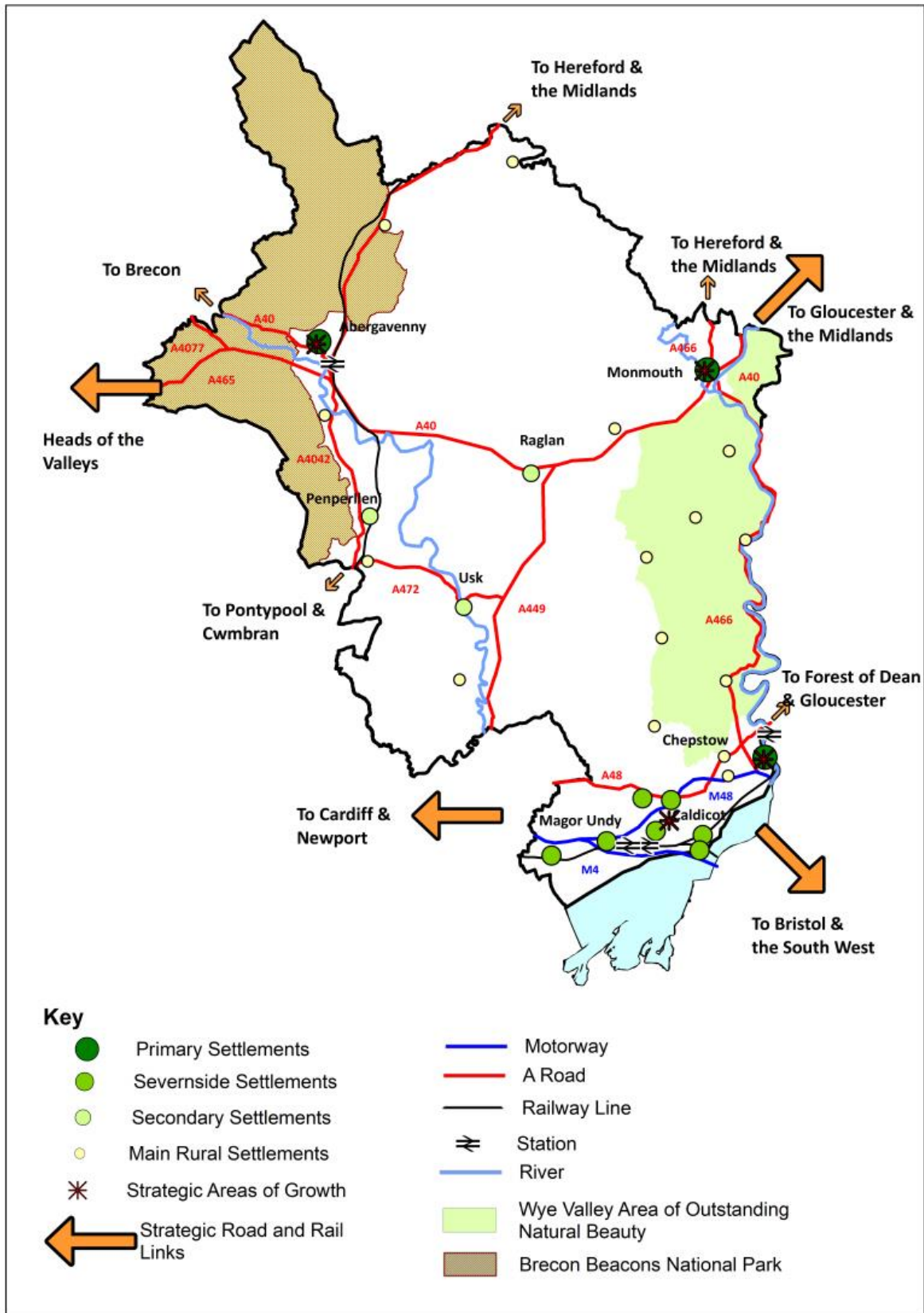
Figure 4: Summary of the Sustainable and Resilient Communities Strategy



4.52 Reflecting the Preferred Strategy set out above, the RLDP will allocate housing and employment sites that provide sufficient numbers to deliver the overall growth levels set out in Strategic Policy S1. Spatially this will be approached via the two strategy strands to align with the different, but interrelated, growth strategy objectives of firstly supporting demographic change and reducing out commuting throughout the County, and secondly more specific distribution based on identified intermediate affordable housing need, as set out in Strategic Policy S2. This will be achieved through the identification of sites for specific land uses whilst protecting and enhancing the County's best environmental, landscape and heritage assets and delivering placemaking. These detailed elements will be set out in the Deposit RLDP.

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

Figure 5: Preferred Strategy Key Diagram



## 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 Replacement Local Development Plan (RLDP) as set out in Strategic Policies S1 and S2. The format and structure reflects PPW10'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 PPW10<sup>22</sup>:

PPW10 Placemaking Themes	Planning Policy Topics Set Out in PPW10
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 PPW10 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 which 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, PPW10 themes, Monmouthshire PSB Well-Being Plan (MWBP) and the Well-being of Future Generations (WBFG) 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.

<sup>22</sup> Figure 5 of PPW Edition 10 – Page 21

## STRATEGIC & SPATIAL CHOICES

- 5.4 Within the context of PPW10'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. 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 shall contribute to creating high quality, attractive and sustainable places that support the well-being of the community. In order to achieve this, all development should:**

- i) Include and promote high quality, sustainable, safe and inclusive design that offers ease of access for all and provides connectivity between uses;**
- ii) Promote the co-location of uses to minimise the need to travel and to maximise opportunities for active travel and public transport use;**
- iii) Promote 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 with 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 PPW10 places the delivery of sustainable places which are attractive, sociable, accessible, active, secure, welcoming, healthy and friendly at the heart of the Plan and notes it as the optimal outcome of development plans. In order to achieve this, development plans must take forward the five national sustainable placemaking outcomes including creating and sustaining communities and facilitating accessible and healthy environments, supported by the five objectives of good design including

access, character, community safety and movement, to develop an overarching set of outcomes for the RLDP.

5.7 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. It 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.

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
PPW10	Chapter 2 – People and Places: Achieving Well-being Through Placemaking 3.3 – 3.36 – Placemaking In Action – Good Design Making Better Places
WBFGA	A Resilient Wales A Healthier Wales A Wales of Cohesive Communities A Wales of vibrant culture and thriving Welsh Language
MWBP	<ul style="list-style-type: none"> <li>• Provide children and young people with the best possible start in life.</li> <li>• Respond to the challenges associated with demographic change.</li> <li>• Protect and enhance the resilience of our natural environment whilst mitigating and adapting to the impact of climate change.</li> <li>• Develop opportunities for communities and businesses to be part of an economically thriving and well-connected county.</li> </ul>
Key Evidence	TAN 12 Design
Monitoring	TBC
Detailed Policies	TBC in Deposit RLDP

## Climate Change

### **Strategic Policy S4 – Climate Change**

**All development proposals will be required to make a positive contribution towards addressing the causes of, and adapting to the impacts of, climate change.**

**Means of achieving this will include:**

- i) Having low/zero carbon energy requirements by reducing energy demand and promoting energy efficiency;**
- ii) 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;**
- iii) Utilising sustainable construction techniques and local supplies through the adoption of the circular economy principles;**
- iv) Incorporating water efficiency measures and minimising adverse impacts on water resources and quality;**
- v) Promoting the efficient use of land and co-location of uses to minimise the overall need to travel and maximise opportunities for active travel and public transport use;**
- vi) Promoting the provision of ultra-low emission vehicle charging infrastructure to reduce emissions and improve air quality;**
- vii) Support resilience of development through Green Infrastructure solutions including: opportunities for biodiversity and resilient ecosystems, greenspace provision and connectivity, sustainable energy use, local food production and flood attenuation and water resource management; and**
- viii) Avoid locating development in areas at risk of flooding, or where appropriate, minimise the risk of flooding including the incorporation of measures such as Sustainable Urban Drainage Systems and flood resilient design.**

5.8 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 PPW10, 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 continues to outline how the planning system can play an important part in improving the sustainability of new developments whilst also tackling climate change.



- 5.9 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. The Strategy and draft Action Plan<sup>23</sup> accompanying the declaration were approved by the Council in October 2019, setting out the broad objectives and actions that the Council implement to deliver a net reduction in its own carbon emissions to net zero by 2030. 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 (May 2019) 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, however, 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. The principles of sustainable development are wide-ranging and include such aspects as transport, green infrastructure, and the natural environment. These principles are dealt with in the Plan's other Strategic Policies, including S3 – Sustainable Placemaking & High Quality Design, S10 – Sustainable Transport and S18 – Green Infrastructure, Landscape and Nature Conservation and are therefore not repeated in this policy. These policies should be considered as a whole.
- 5.11 The RLDP needs to ensure that new development has regard to 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. An assessment of the potential for renewable energy generation, using the Welsh Government Toolkit, will inform the Deposit Plan in terms of specific areas of search or the potential for particular types of renewable and low/zero carbon energy.
- 5.12 PPW10 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.

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<sup>23</sup> The Climate Emergency Strategy and draft Action Plan can be viewed via:  
[file:///C:/Users/Hall.S/Downloads/Climate-and-Decarbonisation Strategy v1.0.pdf](file:///C:/Users/Hall.S/Downloads/Climate-and-Decarbonisation%20Strategy%20v1.0.pdf)



- 5.13 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.
- 5.14 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. 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 terms of a site’s ability to accommodate development. The Plan’s aspirations of minimising the need to travel, particularly by the private motor car, and to realise opportunities to incorporate active travel modes and routes, seek to direct development to appropriate settlements which serve to achieve this. Enhanced sustainable transport opportunities such as active travel networks, improved public transport and electric vehicle charging point infrastructure will help to reduce the impact of transport-based emissions and improvements in air quality.
- 5.15 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. The Development Advice Maps accompanying Technical Advice Note (TAN) 15: Flood Risk (2004) identify the flood risk zones as set out in the TAN. A revised version of this document and associated maps has recently been subject to consultation, the outcome of which will be taken into consideration as the Plan progresses. The information set out in TAN 15 will have an important influence on where development allocations will be located, along with the type of development, and will also inform appropriate local policies on flood risk whereby subsequent development proposals, in the form of planning applications can be assessed. The approach of the Plan will be to locate highly 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. The use of sustainable drainage systems (SuDs) must be considered as 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 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.

Links to Wider Framework	
RLDP Objectives	Objective 4 – Flood risk Objective 6 – Land Objective 7 – Natural resources

	Objective 15 – Accessibility Objective 17 – Climate change
PPW10	Chapter 5 – Productive and Enterprising Places Chapter 6 – Distinctive and Natural Places
WBFGA	A resilient Wales A healthier Wales A globally responsible Wales
MWBP	<ul style="list-style-type: none"> <li>• Provide children and young people with the best possible start in life.</li> <li>• Respond to the challenges associated with demographic change.</li> <li>• Protect and enhance the resilience of our natural environment whilst mitigating and adapting to the impact of climate change.</li> <li>• Develop opportunities for communities and businesses to be part of an economically thriving and well-connected county.</li> </ul>
Key Evidence	TAN 8: Planning for Renewable Energy (2005) TAN 12: Design TAN 15: Development and Flood Risk (2004) Development Advice Maps (TAN 15) Practice Guidance – Planning for Sustainable Buildings (WG, 2014). To follow in the Deposit: Renewable Energy Assessment using the Welsh Government Toolkit. Renewable Energy & Energy Efficiency Supplementary Planning Guidance - March 2016 Strategic Flood Consequence Assessment
Monitoring	TBC
Detailed Policies	TBC in Deposit RLDP

## Infrastructure Provision

### Strategic Policy S5 – Infrastructure Provision

**Where existing infrastructure is inadequate to serve the development, new or improved infrastructure and facilities to remedy deficiencies must be provided in phase with proposed development. Where provision on-site is not appropriate, off-site provision, or a financial contribution towards it, will be sought.**

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

**Planning Obligations may 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:**

1. **Affordable Housing Provision**
2. **Education Facilities**
3. **Broadband Infrastructure**
4. **Active Travel**
5. **Sustainable Transport Measures**
6. **Transport Infrastructure**
7. **Recreation and Leisure Facilities including formal and informal open space**
8. **Green Infrastructure**
9. **Community and Cultural Facilities**
10. **Ecological Mitigation and Enhancement**
11. **Strategic utilities**
12. **Renewable / Low Carbon Energy Infrastructure**
13. **Local Climate Change Mitigation and Adaption Measures**
14. **Flood Risk Management Measures**
15. **Waste management facilities**
16. **Commuted payments for the management and maintenance of facilities provided**
17. **Other facilities and services considered necessary.**

**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 S7 unless there is an overwhelming need for the available contribution, in whole or in part, to be allocated for some other necessary purpose/s.**

**Proposals for utility services to improve infrastructure provision will be permitted, subject to detailed planning considerations.**

- 5.16 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.
- 5.17 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 S18)
- 5.18 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. Financial contributions may be sought for the management and maintenance of the facilities provided.
- 5.19 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. Developers should liaise with broadband infrastructure providers to ensure future digital infrastructure requirements are addressed in developments.
- 5.20 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, 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 PPW10 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.
- 5.21 Planning obligations will be sought, where relevant, in relation to the key infrastructure necessary to support the delivery of the strategy. 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.

- 5.22 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.

<b>Links to Wider Policy Framework</b>	
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
PPW10	3.57 – Supporting Infrastructure
WBFGA	A prosperous Wales A resilient Wales A more equal Wales A Wales of cohesive communities A globally responsible Wales
MWBP	<ul style="list-style-type: none"> <li>• Provide children and young people with the best possible start in life.</li> <li>• Respond to the challenges associated with demographic change.</li> <li>• Protect and enhance the resilience of our natural environment whilst mitigating and adapting to the impact of climate change.</li> <li>• Develop opportunities for communities and businesses to be part of an economically thriving and well-connected county.</li> </ul>
Key Evidence	Infrastructure Plan to follow alongside Deposit RLDP Viability Assessments for Allocations to follow with the Deposit RLDP
Monitoring	TBC
Detailed Policies	TBC in Deposit RLDP

## ACTIVE & SOCIAL PLACES

- 5.23 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.

## Delivery of Homes

### Strategic Policy S6 – Delivery of Homes

In order to meet the housing requirement of 7,483 new dwellings provision will be made for the development of up to 8,232 new dwellings during the Plan period to enable a 10% flexibility allowance (to be given further consideration through the Deposit Plan preparation process). This comprises:

- 5,835 homes to meet the Demographic-led Strategy (Growth Option 5A) dwelling requirement, 6,419 including 10% flexibility allowance.
- 1,648 homes to meet the Affordable Housing Policy-led Strategy dwelling requirement, 1,813 including 10% flexibility allowance.

- 5.24 A key function of the Plan is to provide an appropriate and deliverable supply of housing land. The Preferred Strategy provides the framework for the provision of 8,232 homes to meet the requirement of 7,483 dwellings over the Plan period (providing a 10% flexibility allowance). In accordance with the Development Plans Manual<sup>24</sup> (Consultation Draft, WG, June 2019) an allowance is provisionally made for a 10% 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 as plan preparation progresses and may therefore be subject to change based on local evidence.
- 5.25 The provision of 8,232 new homes will be delivered through a number of different housing land supply components. A detailed description of each component is set out in the Housing Background Paper, with a brief summary set out below.

### Existing Commitments

- 5.26 Existing commitments comprise of completions made in the first year of the Plan (2018 – 2019), existing land supply commitments including sites under construction or sites with planning permission as of 1<sup>st</sup> April 2019 and LDP 'Rollover Allocations', where the site does not benefit from planning permission, but progress can be evidenced (these sites will be kept under review as the Plan progresses).

### Housing Supply Components linked to Delivering the Demographic-led Strategy

- 5.27 As noted in the supporting evidence to Policies S1 and S2, the starting point for the overall dwelling requirement is the Demographic-led Strategy that aims to address demographic challenges, out-commuting and household formation on a County wide

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<sup>24</sup> The Development Plans Manual (Consultation Draft, June 2019) states that a flexibility allowance must be embedded into the plan and that the Plan will need to evidence there is sufficient flexibility above the requirement to account for non-delivery and unforeseen issues.

basis. The methodology and assumptions behind this figure are set out in supporting evidence prepared by Edge Analytics<sup>25</sup>. This strand of the strategy establishes a housing requirement of 5,835 (6,419 including 10% flexibility) new homes. This will in part be met by trend based small site and windfall site completions expected over the Plan period. Details of where these windfall sites could potentially come from will be 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.

- 5.28 A residual requirement of 1,755 homes remains once the existing commitments and windfall and site allowances are accounted for. Sites will be allocated to deliver this residual requirement in accordance with this strand of the Strategy, with growth distributed proportionately across urban and rural areas in accordance with the sustainable settlement hierarchy set out in Policy S2.

### **Housing Supply Component linked to Delivering the Affordable Housing Policy-led Strategy**

- 5.29 Policy S6 includes 1,813 homes (including 10% flexibility allowance) to be delivered during the Plan period to specifically address affordability challenges faced by residents who leave the County to find alternative accommodation. The intermediate affordable housing tenures of Low Cost Home Ownership and Intermediate Rent form the focus of the policy-led calculation as it is these groups who leave the County to rent or buy at a lower price. As explained in Section 4 and the Housing Background Paper, this is derived from a percentage of the need figure associated with these tenures in the Local Housing Market Assessment (September 2018). The resulting level of growth is considered to provide a deliverable figure, whilst remaining in the mid-growth level when combined with the Demographic-led growth requirement, recognising the conclusions of the Integrated Sustainability Appraisal themes. On this basis, 15% of the intermediate affordable housing market need is considered to offer an appropriate intermediate need figure to provide a starting point to the Affordable Housing Policy-led element of the overall strategy. This provides an additional 824 affordable homes for the 15 year Plan period.
- 5.30 As set out in Section 4 the housing requirement associated with the Affordable Housing Policy-led Strategy will be delivered on sites specifically allocated to provide 50% affordable homes. This results in an additional 1,648 homes to be added to the housing requirement figure – 824 intermediate affordable homes and 824 private market homes, representing a 50/50 split. This results in an additional 1,813 homes once the 10% flexibility allowance is applied.

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<sup>25</sup> Monmouthshire Demographic Addendum Report (Edge Analytics, June 2019) can be viewed via <https://www.monmouthshire.gov.uk/planning-policy/development-of-an-evidence-base/>

## New allocations Provision – Sustainable & Resilient Communities Growth Strategy

- 5.31 Once all of the existing land supply commitments and allowances for windfall/infill sites and ‘Rollover’ sites have been taken into account, the RLDP will need to make provision for new site allocations to deliver 3,568 homes over and above the existing commitments. Of these 1,755 homes are linked to the Demographic-led Strategy and will be delivered on sites where the appropriate mix of affordable and private market homes is yet to be determined by viability work. The remaining 1,813 homes are derived from the Council’s Affordable Housing Policy-led Strategy and will be delivered on sites identified to specifically deliver 50% intermediate tenure affordable housing and 50% private market housing. An indicative housing balance table 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, LDP ‘rollover allocations’ and new allocations. This is indicative at present and will be refined as the Plan progresses.

**Table 6: Breakdown of Housing Supply**

Element	Number of Dwellings	Notes
<b>Demographic-led Strategy</b>		
<b>Housing Provision</b>	<b>6,419</b>	Housing requirement under option 5A for 2018-2033 = 5,835 + 10% flexibility allowance, to be considered further in the Deposit Plan
<b>Less Commitments:</b>		
2018-19 Completions	443	Comprises 359 dwellings on large sites and 84 dwellings on small sites
Existing Land Supply Commitments	2,159	Sites have only been included if construction is already underway or they have planning permission or have planning permission subject to the signing of a S106 agreement as at 01/04/19, and they are expected to come forward over the Plan period.
<b>Less Allocations:</b>		
LDP ‘Rollover Allocations’	300	This is based on adopted LDP large site allocations which do not currently benefit from a planning permission but where progress can be evidenced.
<b>Revised Provision</b>	<b>3,517</b>	
<b>Less Allowances:</b>		
Windfall Allowance (>10 homes)	558 (62 dwellings per annum)	The windfall allowance is calculated on the basis of the last 9 years of the Plan period (2024-2033). An allowance of



Element	Number of Dwellings	Notes
<b>Demographic-led Strategy</b>		
		62 dwellings per annum is included. This is a future extrapolation rate which is based on an average of windfall completions over the past 10 years (2009-2019) but one which excludes abnormally high or low completion rates during this period.
Small Site Allowance (<10 homes)	1,204 (86 dwellings per annum)	The small sites allowance is calculated on the basis of the remaining 14 years of the Plan period (2019-2033). An allowance of 86 homes per annum has been included which is based on an average of small site completions over the past 10 years (2009-2019).
<b>Remaining New Allocations Provision</b>	<b>1,755</b>	
<b>Plus Affordable Housing Policy-led Strategy Provision:</b>		
	<b>1,813</b>	Housing requirement under Affordable Housing Policy-led strategy for 2018-2033 = 1,648 + 10% flexibility allowance, to be considered further in the Deposit Plan
<b>Total New Allocations Provision</b>	<b>3,568</b>	

5.32 The housing requirement of 7,483 homes equates to 499 dwellings per annum up to 2033 (498.86). This figure is higher than the annual requirement of the Adopted LDP of 450 homes per annum, and is also higher than the completion rate achieved since the start of the Adopted Plan period (average of 278 completions per annum over the last 8 years) and the completion rate achieved since adoption (average of 280 completions per annum). This slower than anticipated delivery rate is largely due to the speed at which the Adopted LDP Strategic Housing Sites have come forward. Significant progress is now being made with the delivery of these sites with six of the seven strategic sites now with planning permission<sup>26</sup>. The Council also sought to address the shortfall in housing completions and housing land supply through agreeing an approach to be taken in relation to unallocated housing sites<sup>27</sup>. One

<sup>26</sup> The Adopted LDP Annual Monitoring Report (AMR) October, 2019 can be viewed via <https://www.monmouthshire.gov.uk/planning-policy/annual-monitoring/ldp-annual-monitoring-report/>

<sup>27</sup> The Unallocated Housing Sites Council Report 21<sup>st</sup> Feb 2019 can be viewed via <https://democracy.monmouthshire.gov.uk/documents/s19399/1.%20Addressing%20our%20lack%20of%20a%20>

housing site has received planning permission for 130 dwellings under the unallocated sites policy.

- 5.33 Completions recorded for the 2018 - 2019 period are substantially higher than the average annual completion rates noted above, at 443 homes. The Monmouthshire Joint Housing Land Availability Study (JHLAS) for the 2018 – 2019<sup>28</sup> period demonstrates that the overall total land supply for the 5 year period of 2019 - 2024 is 2,911 homes, which equates to an annual build rate of 582 homes per annum, although annual variations are estimated to reflect specific delivery rates.
- 5.34 The proposed annual build rate of 499 dwellings per annum is therefore considered to represent a balance between setting a deliverable completions rate when compared against longer term past delivery rates, estimated future delivery rates and a rate that addresses the aims of the Plan’s strategy of providing for sufficient growth to address the demographic, out-commuting and house price challenges the County is facing, and to enable sustainable and resilient communities, as evidenced in the Edge Analytics Addendum (December 2019)<sup>29</sup>. The Preferred Strategy will support the growth of sustainable and resilient communities in the County up to 2033 and will assist in meeting the Council’s ambitions and aspirations. It sets the foundations for achieving the Council’s longer term growth ambitions that will be given further consideration and pursued at a regional level through the South East Wales Strategic Development Plan process as that emerges in coming years.
- 5.35 The Deposit RLDP will set out a housing trajectory to demonstrate the proposed delivery rates of the housing supply components are achievable for the Plan period. Viability appraisals to evidence that key sites are realistic and deliverable will also be undertaken to inform the Deposit RLDP.

Links to Wider Policy Framework	
RLDP Objectives	Objective 9 – Demography Objective 10 – Housing Objective 12 – Communities Objective 13 – Rural Communities
PPW10	4.2 – Housing
WBFGA	A resilient Wales A more Equal Wales A Wales of cohesive communities A globally responsible Wales

[20five%20year%20housing%20land%20supply%20-%20reviewing%20our%20approach%20to%20unallocated%20ho.pdf](#)

<sup>28</sup> The Monmouthshire Joint Housing Land Availability Study 2019 can be viewed via <https://www.monmouthshire.gov.uk/planning-policy/housing-land-supply/>

<sup>29</sup> The Edge Analytics – LDP Demographic Evidence – Affordable Housing Addendum – December 2019 can be viewed via <https://www.monmouthshire.gov.uk/planning-policy/development-of-an-evidence-base/>

MWBP	<ul style="list-style-type: none"> <li>• Provide children and young people with the best possible start in life.</li> <li>• Respond to the challenges associated with demographic change.</li> <li>• Protect and enhance the resilience of our natural environment whilst mitigating and adapting to the impact of climate change.</li> <li>• Develop opportunities for communities and businesses to be part of an economically thriving and well-connected county.</li> </ul>
Key Evidence	<p>Monmouthshire, Blaenau Gwent and Torfaen LDP Demographic Evidence (Edge Analytics, June 2019)</p> <p>Monmouthshire Demographic Evidence Addendum Report (Edge Analytics, October 2019)</p> <p>Monmouthshire Affordable Housing Evidence Addendum Report (Edge Analytics, December 2019)</p> <p>Housing Background Paper – March 2020</p> <p>Growth and Spatial Options Background Paper – March 2020</p> <p>Sustainable Settlement Appraisal – March 2020</p>
Monitoring	TBC
Detailed Policies	TBC in Deposit RLDP

## Affordable Homes

### Strategic Policy S7 – Affordable Homes

**The affordable housing target for the Plan period of 2018 – 2033 is set at 2,155 homes.**

5.36 Affordable housing represents a key issue to be considered in the preparation of the RLDP particularly in addressing some of the County's key issues relating to demography and affordability, and contributing to the development of sustainable, resilient and balanced communities. The Issues, Vision and Objectives Paper (January 2019 as amended June 2019 and March 2020) identified a number of issues that the RLDP will seek to address through its affordable housing target:

- Average house prices in the County are high at £301,642 when compared to the Welsh average of £187,139 (Hometrack, January 2019), with the most significant increases experienced in recent years.
- House prices are 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.
- 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.
- The potential impact on house prices arising from the removal of the Severn Bridge Tolls, the ambitions and opportunities associated with the Cardiff Capital Region City Deal, together with the opportunities for Monmouthshire

as a border county are also factors that need to be taken into account when considering affordability issues.

### Affordable Housing Target

- 5.37 The delivery of affordable housing across the County that seeks to address these issues is a key aim of the overarching Strategy, and an integral part of the general provision of housing in the RLDP and the specific Affordable Housing Policy-led Strategy. Economically viable and deliverable allocations will facilitate this aim and ensure communities have access to sufficient, good quality, affordable housing to meet a range of needs. In addition to this, specific housing allocations will be made in housing areas where there is an identified need for intermediate affordable housing tenures on sites where 50% of the dwellings will be affordable.
- 5.38 The latest Local Housing Market Assessment (LHMA) (September 2018) identifies a need of 468 homes per annum for the 5 year period 2017 – 2023 for the affordable housing tenures of low cost home ownership, intermediate rent and social rent. This would represent an affordable housing requirement of 7,020 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 it 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 provision being sought on all sites, subject to viability, and more specifically on identified sites to deliver intermediate affordable housing on a 50/50 split with private housing.
- 5.39 The affordable housing target is set at 2,155 affordable homes over the Plan period. Table 7 summaries the components of the target, with a brief description on each set out below.

**Table 7 – Summary of Affordable Housing Target**

Source of Affordable Housing	No. of affordable dwellings
<b>Housing Delivery Commitments</b> Affordable Housing secured on a tenure neutral basis either already completed, agreed on existing commitments or via an allowance for existing LDP ‘Rollover’ Allocations based on existing adopted LDP affordable housing percentage thresholds.	691
<b>Housing Allowances</b> Affordable Homes to be sought on a tenure neutral basis related to windfall and small sites allowances.	252
<b>Demographic-led Strategy</b>	388

Affordable Homes to be sought on a tenure neutral basis on new housing allocations required to meet the housing requirement figure derived from the Demographic-led strand of the Strategy. The spatial distribution of housing is set out in the Housing Background Paper. The percentage of affordable housing is based on the existing adopted LDP affordable housing percentage thresholds, which will be updated to reflect the outcomes of the emerging viability work.	
<b>Affordable Housing Policy-led Strategy</b> Affordable Housing Local Cost Home Ownership and Intermediate Rental homes to be delivered in relation to the Affordable Housing Policy-led Strategy on 50/50 split sites.	824
Overall Target	2,155

### Existing Commitments and Completions

- 5.40 The overall housing land supply has 2,602 homes that were either completed during 2018 – 19 (443 homes) or are either under construction or benefit from planning permission or are agreed subject to the signing of a S106 agreement (2,159 homes). A further stream of affordable housing factored in to the figures is from the LDP ‘Rollover Allocations’, although it is recognised that this stream of housing land supply may change as the Plan progresses. Combined these contribute 691 affordable (tenure neutral) homes to the RLDP target.

### Affordable Housing Sources linked to Housing Allowances

- 5.41 Windfall and small site allowances are estimated to contribute 252 homes to the affordable housing target. This estimation is based on current policy thresholds and requirements may therefore be subject to change as the Plan progresses. It is anticipated that sites of 4 or fewer homes will be required to pay a commuted sum towards off-site affordable housing provision.

### Affordable Housing Sources linked to the Demographic-led Strategy

- 5.42 New housing allocations will be identified in the Deposit RLDP to address the residual requirement identified in relation to the Demographic-led Strategy once the above commitments and allowances have been accounted for. At present this is estimated to contribute 388 affordable homes to the target. This estimation is based on current policy thresholds and requirements and may therefore be subject to change as the Plan progresses and additional evidence is prepared. The RLDP will contain detailed policies setting out thresholds at which development will be required to provide affordable housing and the associated percentages of affordable housing provision that will be applied across different housing market areas, with regard to viability considerations. An Affordable Housing Viability Study will be undertaken to inform

the appropriate thresholds and percentages set out in the Deposit RLDP. All relevant figures will be updated to reflect the outcome of this work.

### Affordable Housing Sources linked to the Affordable Housing Policy-led Strategy

- 5.43 As discussed in Section 4, the provision of intermediate tenure affordable housing is a key strand of the overarching Preferred Strategy. The Affordable Housing Policy-led Strategy accounts for 1,648 homes of the overall housing requirement figure of 7,483 homes. In order to meet the affordable housing figure, the RLDP will seek to allocate sites in housing market areas where there is an identified need for Low Cost Home Ownership or intermediate rental as evidenced by the Local Housing Market Assessment. These sites are proposed to be delivered on a 50/50 split of intermediate affordable homes and private market homes. This approach contributes 824 homes to the affordable housing target.
- 5.44 The rationale behind the Affordable Housing Policy-led housing requirement is set out in the Section 4 and discussed in more detail in the Housing Background Paper. However, in allocating suitable sites to deliver this element of the overall housing requirement figure, consideration has been given to the Minister for Housing and Local Government’s letter of July 2019 which states that in the first instance affordable housing led housing sites should make use of public land and, where this is not available, then privately owned land may be identified. This approach is reiterated in the draft NDF which contains a policy framework facilitating the review of publicly owned land to help support the provision of affordable housing led developments.
- 5.45 The Council is undertaking initial appraisals, weighing up the merits of establishing its own Development Company to undertake residential and commercial developments, the residential arm of which would focus on the private and intermediate markets. The role of Registered Social Landlords in delivering affordable housing led sites will also be explored in the preparation of the Deposit Plan.
- 5.46 The Council will identify appropriate sites through the Candidate Site process.

Links to Wider Policy Framework	
RLDP Objectives	Objective 9 – Demography Objective 10 – Housing Objective 11 – Placemaking Objective 12 – Communities Objective 13 – Rural Communities
PPW10	Paragraph - 4.2.25
WBFGA	A more equal Wales A Wales of Cohesive Communities
MWBP	<ul style="list-style-type: none"> <li>Provide children and young people with the best possible start in life.</li> <li>Respond to the challenges associated with demographic change.</li> </ul>

	<ul style="list-style-type: none"> <li>• Develop opportunities for communities and businesses to be part of an economically thriving and well-connected county.</li> </ul>
Key Evidence	<p>Monmouthshire, Blaenau Gwent and Torfaen LDP Demographic Evidence (Edge Analytics, June 2019)</p> <p>Monmouthshire Demographic Evidence Addendum Report (Edge Analytics, October 2019)</p> <p>Monmouthshire Affordable Housing Evidence Addendum ( Edge Analytics, December 2019)</p> <p>Monmouthshire Local Housing Market Assessment – September 2018</p> <p>Affordable Housing Viability Assessment – to be undertaken for the Deposit RLDP.</p>
Monitoring	TBC
Detailed Policies	TBC in Deposit RLDP

## Strategic Development Sites

<b>Strategic Policy S8 – Strategic Development Sites</b>
<p><b>Strategic Development Sites will be allocated to contribute to the delivery of the housing and job growth rates set out in Policy S1.</b></p> <ul style="list-style-type: none"> <li>- <b>To be specified in the Deposit RLDP following consideration of the responses to the Preferred Strategy, the second call for Candidate Sites and detailed site assessments.</b></li> </ul>

## Strategic Growth Areas

- 5.47 In order to implement the RLDP’s Sustainable and Resilient Communities Strategy, possible strategic growth areas have been identified for each of the Primary Settlements and Severnside. To inform these possible strategic growth areas a high level assessment of sites submitted during the Initial Call for Candidate Sites has been undertaken to identify those sites which could potentially contribute to delivering the level of growth (housing and jobs) required to deliver the Preferred Strategy. At the present time only strategic sites and sustainable urban extensions of around 8ha in size and above have been considered. At this stage, identified site options (refer to Appendix 2 for further details) are considered in theory to have the potential to underpin the Strategy by accommodating growth and focusing development within those settlements and areas which are identified as the most sustainable locations (refer to Strategic Policy S2 Spatial Distribution of Development – Settlement Hierarchy). It is important to note that not all sites will be selected for inclusion in the Deposit Plan, as their combined capacity exceeds the number of dwellings needed to meet the residual housing provision. The final selection of sites for the Deposit Plan will be dependent on the second call for candidate sites and further detailed assessment work.

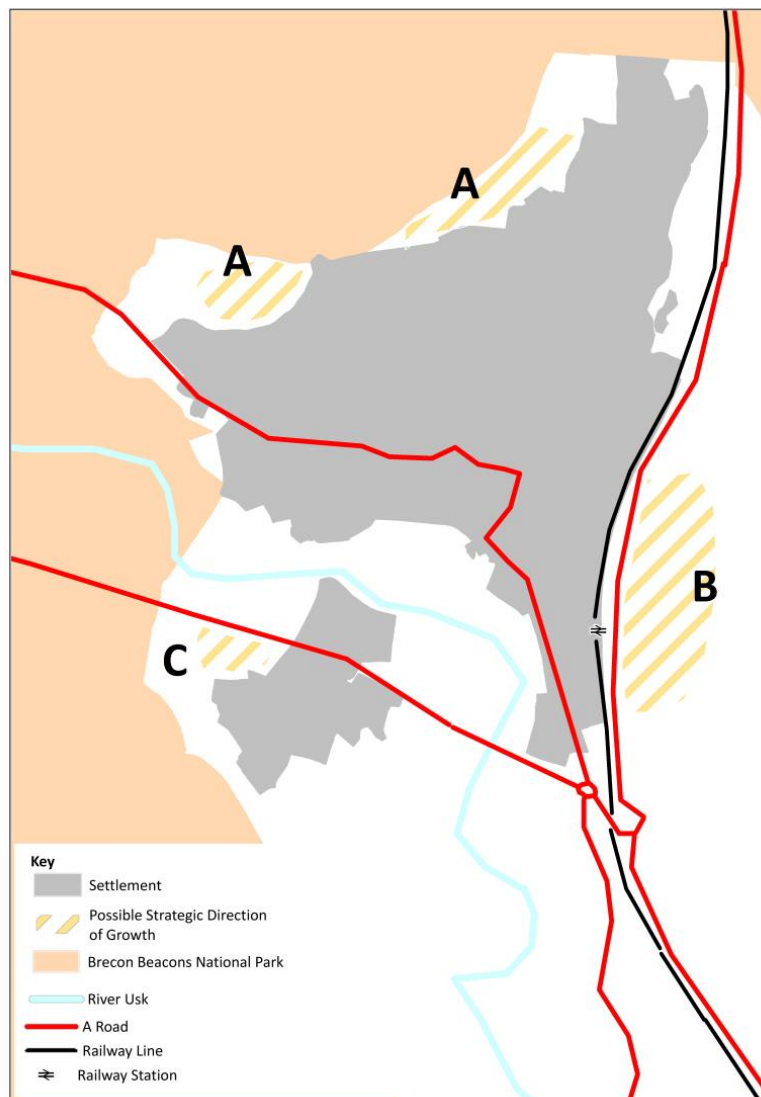


5.48 The indicative maps below set out the options for the future strategic growth of the Primary Settlements and Severnside. Please refer to Appendix 2 for further details on the potential strategic growth options.

### Abergavenny

- A Land north of Abergavenny
- B Land to the east of the A465
- C Land between the B4246

Figure 5: Abergavenny Strategic Growth Options

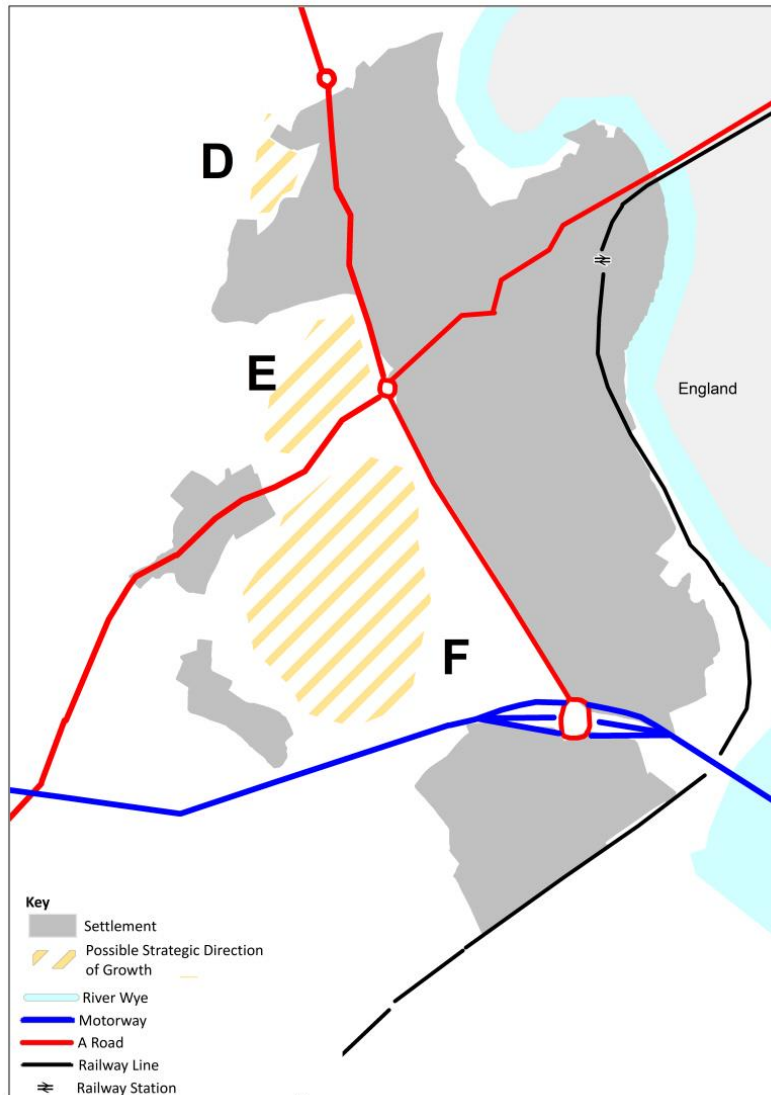




## Chepstow

- D Land north of the Bayfield Estate
- E Land between the Bayfield Estate
- F Land between the A48 and M48

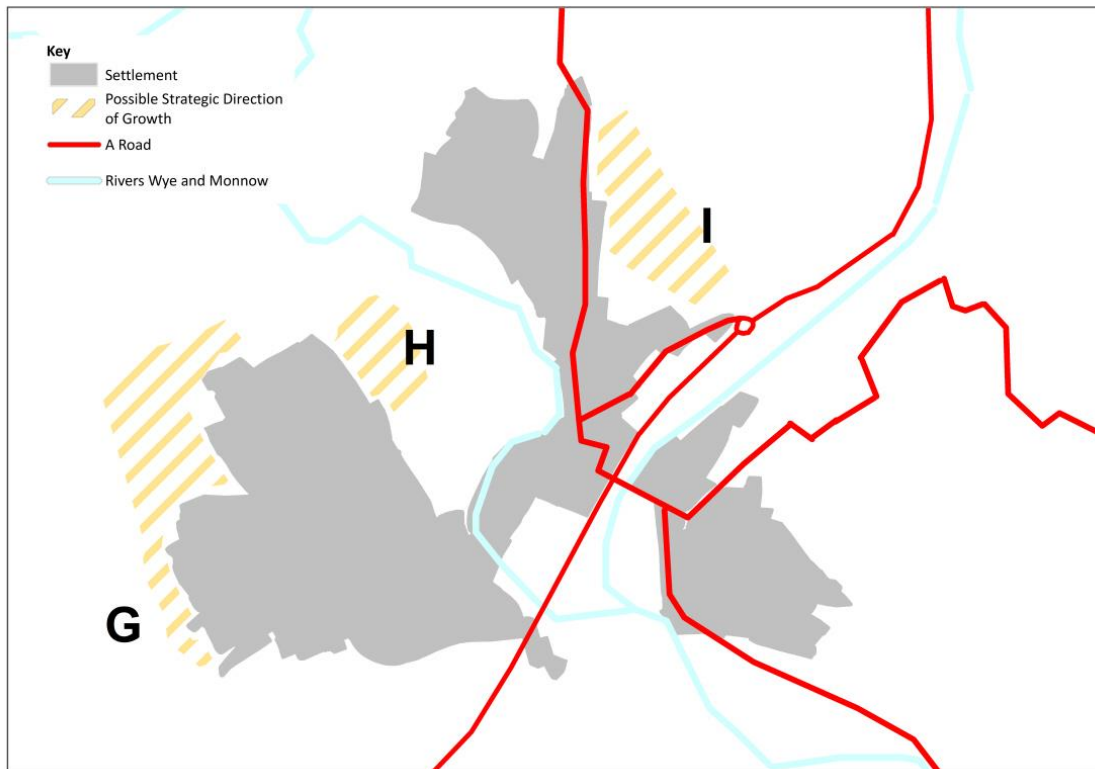
Figure 6: Chepstow Strategic Growth Options



## Monmouth

- G Land west of Monmouth
- H Land central Monmouth
- I Land north east of Monmouth

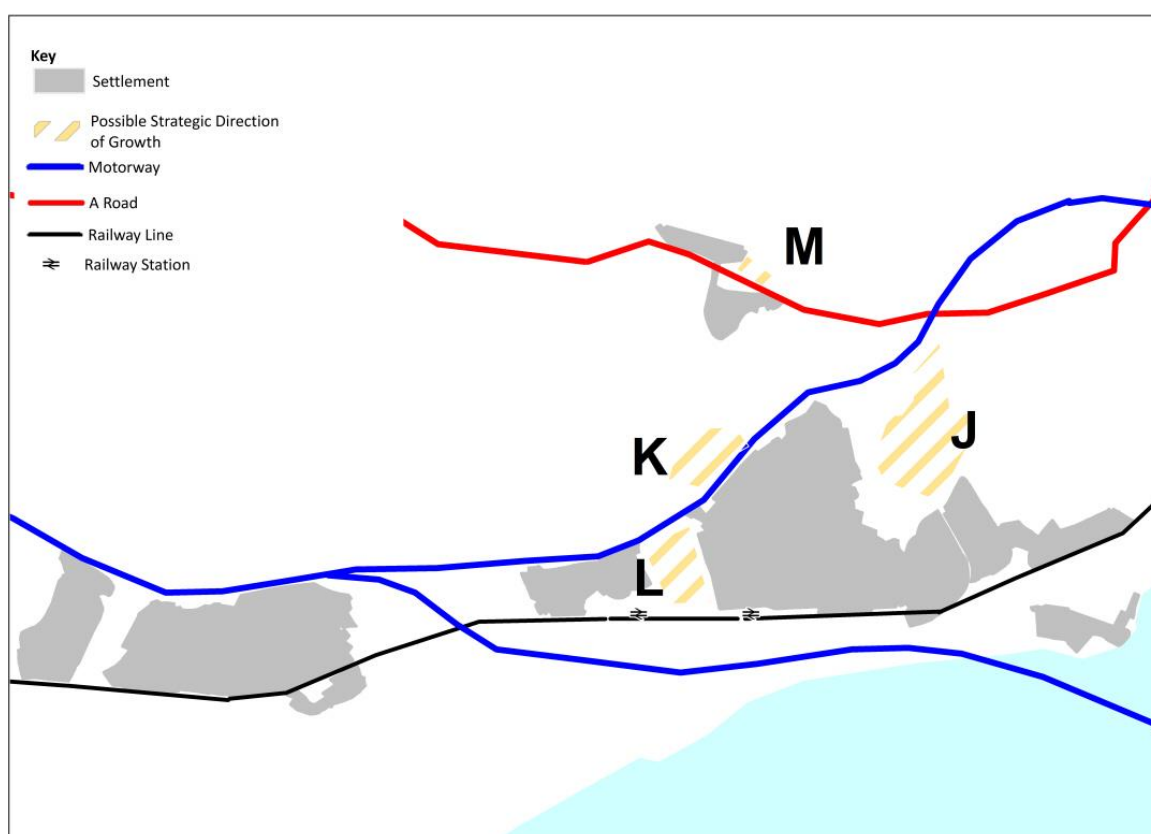
**Figure 7: Monmouth Strategic Growth Options**



## Sevenside

- J Land north east of Caldicot
- K Land north west of Caldicot
- L Land west of Caldicot / east of Rogiet
- M Land east of Caerwent

**Figure 8: Sevenside Strategic Growth Options**



5.49 Following the consultation on the Preferred Strategy and a second call for candidate sites, the Council will undertake a detailed assessment of potential sites available to deliver the Plan's Strategy which will include consideration of:

- The ability to deliver the level of supporting infrastructure required;
- A masterplanning process to ensure they 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

5.50 The approach will follow the Site Sequence outlined in PPW10, which prioritises the use of suitable and sustainable previously developed land before considering greenfield sites. This process will however, also acknowledge the limited brownfield resource available in Monmouthshire and the environmental, social and economic considerations that need to be balanced in a Monmouthshire context.

- 5.51 A key consideration in assessing the Candidate Sites will be the high percentage of Best and Most Versatile (BMV) agricultural land within Monmouthshire. An Agricultural Land Classification Background Paper will be produced at the Deposit RLDP stage setting out the Council’s approach to protecting BMV land and minimising its loss through its growth strategy. The widespread distribution of BMV agricultural land throughout Monmouthshire means that it does not affect the spatial strategy: were only some of the County’s sustainable settlements surrounded by BMV agricultural land, consideration could be given to a strategy that minimises development around those settlements. However, all of our main settlements are surrounded by BMV agricultural land.
- 5.52 A sequential approach to assessing the loss of BMV agricultural land, as set out by PPW10, will be undertaken in the assessment of all candidate sites. However, as above it is anticipated that due to the high percentage of BMV agricultural land distributed extensively throughout Monmouthshire it will be difficult to apply this sequential test. 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. Appendix 2 sets out the Council’s anticipated approach to assessing the potential loss of BMV agricultural land.

<b>Links to Wider Policy Framework</b>	
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
PPW10	3.37 – Spatial Strategy and Site Search Sequence
WBFGA	A prosperous Wales A resilient Wales A more equal Wales A Wales of cohesive communities
MWBP	<ul style="list-style-type: none"> <li>• Provide children and young people with the best possible start in life.</li> <li>• Respond to the challenges associated with demographic change.</li> <li>• Protect and enhance the resilience of our natural environment whilst mitigating and adapting to the impact of climate change.</li> <li>• Develop opportunities for communities and businesses to be part of an economically thriving and well-connected county.</li> </ul>
Key Evidence	Sustainable Settlement Appraisal – March 2020 Review of Candidate Sites Against the Preferred Strategy – March 2020 Growth and Spatial Options Background Paper – March 2020 Growth and Spatial Options Consultation Report – June 2019

	Housing Background Paper – March 2020
Monitoring	TBC
Detailed Policies	TBC in Deposit RLDP

### Question

Do you have any comments on the possible Strategic Growth Areas? If you would like to suggest site-specific allocations, please submit these as part of the Second Call for Candidate Sites process which is running alongside this consultation.

## Gypsy and Travellers

### Strategic Policy S9 – Gypsy and Travellers

**Land will be made available to accommodate future unmet gypsy and traveller accommodation needs if a need is identified in the updated Gypsy & Traveller Accommodation Assessment.**

- 5.53 The most recent Gypsy & Traveller Accommodation Assessment was approved in May 2016 and covers the 5 year period 2016 – 2021<sup>30</sup>. This concluded that Monmouthshire has an estimated unmet need for eight permanent residential pitches to 2021. The assessment did not identify a need for a transit site. An updated Gypsy & Travellers Needs Assessment will be undertaken to cover the Plan period and if a need for permanent sites is identified, land will be identified to meet this additional need in the RLDP.
- 5.54 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.
- 5.55 Specific criteria based policies to assess the development of Gypsy and Traveller Accommodation will be considered within the Deposit RLDP.

<sup>30</sup> The Gypsy & Traveller Accommodation Assessment – May 2016 can be viewed via <https://www.monmouthshire.gov.uk/planning-policy/development-of-an-evidence-base/>

<b>Links to Wider Policy Framework</b>	
RLDP Objectives	Objective 9 – Demography Objective 10 – Housing Objective 11 – Placemaking Objective 12 – Communities Objective 13 – Rural Communities
PPW10	Paragraph - 4.2.35 – Gypsies and Travellers Housing (Wales) Act 2014 Welsh Government Circular 005/2018: Planning for Gypsy, Traveller and Showpeople Sites TAN 6: Planning Sustainable Rural Communities (2010)
WBFGA	A more equal Wales A Wales of Cohesive Communities A Wales of vibrant culture and thriving Welsh Language
MWBP	<ul style="list-style-type: none"> <li>• Provide children and young people with the best possible start in life.</li> <li>• Respond to the challenges associated with demographic change.</li> </ul>
Key Evidence	Gypsy and Travellers Accommodation Assessment – May 2016 – to be updated to inform the Deposit Plan.
Monitoring	TBC
Detailed Policies	TBC in Deposit RLDP

## Sustainable Transport

<b>Strategic Policy S10 – Sustainable Transport</b>
<p><b>Development proposals should promote sustainable, safe forms of transport which reduce the need to travel, increase provision for walking and cycling and improve public transport provision. This will be facilitated by:</b></p> <ul style="list-style-type: none"> <li>• Favouring development that accords with the Sustainable Transport Hierarchy of reducing the need to travel, especially by car, and promoting walking, cycling and public transport.</li> <li>• Promoting and enabling use of ultra low emission vehicles by providing charging infrastructure;</li> <li>• Promoting active travel through safeguarding, enhancing and expanding on the Active Travel Network identified in the Integrated Network Maps;</li> <li>• Favouring development close to public transport facilities and designing developments to facilitate and incorporate public transport infrastructure and connections;</li> <li>• Improving road safety;</li> <li>• Minimising the adverse effects of parking;</li> </ul>

- **Improving public transport links between the County’s main towns and other key settlements in the region; and**
- **Developing the role of the key settlements of Abergavenny, Caldicot, Chepstow and Monmouth, around which high capacity sustainable transport links can be developed.**

**The Deposit Plan will safeguard sites necessary to deliver the key transport measures and schemes identified in the Updated Local Transport Plan.**

- 5.56 The RLDP encourages development towards an integrated, sustainable and safe transport system, where possible reducing the need to travel, and enhancing the opportunities for walking, cycling and public transport as alternative modes to car travel. This is considered important to assist in reducing the impact of travel on the environment and climate change, encouraging more sustainable and healthy lifestyles and also encouraging more sustainable commuting patterns.
- 5.57 The spatial strategy of the RLDP is to focus development in those locations that provide the best opportunities for achieving sustainable development, which offer a choice of transport modes and contribute towards the development of a sustainable transport network. The Plan also proposes an appropriate amount of development in the County’s rural areas, with a focus on those rural towns and villages that have the best access to public transport and services. However, it is recognised that many people are likely to continue to use their cars, particularly in rural areas where there is often no realistic alternative to car travel. The RLDP does, however, establish the foundations to encourage longer term changes to the historic high levels of car usage in Monmouthshire. This will include ensuring that development proposals make the best possible provision for alternative means of travel.
- 5.58 Emphasis will therefore be placed on improving the opportunities for sustainable travel in the County, particularly walking, cycling and public transport in accordance with PPW10’s Sustainable Transport Hierarchy. Where cars are to be used there needs to be a move away from petrol and diesel vehicles to ultra-low emissions vehicles. It is important that new developments provide the charging infrastructure required to support a move to ultra-low emissions vehicles, particularly given Monmouthshire’s dispersed geographical structure.
- 5.59 The Active Travel (Wales) Act 2013 makes walking and cycling the preferred option for shorter journeys, particularly everyday journeys, such as to and from a workplace or colleges and schools. In line with the Active Travel Act, the Council has produced Integrated Network Maps<sup>31</sup>, identifying the walking and cycling routes required to create fully integrated networks for walking and cycling. The Deposit RLDP will

<sup>31</sup> Monmouthshire’s Integrated Network Maps can be viewed via <https://www.monmouthshire.gov.uk/the-active-travel-act/>

identify and safeguard active travel routes and seek to integrate new development with the network, and where possible, expand and improve the network.

5.60 The Monmouthshire Local Transport Plan (LTP)<sup>32</sup> includes a prioritised five-year programme of projects the Council wishes to see delivered between 2015 and 2020 as well as medium and longer term aspirations up to 2030. An update of the LTP will be undertaken alongside the preparation of the Deposit RLDP. The RLDP will support the transport schemes identified within the Monmouthshire updated LTP and, where appropriate, safeguard land for key transport proposals.

<b>Links to Wider Policy Framework</b>	
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
PPW10	4.1 – 4.1.57 – Moving within and between places.
WBFGA	A prosperous Wales A healthier Wales A more equal Wales A Wales of Cohesive Communities A globally Responsible Wales
MWBP	<ul style="list-style-type: none"> <li>• Provide children and young people with the best possible start in life.</li> <li>• Respond to the challenges associated with demographic change.</li> <li>• Protect and enhance the resilience of our natural environment whilst mitigating and adapting to the impact of climate change.</li> <li>• Develop opportunities for communities and businesses to be part of an economically thriving and well-connected county.</li> </ul>
Key Evidence	Monmouthshire Local Transport Plan and updated LTP to be prepared alongside the Deposit Plan. Integrated Network Maps for Monmouthshire
Monitoring	TBC
Detailed Policies	TBC in Deposit RLDP

<sup>32</sup> Monmouthshire Local Transport Plan – May 2015 can be viewed via <https://www.monmouthshire.gov.uk/local-transport-plan/>



## Retail & Commercial Centres

### Strategic Policy S11 – Retail & Commercial Centres Hierarchy

To sustain and enhance a network of town centres, a retail hierarchy is defined below. All new or enhanced retail and commercial developments should be consistent in scale and nature with the size and character of the centre and its role in the retail hierarchy. Proposals which would undermine the retail hierarchy will not be permitted.

<b>County Towns</b>	<b>Abergavenny</b> <b>Caldicot</b> <b>Chepstow</b> <b>Monmouth</b>
<b>Local Centres</b>	<b>Magor</b> <b>Raglan</b> <b>Usk</b>
<b>Neighbourhood Centres/Shops</b> (These will be reviewed as part of the Deposit RLDP)	<b>Abergavenny</b> <ul style="list-style-type: none"> <li>• Hillcrest Road</li> <li>• Rother Avenue</li> <li>• The Mardy</li> </ul> <b>Caldicot</b> <ul style="list-style-type: none"> <li>• West End</li> </ul> <b>Chepstow</b> <ul style="list-style-type: none"> <li>• Bulwark</li> <li>• Thornwell</li> </ul> <b>Monmouth</b> <ul style="list-style-type: none"> <li>• Overmonnow</li> <li>• Wyesham</li> <li>• The Albion</li> </ul>

- 5.61 PPW10 requires local planning authorities to identify an existing hierarchy of centres and to establish the strategic role to be performed by the main centres in the hierarchy. Policy S11 sets out the retail hierarchy for Monmouthshire, although this will be given further consideration as part of the Retail Study which will inform the Deposit Plan.
- 5.62 The main County towns 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 retail offer than the other main towns, 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 area 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.

- 5.63 The County's local centres – Magor, Raglan and Usk – also provide an important role in the retail 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 and shops similarly provide an important local day-to-day function for their local communities. Monmouthshire County Council and Usk Town Council are jointly working on a regeneration masterplan for Usk.
- 5.64 The Monmouthshire Retail Expenditure Forecasts Update (2016)<sup>33</sup> 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 – July 2019<sup>34</sup>. 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 a degree of flexibility in maintaining occupancy, footfall and vibrant centres. An update of Monmouthshire's Retail Expenditure Forecasts (2016) 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.
- 5.65 Given the essential role and function of commercial 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 main towns as vibrant and attractive centres and to maintain the essential local shopping function of local centres, by focusing new and enhanced retail and commercial 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.

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<sup>33</sup> Monmouthshire's Retail Expenditure Forecasts – 2016 can be viewed via

<https://www.monmouthshire.gov.uk/planning-policy/development-of-an-evidence-base/>

<sup>34</sup> The Retail Background Paper – July 2019 can be viewed via <https://www.monmouthshire.gov.uk/planning-policy/annual-monitoring/retail/>

- 5.66 Developments of an appropriate scale within town and local centres that maintain and/or enhance their vitality, attractiveness and viability to shoppers and visitors will be supported. The future size and scale of retail and commercial facilities 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 developments which would undermine the vitality, viability and attractiveness of the main towns, local and neighbourhood centres will be strongly resisted. Detailed policies will be set out in the Deposit RLDP providing further clarification on where retail development will and will not be permitted, and where change of use will be limited.
- 5.67 The County's main towns and local centres also provide 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 towns 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 – Retail 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
PPW10	4.3 – Retail and Commercial Development TAN 4: Retail & Commercial Development – Nov 2016
WBFGA	A prosperous Wales A resilient Wales A more equal Wales A Wales of cohesive communities A Wales of vibrant culture and thriving Welsh language
MWBP	<ul style="list-style-type: none"> <li>• Provide children and young people with the best possible start in life.</li> <li>• Respond to the challenges associated with demographic change.</li> </ul>

	<ul style="list-style-type: none"> <li>• Develop opportunities for communities and businesses to be part of an economically thriving and well-connected county.</li> </ul>
Key Evidence	<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 Expenditure Forecasts Update (2016) – this will be updated to reflect the growth levels set out in the Preferred Strategy.</p> <p>Retail Background Paper – July 2019</p> <p>Primary Shopping Frontages SPG – April 2016</p>
Monitoring	TBC
Detailed Policies	TBC in Deposit RLDP

## Community & Recreation Facilities

### Strategic Policy S12 – Community and Recreation Facilities

**Development proposals that provide and/or enhance community and recreation facilities will be permitted within or adjoining town and village development boundaries subject to detailed planning considerations. Development proposals that result in the unjustified loss of community and recreation facilities will not be permitted.**

- 5.68 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.
- 5.69 The Council is also 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. 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.
- 5.70 The provision of new community facilities and areas of open space and/or contributions towards improving existing areas of open space will be sought in connection with new residential developments where they are needed and justified in accordance with Policy S6. 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.

5.71 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 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.

5.72 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.

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
PPW10	4.4 – Community Facilities 4.5 – Recreational Spaces
WBFGA	A healthier Wales A more equal Wales A Wales of cohesive communities A Wales of vibrant culture and thriving Welsh Language
MWBP	<ul style="list-style-type: none"> <li>• Provide children and young people with the best possible start in life.</li> <li>• Respond to the challenges associated with demographic change.</li> <li>• Develop opportunities for communities and businesses to be part of an economically thriving and well-connected county.</li> </ul>

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

- 5.73 Economic growth and resilience are key priorities for Monmouthshire CC 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 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 S13 – Employment Sites Provision**

**Provision will be made for a minimum of 42 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.**

- 5.74 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 are also high. 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. Delivering on this 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.
- 5.75 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’<sup>35</sup>. 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’<sup>36</sup>. 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.
- 5.76 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 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

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<sup>35</sup> Monmouthshire 2040: Our Economic Growth and Ambition Statement – can be viewed via <https://www.monmouthshire.gov.uk/planning-policy/development-of-an-evidence-base/>

<sup>36</sup> The Economies of the Future Reports can be viewed via <https://www.monmouthshire.gov.uk/planning-policy/development-of-an-evidence-base/>

the Great Western Cities<sup>37</sup> and the Western Power House<sup>38</sup>, which aim to drive economic growth through regional collaboration.

- 5.77 The RLDP is underpinned by a level of growth that seeks to address the issues currently impacting on economic growth such as a shrinking working age population and high levels of out commuting. The growth in households as identified under Policy S1 is estimated to support employment growth of approximately 4,695 jobs over the Plan period (313 jobs per annum). It should be noted that not all of these jobs will be in planning B-class uses and will be delivered through a range of sectors such tourism, leisure and retail. However, a fundamental element of achieving this 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.
- 5.78 In line with PPW 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)<sup>39</sup>. This has undertaken a review of employment forecasts and 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 42ha of land (41.7ha), 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: 5ha
  - B2: 12ha
  - B8: 25ha
- 5.79 In accordance with Welsh Government’s Practice Guidance<sup>40</sup> on preparing ELR’s, a review of the realistically developable land on existing employment allocations in the Adopted LDP has also been undertaken. This high level review concludes that the realistic supply of employment land in Monmouthshire on existing Adopted LDP employment site allocations is 46ha, comprised of 40ha of employment sites and 6ha of Mixed Use Sites (employment component only).
- 5.80 The ELR acknowledges however, that two large existing employment allocations – Quay Point and Gwent Europark, account for approximately 27ha or 59% of the

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<sup>37</sup> Britain’s Western Powerhouse Report – February 2016 can be viewed via <http://static1.squarespace.com/static/55e973a3e4b05721f2f7988c/t/56bda7c27da24fd5476ff00d/1455269827732/Great+Western+Cities+EXEC+SUMMARY.pdf>

<sup>38</sup> A Powerhouse for the West – July 2019 can be viewed via <https://www.apowerhouseforthewest.org.uk/wp-content/uploads/2019/07/A-Powerhouse-for-the-West-Metro-Dynamics-July-2019.pdf>

<sup>39</sup> Employment Land Review – BE Group – February 2020

<sup>40</sup> Welsh Government – Practice Guidance – Building on Economic Development Evidence Base to Support a Local Development – August 2015 can be viewed at: <https://gov.wales/sites/default/files/publications/2018-09/economic-development-evidence-base.pdf>



available supply of employment land. Whilst the ELR concludes that these sites should form part of the realistic supply of employment land, it also notes that it may be prudent of the RLDP to identify an increased level of employment allocations to enable further flexibility in the market and reduce reliance on these two sites. Further analysis is being undertaken to inform the Deposit RLDP in relation to the suitability and deliverability of existing Adopted LDP employment allocations. The outcome of this work as well as the ELR’s review of candidate sites received at the initial call for candidate sites stage and sites yet to come forward as part of the second call for candidate sites will inform the employment allocations made in the Deposit RLDP.

- 5.81 In accordance with PPW, the ELR will sit alongside the Regional Employment Study, 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 will provide a regional viewpoint of demand and land requirements within the region. The findings of this Study will be considered as part of the Deposit RLDP.
- 5.82 Having regard to the outcome of the evidence base set out above, the Deposit RLDP will allocate sufficient employment land 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.

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
PPW10	5.4 – Economic Development
WBFGA	A prosperous Wales A resilient Wales A more Equal Wales A Wales of cohesive communities A globally responsible Wales
MWBP	<ul style="list-style-type: none"> <li>• Respond to the challenges associated with demographic change</li> <li>• Develop opportunities for communities and businesses to be part of an economically thriving and well-connected county.</li> </ul>
Key Evidence	Monmouthshire 2040: Our Economic Growth and Ambition Statement (November 2019) Monmouthshire Employment Land Review – February 2020

	Regional Employment Study – Larger than Local Study – Blaenau Gwent, Caerphilly, Torfaen, Monmouthshire and Newport (BE Group) – in preparation. Economies of the Future Analysis – Strategic Directions Report (October 2018)
Monitoring	TBC
Detailed Policies	TBC in Deposit RLDP

## Rural Enterprise

### Strategic Policy S14 – 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.**

- 5.83 A significant issue for Monmouthshire is the need to sustain and regenerate the County’s rural economy. 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’<sup>41</sup>. The Statement aims to continue to support and promote rural businesses and services through the Rural Development Programme, which was awarded £2.79m as part of the 2014 – 2020 seven year investment programme supporting a wide range of activities and schemes. These are anticipated to run until 2023 and discussions are taking place regarding replacement programmes.
- 5.84 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 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

<sup>41</sup> Details of the Rural Development Programme – 2014 – 2020 can be viewed via <https://businesswales.gov.wales/walesruralnetwork/wrn-support-unit/rural-development-programme-funding>

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 applies 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 (5.6.11 – PPW10). The Deposit Plan will also provide detailed policy criteria to assess rural diversification proposals.

- 5.85 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.
- 5.86 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. In order to achieve this balance, and in accordance with PPW10, 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.

<b>Links to Wider Policy Framework</b>	
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
PPW10	5.6 – Rural Economy
WBFGA	A prosperous Wales A resilient Wales A more equal Wales A Wales of Cohesive Communities
MWBP	<ul style="list-style-type: none"> <li>• Respond to the challenges associated with demographic change.</li> <li>• Develop opportunities for communities and businesses to be part of an economically thriving and well-connected county.</li> <li>• Protect and enhance the resilience of our natural environment whilst mitigating and adapting to the impact of climate change.</li> </ul>
Key Evidence	Monmouthshire 2040: Our Economic Growth and Ambition Statement TAN 6: Planning for Sustainable Rural Communities (2010)
Monitoring	TBC

Detailed Policies	TBC in Deposit RLDP
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## Visitor Economy

### Strategic Policy S15 – 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.**

- 5.87 PPW10 recognises 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 considered to be an essential element in providing for a healthy, diverse local economy and in contributing to the provision and maintenance of facilities for local communities.
- 5.88 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. 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.
- 5.89 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 £219m to Monmouthshire in 2018 and supported the equivalent of 2,989 full-time jobs (STEAM report 2018). 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.

- 5.90 The Council’s vision and priorities for the visitor economy are set in the Council’s Destination Management Plan – 2017-2020<sup>42</sup>. The document sets out a number of overarching objectives, which includes developing a seasonal programme of events which support the County’s key product offers of food, heritage, arts and culture, walking and cycling. It also strives to continue support for vibrant, attractive, welcoming and distinctive towns and villages and encourage investment in the serviced accommodation sector, especially following the opening of the International Convention Centre on the authority’s border.
- 5.91 The RLDP has a key role in supporting the Council’s vision 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 support the Council’s Destination Management Plan objectives 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. Further advice on this can be found in the Adopted Sustainable Tourism Accommodation Supplementary Planning Guidance (SPG) (Nov 2017), particularly in relation to ‘glamping’. This SPG was produced to provide clarity on the Adopted LDP’s tourism policies, some of which require review and simplification for the Deposit RLDP to form the basis for assessing proposals for tourism development.

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
PPW10	5.5 – Tourism 5.6 – The Rural Economy
WBFGA	A prosperous Wales A resilient Wales A Wales of cohesive communities A Wales of vibrant, culture & thriving welsh language
MWBP	<ul style="list-style-type: none"> <li>• Protect and enhance the resilience of our natural environment whilst mitigating and adapting to the impact of climate change.</li> <li>• Develop opportunities for communities and businesses to be part of an economically thriving and well-connected county.</li> </ul>
Key Evidence	Monmouthshire’s Destination Management Plan 2017 – 2020 Sustainable Tourism Accommodation SPG – Nov 2017

<sup>42</sup> Monmouthshire’s Destination Management Plan – 2017 – 2020 can be viewed via <https://mediafiles.thedms.co.uk/Publication/MW-Mon/cms/pdf/FINAL%20July%202017%20Monmouthshire%20Destination%20Plan%202017-2020.pdf>

	Rural Conversions to a Residential or Tourism Use SPG - 2017
Monitoring	TBC
Detailed Policies	TBC in Deposit RLDP

## Sustainable Waste Management

<b>Strategic Policy S16 – Sustainable Waste Management</b>	
<b>To facilitate the delivery of sustainable management of waste the Plan will:</b>	
<b>i)</b>	<b>Ensure that proposals conform to the principles of the waste hierarchy supporting those that move waste up the hierarchy;</b>
<b>ii)</b>	<b>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;</b>
<b>iii)</b>	<b>Identify suitable allocated and protected Class B2 industrial sites that are appropriate for in-building waste management treatment facilities, subject to detailed planning considerations;</b>
<b>iv)</b>	<b>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</b>
<b>v)</b>	<b>Ensure that provision is made for the sustainable management, sorting, storage and collection of waste in all new development.</b>

- 5.92 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.
- 5.93 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).
- 5.94 PPW10 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 2016<sup>43</sup> 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.

5.95 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 25 year contract with Viridor Waste Management Ltd to treat municipal residual waste at their Energy from Waste Facility at Trident Park in Cardiff.
- Food Waste - Food waste is dealt with via a 15 year 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 three year 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)

5.96 TAN 21: Waste notes that many general employment sites and major industrial areas are likely to be suitable locations for waste facilities<sup>44</sup>. 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.

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<sup>43</sup> The SE Wales Waste Planning Report – April 2016 can be viewed via <https://gov.wales/waste-planning-monitoring-reports>

<sup>44</sup> Paragraph 3.19 of TAN 21: Waste (2014)

The assessment should be proportionate to the nature, scale and size of the development proposed.

- 5.97 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.
- 5.98 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
PPW10	5.13 – Sustainable Waste Management Facilities
WBFGA	A resilient Wales A Wales of cohesive communities A globally responsible Wales
MWBP	<ul style="list-style-type: none"> <li>• Protect and enhance the resilience of our natural environment whilst mitigating and adapting to the impact of climate change.</li> <li>• Develop opportunities for communities and businesses to be part of an economically thriving and well-connected county.</li> </ul>
Key Evidence	Technical Advice Note 21: Waste (2014) Waste Planning Monitoring Report South East Wales April 2016 Employment Land Review – February 2020
Monitoring	TBC
Detailed Policies	TBC in Deposit RLDP



## Minerals

### Strategic Policy S17 – Minerals

**The Council will sustainably manage its mineral resources by:**

- i) Safeguarding known / potential sand and gravel and limestone resources for future possible use;**
- ii) Maintaining a minimum 10 year land bank of permitted aggregate resources throughout the Plan period in line with national guidance; 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.**

- 5.99 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.
- 5.100 The latest South Wales Regional Aggregates Working Party (SWRAWP) Annual Report 2018<sup>45</sup> establishes that at the end of 2018 Monmouthshire had a greater than 50 year's supply of crushed rock reserves, which are situated at the inactive limestone quarry at Ifton Quarry, Rogiet.
- 5.101 The South Wales Regional Technical Statement (RTS – 1<sup>st</sup> Review) (2014)<sup>46</sup> sets out the contribution that each constituent local authority should make towards meeting the regional demand for aggregates. This concludes that in view of the surplus of existing permitted crushed rock reserves, no further allocations for crushed rock are required to be identified within the RLDP.
- 5.102 A revised RTS – 2<sup>nd</sup> Review<sup>47</sup> is currently out to consultation and is due to be published early in 2020. The revised RTS makes recommendations for the apportionments necessary to ensure an adequate supply of crushed rock, including the nationally recommended minimum provision of 10 years, are available for the entire duration of the RLDP. The total apportionments required for Monmouthshire are zero for land-won sand & gravel and 4.422 million tonnes for crushed rock. These compare with existing landbanks (excluding dormant sites) of zero for sand & gravel and 11.25 million tonnes for crushed rock (as at 31st December 2016).

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<sup>45</sup> The South Wales Regional Aggregates Working Party Annual Report 2018 can be viewed via <http://www.swrawp-wales.org.uk/Html/publications.html>

<sup>46</sup> The South Wales Regional Technical Statement – 1<sup>st</sup> Review 2014 can be viewed via <http://www.swrawp-wales.org.uk/Html/publications.html>

<sup>47</sup> The Draft Regional Technical Statement – 2<sup>nd</sup> Review – September 2019 can be viewed via <http://www.swrawp-wales.org.uk/Html/publications.html>

- 5.103 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. PPW10 notes that in such circumstances authorities must agree a joint approach with neighbouring authorities in line with current regional arrangements<sup>48</sup>. Monmouthshire will work collaboratively with neighbouring authorities to consider options for satisfying regional apportionment. The latest position will be updated in the Deposit Plan.
- 5.104 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.
- 5.105 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.
- 5.106 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.

<b>Links to Wider Policy Framework</b>	
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
PPW10	5.14 - Minerals
WBFGA	A Prosperous Wales A Resilient Wales A Globally Responsible Wales
MWBP	<ul style="list-style-type: none"> <li>• Protect and enhance the resilience of our natural environment whilst mitigating and adapting to the impact of climate change.</li> <li>• Develop opportunities for communities and businesses to be part of an economically thriving and well-connected county.</li> </ul>
Key Evidence	RTS 1 <sup>st</sup> Review 2014 and emerging RTS 2 <sup>nd</sup> Review to be published in 2020. National Minerals Resource Maps National Aggregates Safeguarding Maps for Wales
Monitoring	TBC

<sup>48</sup> Paragraph 5.14.16 – PPW ed 10 – December 2018

Detailed Policies	TBC in Deposit RLDP
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## DISTINCTIVE & NATURAL PLACES

- 5.107 Monmouthshire has significant Green Infrastructure, landscape, biodiversity and nature conservation resources, a number of which are of international or national importance.
- 5.108 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 providing development opportunities, where appropriate, across the County while at the same time preserving and enhancing the best of its high quality natural environment, distinctive character and delivering a placemaking approach.
- 5.109 Reflecting this 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.

## Green Infrastructure, Landscape and Nature Conservation

### **Strategic Policy S18 – Green Infrastructure, Landscape and Nature Conservation**

**Green Infrastructure assets and opportunities should embrace the placemaking approach and be 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 and mitigation.**

**Development proposals must:**

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

- (i) Landscape Setting and Quality of Place, by identifying, protecting and, where appropriate, 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, positively managing and enhancing biodiversity and geological interests, including designated and non-designated sites, and habitats and species of importance 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**

- 5.110 Green Infrastructure as defined by PPW10 “is the network of natural and semi-natural features, green spaces, rivers and lakes that intersperse and connect places”<sup>49</sup>. The importance of protecting and enhancing Green Infrastructure is a key policy theme within PPW10, recognising the multi-functional roles it has in delivering the 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.
- 5.111 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. Monmouthshire is a green and healthy place to live, with an increasingly coherent and resilient ecological network of wildlife habitats, helping conserve biodiversity.
- 5.112 Green Infrastructure assets are numerous and include parks, open spaces, playing fields, trees/woodlands, hedgerows, allotments, biological and geological conservation sites, landscape and heritage features, water courses, cycleways, bridleways, public rights of way and open access land.
- 5.113 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:

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<sup>49</sup> Paragraph 6.2.1 – PPW – Ed10 – December 2018

- Maintaining and enhancing biodiversity;
- 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.

5.114 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 draft 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.

5.115 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 opportunities. This could include allotment provision, garden sizes, 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

5.116 The Environment Act (Wales) 2016 introduced a requirement to produce an Area Statement for South East Wales, which Natural Resources Wales is currently in the process of preparing. 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, once produced.

5.117 The Council has recently prepared the Monmouthshire Green Infrastructure Strategy, which has also informed the evidence base of the emerging 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 SPG on Green Infrastructure will be reviewed as part of the RLDP process.

5.118 Furthermore, the Council has produced a revised Countryside Access Improvement Plan<sup>50</sup> (also known as Rights of Way Improvement Plan) which will also inform the SE Wales Area Statement and RLDP. It 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

5.119 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, 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.

5.120 Criterion (i) of Policy S18 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 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.

5.121 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 PPW10. Therefore the Adopted LDP did not contain SLA designations and instead adopted a policy approach to landscape protection and management underpinned by LANDMAP and supported by the emerging draft Landscape Character Assessment SPG for Monmouthshire. This approach is to be taken forward in the RLDP.

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<sup>50</sup> The Draft Monmouthshire Access Improvement Plan – July 2019 can be viewed via <https://www.monmouthshire.gov.uk/rights-of-way-improvement-plan-rowip/>

- 5.122 In addition to the preparation of a Landscape Character Assessment SPG, 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 will take account of Adopted LDP allocations, development that has occurred since the adoption of the current LDP and assess key areas submitted at the Stage 1 Call for Candidate Sites. This work will focus on the Primary Settlements, Secondary Settlements and the Severnside area and provide an opinion on the least sensitive areas in terms of landscape in these settlements for growth potential. The assessment will take account of the underlying ecosystem service and resilience assets together with a range of designations.
- 5.123 The information contained within the LANDMAP Landscape Character Assessments and the Landscape Sensitivity Update Study (March 2020) 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**

- 5.124 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]
- 5.125 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. PPW10 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.
- 5.126 The RLDP will seek to maintain and improve the biodiversity and geology of the County through the protection, restoration and enhancement of valuable ecological habitats, wildlife networks and corridors, as well as the creation of new habitats. This applies

to both direct and indirect effects as development outside an important site can still have a damaging impact.

- 5.127 PPW10 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.
- 5.128 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.
- 5.129 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.

### Countryside Access

- 5.130 As noted in paragraph 5.118, the Monmouthshire draft Countryside Access Improvement Plan has been produced after extensive consultation and assessments<sup>51</sup>. The countryside access provision in Monmouthshire is extensive. There is over 2100km 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 where ever 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.

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

<sup>51</sup> The Draft Countryside Access Improvement Plan – July 2019 can be viewed via <https://www.monmouthshire.gov.uk/rights-of-way-improvement-plan-rowip/>



PPW10	Chapter 6 – Distinctive and Natural Places
WBFGA	A resilient Wales A healthier Wales A more equal Wales A Wales of cohesive communities A globally responsible Wales
MWBP	<ul style="list-style-type: none"> <li>• Provide children and young people with the best possible start in life.</li> <li>• Protect and enhance the resilience of our natural environment whilst mitigating and adapting to the impact of climate change.</li> </ul>
Key Evidence	<p>LANDMAP Character Assessment SPG (under preparation)</p> <p>Monmouthshire Landscape Sensitivity Update Study (White Consultants, March 2020)</p> <p>Adopted Green Infrastructure SPG – April 2015</p> <p>Emerging Green Infrastructure Green Infrastructure Strategy</p> <p>Draft Countryside Access Improvement Plan – July 2019</p>
Monitoring	TBC
Detailed Policies	TBC in Deposit RLDP

### Question

Do you have any comments on the Strategic Policies?

### Question

Do you have any other comments on the Preferred Strategy?

## APPENDIX 1: Replacement LDP Issues

<b>A Prosperous Wales (Well-being Goal 1)</b>
<b>Employment &amp; Economy</b>
<b>Issue</b>
<p><b>Issue 1</b> - 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 recent removal of the Severn Bridge tolls and the ambitions and opportunities associated with the Cardiff Capital Region City Deal (CCRC).</p> <p><b>Issue 2</b> - 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.</p> <p><b>Issue 3</b> - 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><b>Issue 4</b> - 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> <p><b>Issue 5</b> - The increasing 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.</p> <p><b>Issue 6</b> - 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.</p> <p><b>Issue 7</b> - Higher levels of those in employment work at home compared to the Welsh average. Efficient digital infrastructure is essential to support home working and the general connectivity of the County's rural areas and to support economic growth<sup>52</sup>.</p> <p><b>Issue 8</b> - The role of high streets is changing due to out of town retail centres, the increase in internet shopping, changing shopping habits (e.g. top-up grocery shopping) and austerity and as a result vacancy rates in some of the County's retail centres have increased. There is a leakage of expenditure out of the County and a need to protect the County's retail centres from out of town developments.</p>

<sup>52</sup> 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.

**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. Visitor numbers to both serviced and non-serviced accommodation are significantly higher in Monmouthshire compared to the South East Wales average and have increased by 14.5% since 2012 (Monmouthshire STEAM Report 2017). Staying visitors generate a higher economic impact than day visitors (£146 million compared to £58 million in 2017: Monmouthshire STEAM Report 2017) highlighting the continued need for visitor accommodation.

**How can the Replacement LDP Influence these Issues?**

**A(i)** The Replacement LDP 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 Replacement LDP 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 Replacement LDP 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.

**A(iv)** The Replacement LDP 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.

**A(v)** The Replacement LDP can contain policies that support the diversification of the rural economy.

**A(vi)** The Replacement LDP can help to address digital exclusion by seeking to support the improvement of rural broadband and delivery of high speed connections.

**A(vii)** The Replacement LDP must contain policies that protect the vitality and viability of existing town centres, providing additional retail 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.

**A(viii)** The Replacement LDP will enable a review of the towns' primary shopping frontages (PSF) and related policies to have regard to the changing role of the high street.

**A(ix)** The Replacement LDP 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.

<b>A Resilient Wales (Well-being Goal 2)</b>
<b>Air</b>
<b>Issue</b>
<b>Issue 10</b> - While air pollution is not a major problem in Monmouthshire it can cause significant problems for people’s health. The greatest problems associated with air quality in the County are caused by vehicle emissions, this is particularly apparent in the two Air Quality Management Areas in the County at Usk and Chepstow.
<b>How can the Replacement LDP Influence these Issues?</b>
<b>B(i)</b> The Replacement LDP can seek to minimise any polluting effects that might arise from new development in the County by encouraging appropriate patterns of development that seek to reduce the usage of private vehicles and to allow for increased walking, cycling and use of public transport (active travel). 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.
<b>Green Infrastructure, Biodiversity &amp; Landscape</b>
<b>Issue</b>
<b>Issue 11</b> - Monmouthshire is renowned for its beautiful landscapes and major biodiversity resources. The best of these assets should be protected, managed and enhanced for future generations.
<b>Issue 12</b> - 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.
<b>How can the Replacement LDP Influence these Issues?</b>
<b>C(i)</b> The Replacement LDP 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.
<b>C(ii)</b> The Replacement LDP must ensure biodiversity is considered in any development in order to protect any interest on the site and encourage biodiversity enhancements where necessary.
<b>C(iii)</b> It will be necessary to undertake a Habitats Regulations Assessment of the Replacement LDP to ensure that any cumulative effects of development in Monmouthshire and adjoining areas does not result in harm to internationally designated nature conservation sites.
<b>C(iv)</b> The Replacement LDP can contain policies to protect and enhance the green and blue infrastructure networks across the County.

<b>Flooding</b>
<b>Issue</b>
<b>Issue 13</b> - Parts of the County are vulnerable to flooding. Climate change is likely to increase the risk of flooding, as well as many other risks, so mitigating climate change and building resilience is crucial.
<b>How can the Replacement LDP Influence these Issues?</b>
<b>D(i)</b> The Replacement LDP must ensure new 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.
<b>Minerals &amp; Waste</b>
<b>Issue</b>
<b>Issue 14</b> - 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. <b>Issue 15</b> - 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.
<b>How can the Replacement LDP Influence these Issues?</b>
<b>E(i)</b> The Replacement LDP can identify sites that are appropriate for waste management or disposal facilities to meet local or regional requirements. <b>E(ii)</b> The Replacement LDP 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.
<b>Land</b>
<b>Issue</b>
<b>Issue 16</b> - There are limited opportunities for brownfield development within the County's existing urban areas. <b>Issue 17</b> - 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).
<b>How can the Replacement LDP Influence these Issues?</b>
<b>F(i)</b> The Replacement LDP will seek to prioritise the use of previously developed land where opportunities arise. <b>F(ii)</b> The Replacement LDP 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.

<b>A Healthier Wales (Well-being Goal 3)</b>
<b>Human Health</b>
<b>Issue</b>
<p><b>Issue 18</b> - 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><b>Issue 19</b> - 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><b>Issue 20</b> - 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><b>Issue 21</b> - 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>
<b>How can the Replacement LDP Influence these Issues?</b>
<p><b>G(i)</b> The Replacement LDP 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 of the existing resource.</p> <p><b>G(ii)</b> The Replacement LDP can provide policies to ensure health care provision is supported.</p> <p><b>G(iii)</b> The Replacement LDP 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>
<b>A More Equal Wales (Well-being Goal 4)</b>
<b>Population</b>
<b>Issue</b>
<p><b>Issue 22</b> - 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><b>Issue 23</b> - The population of Monmouthshire has shown a steady increase over a ten year period to 2011, although more recently the rate of growth has slowed. This growth is being fuelled by in-migration.</p> <p><b>Issue 24</b> - 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.</p>

### How can the Replacement LDP Influence these Issues?

**H(i)** The Replacement LDP 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. The Replacement LDP 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 Replacement LDP 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.

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

#### Housing

##### Issue

**Issue 25** - Average house prices in the County are high at £301,642 when compared to the Welsh average of £187,139 (Hometrack January 2019). 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 recent removal of the Severn Bridge Tolls, 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'.

**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 Replacement LDP Influence these Issues?

**I(i)** The Replacement LDP 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 Replacement LDP 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 Replacement LDP process must balance the extent to which the Main Towns and Severnside area can continue to accommodate further growth in the medium to long term against the potential for a new settlement in order to facilitate the creation of sustainable resilient communities.

## **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 Replacement LDP Influence these Issues?**

**J(i)** The Replacement LDP 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 Replacement LDP 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 charging (EVC), broadband connectivity and renewable energy.

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



<b>A Wales of Vibrant Culture &amp; Thriving Welsh Language (Well-being Goal 6)</b>
<b>Cultural Heritage</b>
<b>Issue</b>
<p><b>Issue 32</b> - Monmouthshire has a significant built heritage resource in terms of scheduled ancient monuments, listed buildings, conservation areas, historic parks and gardens and archaeologically sensitive sites that, together with their settings, require protection and enhancement.</p> <p><b>Issue 33</b> - 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.</p> <p><b>Issue 34</b> - 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 recent removal of the Severn Bridge Tolls 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'.</p>
<b>How can the Replacement LDP Influence these Issues?</b>
<p><b>K(i)</b> The Replacement LDP can contain measures to preserve and enhance the built heritage and best of the historic environment of Monmouthshire.</p> <p><b>K(ii)</b> The Replacement LDP 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.</p> <p><b>K(iii)</b> Community involvement provides an opportunity to seek views on how Welsh language and culture interact with LDP 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 grounds<sup>53</sup>.</p>

<sup>53</sup> Technical Advice Note 20 paragraphs 1.7.3, 2.2 and 2.6.4

**K(iv)** The Replacement LDP 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 Replacement LDP Influence these Issues?

**L(i)** The Replacement LDP 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 10% in the seven years to 2017 (*StatsWales, August 2018*). 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 emergency and has committed to strive to limit the increase in global temperatures to 1.5 degrees.

### How can the Replacement LDP Influence these Issues?

**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 Replacement LDP 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 LDP 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 will be undertaken to identify areas of potential for local authority and strategic renewable energy development.

**M(iii)** The Replacement LDP 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.

## APPENDIX 2: Potential Strategic Growth Areas

- A 2.1 In order to implement the RLDP's proposed Growth Strategy, potential strategic growth areas (for housing and job growth) have been identified for each of the Primary Settlements and Severnside. To inform these possible strategic growth areas a high level assessment of sites submitted during the Initial Call for Candidate Sites has been undertaken to identify those sites which could contribute to delivering the level of growth required to deliver the Preferred Strategy. At this stage only strategic sites and sustainable urban extensions of around 8ha in size and above have been considered. Smaller sites which individually or combined may also be capable of contributing to delivering the required level of growth are not included, these sites will also be subject to consideration following the Second Call for Candidate Sites. The identified site options are considered in theory to have the potential to underpin the Spatial Strategy by accommodating growth and focusing development within those settlements and areas which are identified as the most sustainable locations (refer to Strategic Policy S2 Spatial Distribution of Development – Settlement Hierarchy).
- A 2.2 Not all sites shown will be selected for inclusion in the Deposit Plan, as their combined capacity exceeds the level of growth needed to meet the employment and residual new housing allocation requirement (refer to Table 5 Breakdown of Housing Supply). Moreover, a Second Call for Candidate Sites will be undertaken following the publication of the Preferred Strategy and further site options which are compatible with the Preferred Strategy may be submitted at this time. The final selection of sites for the Deposit Plan will be dependent on further detailed assessment work, including:
- The ability to deliver the level of supporting infrastructure required;
  - A masterplanning process to ensure they 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.
- A 2.3 Site promoters will be expected to submit specific information on the viability and deliverability of sites during the Second Call for Candidate Sites to facilitate this assessment work. If site promoters do not submit specific information during the RLDP Second Call for Sites, this could affect the prospect of site allocation in the Deposit Plan.
- A 2.4 In addition to the detailed assessment work an Integrated Sustainability Appraisal (ISA) will also be carried out on each site that is considered compatible with the Preferred Strategy to assess whether there are any likely significant effects associated with the proposals. The ISA Report will identify likely environmental and wider sustainability effects from the delivery of all candidate sites (including potential LDP rollover sites). Where significant adverse effects are identified, sufficient information would need to be provided to demonstrate that identified constraints can be overcome and that, after mitigation, any such effects would be acceptable, in order for the candidate site to be considered for allocation in the RLDP.

## Consideration of the Best and Most Versatile Agricultural Land

- A 2.5 There is a need to protect Monmouthshire's Best and Most Versatile (BMV) agricultural land. PPW10 Paragraphs 3.54 and 3.55 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.'* It 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 2.6 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'*. 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.
- A 2.7 A sequential approach to assessing the loss of BMV agricultural land, as set out by PPW10, will be 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 based on high level predictive maps 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 is anticipated:
- A desktop assessment using the Agricultural Land Classification (ALC) predictive map for Wales, 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 will include a specific question on ALC in order to gather information regarding the quality of, and potential loss of, agricultural land direct from site promoters.
  - Those sites selected for further consideration will be required to undertake a detailed agricultural land quality survey in order to further ascertain the precise ALC and quality of the land.
  - Consultation will be undertaken with relevant stakeholders/consultees including the Welsh Government Agricultural Land Unit.
- A 2.8 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 2.9 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.

A 2.10 With these caveats in mind, the potential strategic growth areas and sites under consideration at this stage are set out below. These are not shown in any particular order of rank or preference.

### **Abergavenny and Llanfoist**

A 2.11 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 2.12 Facilities and services score well within the sustainability 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 2.13 Future growth of the town is constrained by a number of factors. Abergavenny's landscape sensitivity is high and high/medium<sup>54</sup> and the areas immediately north 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 2.14 Options for the future strategic direction of growth of the town are being considered. These include:-

- **A - Land north of Abergavenny.** Development here would expand the existing built up area toward the boundary with the Brecon Beacons National Park (BBNP). Any development in this location would need to be carefully assessed to ensure that any effects on the setting of the BBNP are acceptable. Other considerations include the area's location in an area of predominantly predictive

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<sup>54</sup> Landscape Sensitivity and Capacity Study (June 2010) This Study will be updated as part of the evidence base for the Deposit Plan, so sensitivity levels may be subject to change.

grade 2 BMV agricultural land<sup>55</sup>. With regard to the status of the agricultural land surrounding Abergavenny and Llanfoist it would need to be considered whether development of this area would be on ‘least bad’ agricultural land when considering the search sequence recommended in PPW10, given that much of the land under consideration is of BMV status. Other considerations will include the area’s distance from the town centre, which is just under a mile or an approximate 14 minute walking distance and the impact of development on the surrounding road network.

Candidate Reference No.	Site	Site Name	Site Area (Ha)
CS0094		Land at Penlanlas Farm	6.08
CS0128		Land at Chapel Farm Fields	9.6
CS0192		Land off Old Hereford Road	8.3

- B - Land to the east of the A465.** Development here would expand the built up area of the town beyond the A465, a natural barrier to development for some years. However, the size of the proposed candidate site as an urban extension to Abergavenny could provide the opportunity to provide a mixed-use development, which would contain a mix of residential uses alongside employment/commercial uses, facilities and services. Given the extent of this potential growth area, development would be likely to extend beyond the Plan period but its allocation could helpfully identify the long-term direction of growth for the town. In addition the proximity of the area to Abergavenny Railway Station could offer significant benefits to maximise opportunities for a modal shift to more sustainable forms of transport. Other considerations include the area’s location in an area of predictive grade 2/3a BMV agricultural land. With regard to the status of the agricultural land surrounding Abergavenny and Llanfoist it would need to be considered whether development of this area would be on ‘least bad’ agricultural land when considering the search sequence recommended in PPW10 given that most of the land under consideration is of BMV status. In addition, other considerations will include the area’s distance from the town centre, which is just over a mile or an approximate 16 minute walking distance and the impact of development on the surrounding road network.

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<sup>55</sup> At this stage the indicative grades of BMV agricultural land are based on a high level predictive map and are therefore likely to be subject to change following detailed surveys.

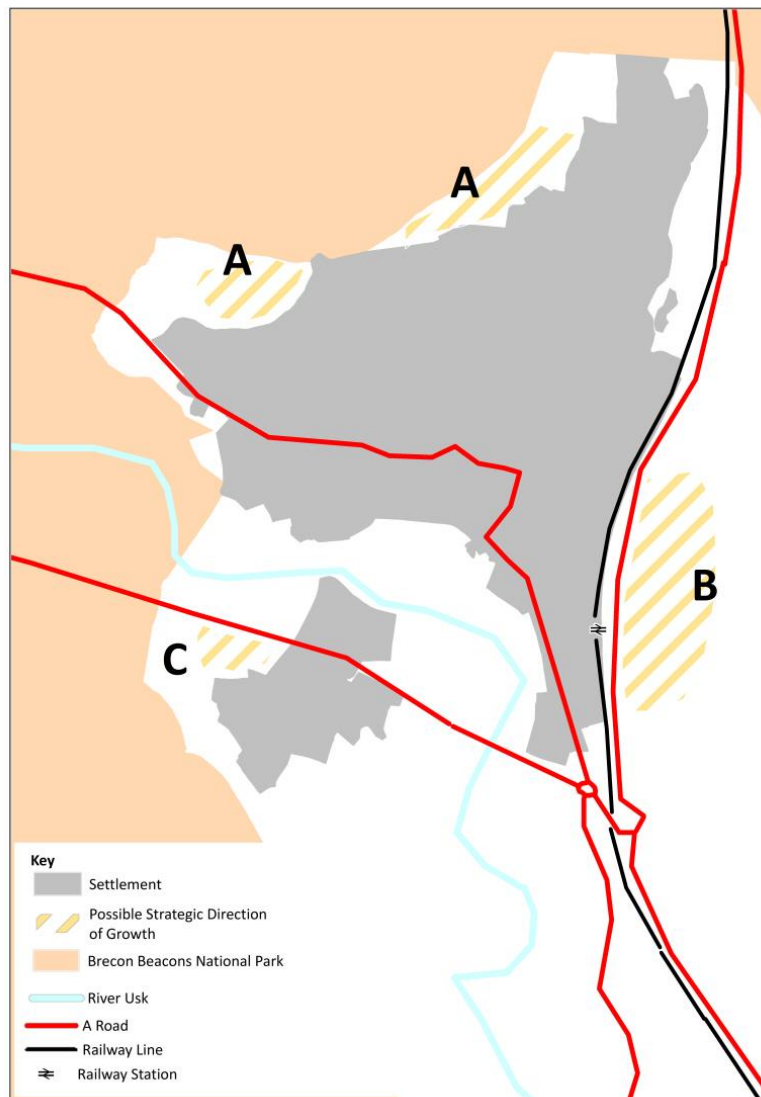
Candidate Reference No.	Site	Site Name	Site Area (Ha)
CS0125		Abergavenny Urban Extension	65

- C - Land between the B4246 and Heads of the Valleys Road.** Development here would expand the existing built up area toward the boundary with the Brecon Beacons National Park (BBNP). Any development in this location would need to be carefully assessed to ensure that any effects on the setting of the BBNP are acceptable. Development here would also further expand the existing built area along the boundary with the Blaenavon Industrial Landscape World Heritage Site. Any development in this location would need to be carefully assessed to ensure that any effects on the setting of this historic landscape are acceptable. Other considerations include the area's location in an area of predictive grade 2 BMV agricultural land. With regard to the status of the agricultural land surrounding Abergavenny and Llanfoist it would need to be considered whether development of this area would be on 'least bad' agricultural land when considering the search sequence recommended in PPW10 given that most of the land under consideration is of BMV status. In addition other considerations will include the area's distance from the town centre, which is around a 1.3 mile or an approximate 19 minute walking distance, the furthest of any of the possible strategic directions for growth and the impact of development on the surrounding road network. Shopping and employment opportunities are available in closer proximity than the town centre. Improved connectivity into Abergavenny would be required, such as the proposed Llanfoist bridge.

Candidate Reference No.	Site	Site Name	Site Area (Ha)
CS0093		Land at Evesham Nurseries, Llanfoist	8.3



## Abergavenny Strategic Growth Options



### Chepstow

A 2.15 Chepstow is identified as a Primary Settlement in the RLDP settlement hierarchy. Of all of the settlements appraised in the Sustainable Settlement Appraisal (March 2020) it achieves the highest weighted score. 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. These opportunities have been enhanced given the recent removal of the Severn Bridge Tolls.

A 2.16 Facilities and services score well within the sustainability assessment, 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 2.17 Future growth of the town, however, is constrained due to a range of local and national environmental and heritage designations and its location on the River Wye / border with England. Chepstow's landscape sensitivity is high and high/medium and the area immediately north of the town lies within the Wye Valley AONB<sup>56</sup>. 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, although 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 2.18 There are also highway capacity issues which will need to be addressed as part of any future development proposals. A section of the A48, which passes through the town and provides the main link between the southern part of the Forest of Dean and the motorway network, is designated as an Air Quality Management Area. Some parts of the historic centre benefit from flood relief measures, but other areas close to the River Wye remain at risk. The town centre itself is a Conservation Area. In addition to these constraints, a potential green belt designation has been proposed in this area by the Welsh Government in the consultation Draft National Development Framework (NDF) which, if progressed, could significantly impact on future development opportunities in this area over the long-term. This will be given further consideration through the SDP process.
- A 2.19 Options for the future strategic direction of development of the town are being considered. These include:-
- **D - Land north of the Bayfield Estate.** Development here would expand the existing built up area west of the A466. Development to the south of the Usk road (B4235) would be outside the AONB, but would adjoin it. PPW10 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. Any development in this location would need to be carefully assessed to ensure that any effects on the setting of the AONB are acceptable. Other considerations include the area's location in an area of predictive grade 2 BMV agricultural land. With regard to the status of the agricultural land surrounding Chepstow development of this area would be considered to be on 'least bad' agricultural land when considering the search sequence recommended in PPW10 given that most of the land under consideration is of BMV status. In addition other considerations will include its location in the limestone minerals safeguarding area, the area's distance from the town centre, which is approximately a mile or an approximate 16 minute

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<sup>56</sup> Landscape Sensitivity and Capacity Study (June 2010) This Study will be updated as part of the evidence base for the Deposit Plan, so sensitivity levels may be subject to change.

walking distance and the impact of development on the A466 and Highbeech roundabout.

Candidate Reference No.	Site	Site Name	Site Area (Ha)
CS0098		Bayfield	10.07

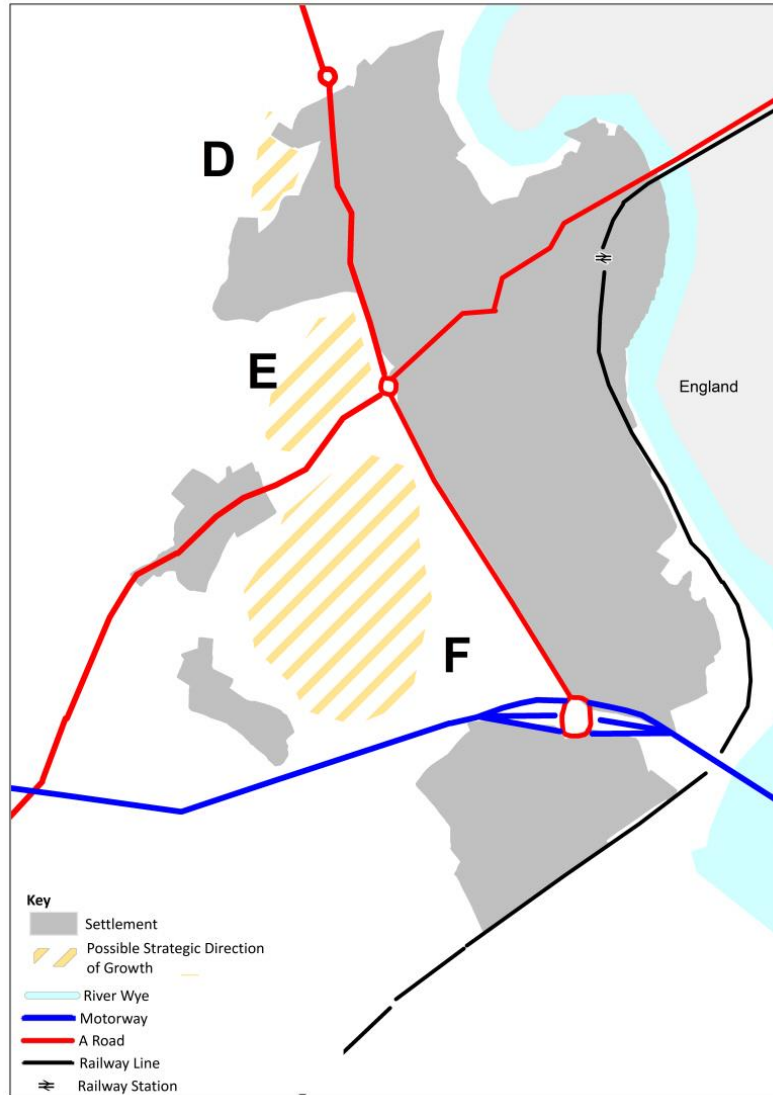
- E - Land between the Bayfield Estate and A48.** The area between Mounon Road and the A48 is currently designated in the Adopted LDP as “green wedge” and substantial development could affect the degree of physical separation between Chepstow and Pwllmeyric. Other considerations include the area’s location in an area of predictive grade 2 BMV agricultural land. With regard to the status of the agricultural land surrounding Chepstow development of this area would be considered to be on ‘least bad’ agricultural land when considering the search sequence recommended in PPW10 given that most of the land under consideration is of BMV status. In addition other considerations will include its location in the limestone minerals safeguarding area and the visual impact of development and its effects on the A466 and Highbeech roundabout although a well-designed scheme could create an attractive gateway to the town. The area is less than a mile or an approximate 12 minute walking distance from the town centre and the railway station, the closest of any of the potential strategic directions for growth. The site offers the potential for some employment and/or tourism based development.

Candidate Reference No.	Site	Site Name	Site Area (Ha)
CS0112		Land at St Lawrence Lane	20.4
CS0165		Land west A466 & Mounon Road	12.8

- F - Land between the A48 and M48.** The area between the A48 and the M48, is currently designated as “green wedge”, and substantial development could affect the degree of physical separation between Chepstow and Pwllmeyric and Mathern. Other considerations include the area’s location in an area of predictive grade 1 BMV agricultural land, its location in the limestone minerals safeguarding area, its location in the Conservation Area, the area’s distance from the town centre, this area is the furthest away from the town centre approximately 1.1 miles or an approximate 17 minute walk, the visual impact of development and its effects on the A466 and Highbeech roundabout. Part of this area is also Historic Park and Garden.

Candidate Reference No.	Site	Site Name	Site Area (Ha)
CS0152		Land at Wyelands	100

### Chepstow Strategic Growth Options



## Monmouth

- A 2.20 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 2.21 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 2.22 Future growth of the town is constrained by a number of factors. Monmouth's landscape sensitivity is high and high/medium and 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 2.23 Options for the future strategic direction of development of the town are being considered. These include:-
- **G - Land west of Monmouth.** Given the potential extent of this growth area, development could extend beyond the Plan period but its allocation could helpfully identify the long-term direction of growth for the town. Development here would expand the settlement of Monmouth to the west. The land is not within a nationally sensitive landscape area, however, it has high to medium landscape sensitivity as assessed under the current Adopted LDP<sup>57</sup>. Immediately west of the growth area is a designated Site of Importance for Nature Conservation (SINC), a large wooded area made up of several ancient woodlands collectively known as 'Kings Wood'. Agricultural land in this area is predicted to be part 2, part 3a and part 3b grades. With regard to the status of the agricultural land around the settlement edge of Monmouth, the land falling within the categorisation 3b would be considered to be on 'least versatile' agricultural land. There is also opportunity to accommodate employment uses by extending upon the existing Wonastow industrial estate.

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<sup>57</sup> Landscape Sensitivity and Capacity Study (June 2010) This Study will be updated as part of the evidence base for the Deposit Plan, so sensitivity levels may be subject to change.

Out of the possible growth areas of the settlement, it is the furthest away from the town centre, taken from roughly the centre point, approximately 1.6 miles and an approximate 24 minute walk. Connectivity to the town and amenities would need careful consideration.

Candidate Site Reference No.	Site Name	Site Area (Ha)
CS0051	Croft Y Bwla Farm	49.9ha
CS0078	Land adjacent to Croft Y Bwla	13ha
CS0090	Land north of Wonastow Road	9.12ha
CS0196	Land at Drewen Farm	11.52ha

- H - Land central Monmouth.** This area is Greenfield land outside Monmouth's settlement boundary, however, it is located in a central position within Monmouth, located north east of the town centre and River Wye. The land is considered to have a high amenity value and is designated in the current adopted LDP as an 'Area of amenity importance' (Policy DES2) and is categorised as high/medium sensitivity under the landscape assessment of the current adopted LDP<sup>58</sup>. It has a predictive 3a BMV agricultural land classification. Its central location means that it is approximately 1 mile and a walking distance of approximately 16 minutes from town centre. This direction of growth would therefore be close to the existing facilities and services of Monmouth. There could be an opportunity to provide improved pedestrian links to the town centre and a car park serving the town.

Candidate Site Reference No.	Site Name	Site Area (Ha)
CS0160	Land Known as Vauxhall Fields	8.58ha
CS0099	Land at Drybridge Farm	22.5ha

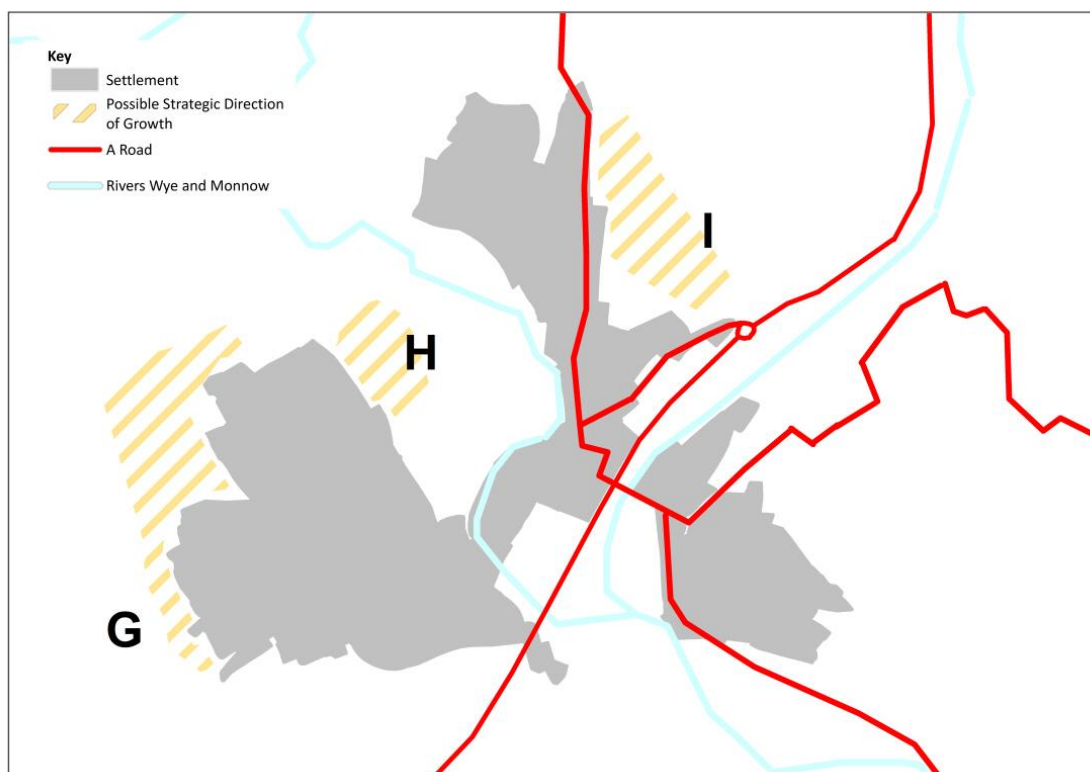
- I - Land north east of Monmouth.** Given the extent of this potential growth area, development would be likely to extend beyond the Plan period but its allocation could helpfully identify the long term direction of growth for the town. This area of land is located to the north east of Monmouth's settlement boundary, north of Dixon Roundabout. There could be an opportunity to provide a road link from

<sup>58</sup> Landscape Sensitivity and Capacity Study (June 2010) This Study will be updated as part of the evidence base for the Deposit Plan, so sensitivity levels may be subject to change.

Osbaston to the Dixon roundabout, to avoid car travel through Hereford Road and the town centre. The land is categorised as predictive grade 2 BMV agricultural land, which is the highest predictive grade BMV land of the agricultural land, which surrounds Monmouth’s settlement edge. It has been assessed under the current adopted LDP as having a high/medium landscape sensitivity<sup>59</sup> and is at the gateway to Wales and to the town. The site is approximately 1.2 miles from the town centre, equating to an approximate walking distance of approximately 17 minutes, and again is considered to be in close proximity and a sustainable distance from the existing services and facilities of Monmouth.

Candidate Reference No.	Site	Site Name	Site Area (Ha)
CS0182		Land North East of Monmouth and North of Dixon Road	42ha

### Monmouth Strategic Growth Options



<sup>59</sup> Landscape Sensitivity and Capacity Study (June 2010) This Study will be updated as part of the evidence base for the Deposit Plan, so sensitivity levels may be subject to change.

## Sevenside

- A 2.24 Sevenside is a cluster of settlements identified within the RLDP sustainable settlement hierarchy. Within the Sevenside area, Caldicot and Magor Undy have been classified as higher tier settlements, which have functional geographic and transport links with the smaller tier settlements of Rogiet, Caerwent, Portskewett, Sudbrook and Crick, which together are considered to share social, economic and environmental characteristics to make up the identifiable group of Sevenside. The Sevenside 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 Rogiet and Caldicot connecting with the key settlements of Cardiff in the West and Bristol /Cheltenham/Midlands in the East. 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 Sevenside region connecting settlements along the A48 with settlements in Newport to the west, and Chepstow to the east.
- A 2.25 The future growth of the Sevenside region is constrained by flood plain on land to the south of the settlements of Magor and Undy, Rogiet, Caldicot 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 Sevenside area is also located in a Limestone Mineral Safeguarding Area.
- A 2.26 In addition to these constraints, a potential green belt designation has been proposed in this area by the Welsh Government in the consultation Draft National Development Framework (NDF) which, if progressed, could significantly impact on future development opportunities in this area over the long-term. This will be given further consideration through the Strategic Development Plan (SDP) process.

## Caldicot

- A 2.27 Caldicot achieves a high weighted score in terms of sustainability within the settlement appraisal. It has the largest physical urban area and population within the Sevenside cluster. Caldicot has a rail station and 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 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. Sevenside Industrial Estate is located to the south east of the settlement, which is a significant employment base and separates Caldicot from neighbouring Portskewett. To the west of the settlement is land protected by a 'Green Wedge', which is in place to separate Caldicot from the



neighbouring settlement of Rogiet. South of the settlement, the land is constrained by flood plain. Growth in recent years has been to the north east of the settlement.

### **Magor and Undy**

A 2.28 Magor and Undy also scores well within the sustainable settlement hierarchy, it is well connected with regard to road links and has the only motorway junction within the Severnside area, which is located north west of the settlement, with the M4 bounding the settlement to the north. In addition the settlements have easy access to the Severn Tunnel Junction Station at Rogiet and there is potential for a walkway rail station in Magor itself. Bus services also pass through the settlements linking them with Caldicot and Chepstow to the east and Newport to the west. There is land allocated for employment to the north west with the established Magor Brewery site and Wales One Business Park, which capitalises on the good road links. Recent growth has been directed to the north east of the settlement. South of the settlement is constrained by flood plain and Gwent Levels SSSI.

### **Rogiet**

A 2.29 Rogiet is a smaller cluster settlement, which scores well in the sustainability appraisal due to its well-serviced Severn Tunnel Junction train station and proximity to nearby amenities especially in Caldicot. Located to the south of the B4245, Rogiet has public transport links to Caldicot to the east, and Magor and Undy to the west. Rogiet is constrained by Green Wedge, which lies to the east and west of the settlement, although current green wedge designations will be reviewed as part of the RLDP process. To the north of the settlement is the M48 and south of the settlement is the railway line with much of the land constrained by flood plain.

### **Portskewett**

A 2.30 Portskewett, a smaller cluster settlement, is located to the east of Caldicot, linked to that settlement by the Severnbridge Industrial Estate. Similar to the other settlements within the Severnside region, it is bound by the railway line and constrained by flood plain land to the south. Its close proximity to Caldicot means that a range of facilities and services are easily accessible and it also acts as a larger hub for the smaller settlement of Sudbrook to the south, which it has close ties with. Portskewett has recently had growth directed to the north west of the settlement under an allocated site in the current LDP.

### **Sudbrook**

A 2.31 Originally established for workers constructing the Severn Railway Tunnel, Sudbrook is immediately adjacent to the Severn Estuary SSSI, SAC, SPA and Ramsar site. Sudbrook is well connected to the larger settlement of Portskewett. Sudbrook itself has grown in recent years with planning permission granted on two former employment brownfield sites, The Old Ship Yard, north east of the settlement; and at The Paper Mill, south west of the Settlement, where redevelopment is progressing well.

## Crick

A 2.32 Crick, the smallest settlement (by population and size) within the Severnside cluster, is located approximately 1 mile north east of Caldicot and 1 mile east of Caerwent. Crick itself is bisected by the A48 road, which runs from Chepstow in the south east of the County to Newport and beyond. The M48, which ‘fly’s-over’ the A48 acts as a physical barrier to the west of Crick.

## Caerwent

A 2.33 The settlement of Caerwent sits astride the A48, north of Caldicot and west of Crick. Caerwent has important Roman history with the remains of the town of Caerwent acknowledged to be of European significance and to constitute one of the most important archaeological sites in Wales. The historic town of Caerwent is therefore designated as a Scheduled Ancient Monument and protected against development. Most recent development within the settlement, at Merton Green, has taken place to the north of the A48. There is a large expanse of Ministry of Defence (MOD) land located to the north of Caerwent, which also extends to the area north above the neighbouring settlement of Crick.

A 2.34 Options for the potential future strategic direction of growth of Severnside are being considered. Bearing in mind the constraints of the smaller cluster settlements and the recent growth directed to Magor and Undy , focus of the growth of Severnside is likely to be directed towards Caldicot, which is the most sustainable settlement within the Severnside region. The directions of potential strategic growth include:-

- **J - Land north east of Caldicot.** Development here would extend the settlement of Caldicot to the north east, towards the settlement of Crick and extend development north of the Caldicot Castle Country Park, a Conservation Area and an area currently designated as an Area of Amenity Importance under the current Adopted LDP. Part of the growth area also includes a commercial equestrian centre. Under the current landscape assessment of the Adopted LDP landscape sensitivity is predominantly medium with some medium to high towards the Mount Ballan Region<sup>60</sup>. In terms of agricultural land, the area is classified as predictive grade 1 BMV land, which is the highest predictive grade of agricultural land<sup>61</sup>. In terms of distance from Caldicot town centre, it is just under a mile (from a central point of the growth area) and approximately 14 minutes walking distance. Another consideration is that part of this area is within in the limestone minerals safeguarding area.

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<sup>60</sup> Landscape Sensitivity and Capacity Study (June 2010) This Study will be updated as part of the evidence base for the Deposit Plan, so sensitivity levels may be subject to change.

<sup>61</sup> All of the agricultural land around Caldicot is currently identified as Grade 1 BMV on the predictive map, however, these grades are likely to change following detailed surveys.

Candidate Reference No.	Site	Site Name	Site Area (Ha)
CS0065		Land at Bradbury Farm	29.1ha
CS0087		The Showground	36.06ha
CS0127		Land to the east of Church Road	10.09ha

- **K - Land north west of Caldicot.** Development here would extend the settlement of Caldicot to the north west, which would extend to the other side of the M48 motorway. Agricultural land here is also predictive grade 1 BMV land and part of the land to be developed is a former golf course. Other considerations include its location in the limestone minerals safeguarding area (the now dis-used Caerwent Quarry is within close proximity). The area has been categorised as being of high-medium landscape sensitivity under the current adopted LDP<sup>62</sup> and its distance to the town centre from a central point of this growth area is approximately 1.3 miles, a walking distance of approximately 19 minutes.

Candidate Reference No.	Site	Site Name	Site Area (Ha)
CS0129		Dewstow Road	37ha

- **L - Land west of Caldicot/east of Rogiet.** The land between the settlements of Caldicot and Rogiet is level agricultural land, which is identified as predictive grade 1 BMV land. The land is also currently designated as 'Green Wedge' and substantial development could affect the degree of physical and visual separation between these two settlements, as well as the visual impact upon the surrounding landscape. The land is designated medium landscape sensitivity under the current adopted LDP<sup>63</sup>. The walking distance to facilities and services, the nearest being Caldicot town centre, is just under a mile, a walking distance of approximately 14 minutes. There are also some facilities and services available in Rogiet. Part of the growth area towards the south is constrained by a C1 flood plain. The site however, is outside the limestone and minerals safeguarding area.

<sup>62</sup> Landscape Sensitivity and Capacity Study (June 2010) This Study will be updated as part of the evidence base for the Deposit Plan, so sensitivity levels may be subject to change.

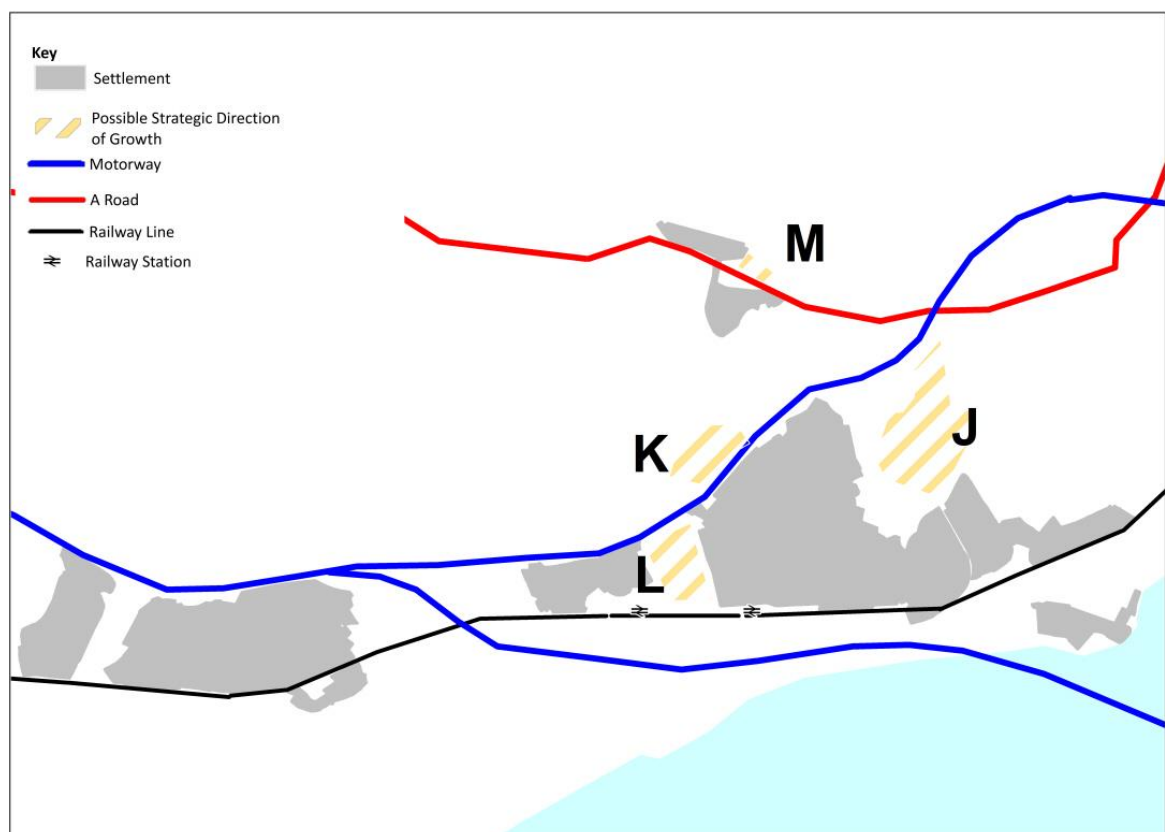
<sup>63</sup> Landscape Sensitivity and Capacity Study (June 2010) This Study will be updated as part of the evidence base for the Deposit Plan, so sensitivity levels may be subject to change.

Candidate Reference No.	Site	Site Name	Site Area (Ha)
CS0150		Land East of Rogiet	35ha
CS0163		Land to the West of Caldicot and East of Rogiet	34.6ha

- M - Land east of Caerwent.** Development here would extend the settlement of Caerwent to the east, north of the A48. The land is identified as predictive grade 1 BMV agricultural land and partly within the limestone and minerals safeguarding area. The distance to the facilities and services of Caldicot town centre is approximately 2.2 miles and an approximate 33 minute walk, although it is acknowledged there are some limited facilities, such as a Post Office in the nearest settlement of Caerwent.

Candidate Reference No.	Site	Site Name	Site Area (Ha)
CS0166		Caerwent A	8.8ha

### Sevenside Strategic Growth Options



### APPENDIX 3: 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 PPW10 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.	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.	Carry forward as a Development Management Policy in the RLDP.
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.	Carry forward as a Development Management Policy in the RLDP with amendments to reflect Officer Working Group comments.

Existing Development Management Policies		Commentary	Recommendation
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 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.	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.	Carry forward as a Development Management Policy in the RLDP.
H7	Affordable Housing Rural Exceptions	Policy functioning effectively. Minor amendments required to reflect Officer Working Group comments and PPW10 guidance on Affordable Housing Exception sites being within or adjoining all settlement boundaries.	Carry forward as a Development Management Policy in the RLDP with amendments to reflect Officer Working Group comments and national policy guidance.
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.	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.

Existing Development Management Policies		Commentary	Recommendation
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 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.
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	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.
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.

Existing Development Management Policies		Commentary	Recommendation
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.
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	Policy is functioning effectively. Amendments may be necessary to reflect Officer Working Group comments and updated Welsh Government guidance set out in Chief Planning Officer letter of 12 <sup>th</sup> June 2018.	Carry forward as a Development Management Policy in the RLDP with amendments to reflect Officer Working Group comments and updated national policy guidance.
RE6	Provision of Recreation, Tourism and Leisure Facilities in the Open Countryside	Amendments may be necessary to reflect update national planning policy and Officer Working Group comments and amendments to address the lack of clarity identified by 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 may be necessary to reflect update national planning policy and Officer Working Group comments and amendments to address the lack of clarity identified by 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 may be necessary to reflect update national planning policy and Officer Working Group comments and amendments to address the lack of clarity identified by Economy and Development	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



Existing Development Management Policies		Commentary	Recommendation
		Select Committee which the Sustainable Tourism SPG has sought to resolve.	and Development Select Committee which the Sustainable Tourism SPG has sought to resolve.
T3	Golf Courses	Amendments may be necessary to reflect update national planning policy and Officer Working Group comments and amendments to address the lack of clarity identified by 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.
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 Group 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.

Existing Development Management Policies		Commentary	Recommendation
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. The emerging draft Landscape SPG will provide further clarity on interpretation and implementation of this policy once adopted.	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 to ensure designations are justified and consistent with updated planning policy guidance.	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 policy.	Carry forward as a Development Management Policy in the RLDP with minor amendments.
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. 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.	Carry forward as a Development Management Policy in the RLDP.

Existing Development Management Policies		Commentary	Recommendation
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 functioning effectively.	Carry forward as a Development Management Policy in the RLDP with minor amendments.
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 S16 – Sustainable Waste Management set out in the Preferred Strategy (March 2020)	Delete policy as policy objectives are addressed by the draft Strategic Policy S16 – Sustainable Waste Management as set out in the Preferred Strategy (March 2020).
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 emerging Regional Technical Statement – 2 <sup>nd</sup> 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 <sup>nd</sup> Revision.
M3	Mineral Site Buffer Zones	Policy is functioning effectively. Amendments may be necessary to reflect the findings of the emerging Regional Technical Statement – 2 <sup>nd</sup> 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 <sup>nd</sup> 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.
MV5	Improvements to Public Transport Interchanges and Facilities	Policy has had limited use, but the principles remain relevant.	Carry forward as a Development Management Policy in the RLDP.

Existing Development Management Policies		Commentary	Recommendation
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 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.	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 consideration of the suggestions from Abergavenny Civic Society.	Carry forward as a Development Management Policy with amendments to reflect contextual changes, updated national planning policy guidance, Officer Working Group comments and 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, 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 minor amendments.

Existing Development Management Policies		Commentary	Recommendation
DES4	Advance Tourism Signs	Policy is functioning effectively.	Carry forward as a Development Management Policy in the RLDP.
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.

### Question

Do you agree with the recommendations with regard to the existing Adopted LDP Development Management Policies?