

# **Monmouthshire Replacement Local Development Plan**

## **GROWTH AND SPATIAL OPTIONS PAPER**

**December 2020**



**monmouthshire**  
**sir fynwy**



## CONTENTS

	Page
Executive Summary	i
<b>1. Introduction</b>	<b>1</b>
<b>2. Replacement LDP Growth Scenarios and Options</b>	<b>8</b>
<b>3. Replacement LDP Spatial Options</b>	<b>75</b>
<b>4. Next Steps</b>	<b>110</b>
Glossary	
Appendices:	
<b>1 – Monmouthshire RLDP Updating Demographic Evidence Report Edge Analytics (November 2020)</b>	
<b>2 - Monmouthshire RLDP Affordable Housing Evidence Addendum Report Edge Analytics (November 2020)</b>	
<b>3 – RLDP Objectives</b>	
<b>4 – ISA Objectives</b>	
<b>5 – Long List of Growth Scenarios</b>	
<b>6 – Long List of Spatial Options</b>	
<b>7 – Summary Matrix of Growth Options against the RLDP Objectives</b>	
<b>8 – Summary Matrix of Growth Options against the ISA Objectives</b>	
<b>9 – Summary Matrix of the Spatial Options against the RLDP Objectives</b>	
<b>10 – Summary Matrix of the Spatial Options against the ISA Objectives</b>	



## Executive Summary

- 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 in Autumn 2023.
- ii. The RLDP will be accompanied by an Integrated Sustainability Appraisal (ISA) which will consider the environmental, equalities, health and well-being impacts of the Plan. The Integrated Sustainability Appraisal is a working document, updated as the RLDP progresses. The RLDP will include an Infrastructure Plan, setting out what is needed to support the development of the allocated sites, and will sit alongside a 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.
- iii. We originally consulted on a range of growth and spatial options in the summer of 2019, the decision has been made, however, to revisit this stage of the Plan process. The Welsh Government population and household projections form the starting point for the RLDP evidence on growth levels, onto which policy choices can be added as needed, for example to ensure that the County's identified issues are addressed, objectives met and vision achieved. The publication of corrected Welsh Government 2018-based population and household projections in August 2020 comprise important new evidence that requires consideration to ensure that the evidence base for the RLDP is robust and based on the most up to date information. Consequently we need to revisit both the Growth and Spatial Options and Preferred Strategy stages of the plan preparation process.
- iv. This Paper sets out alternative growth and spatial options for the RLDP, together with the implications of each option and the extent to which they will achieve the RLDP and Integrated Sustainability Appraisal (ISA) objectives. The options presented in this Paper provide an indication of the scale of growth (housing and employment) that the RLDP will potentially need to include and broad options of where that growth could be located (spatial option), having regard to the evidence base and policy aspirations.

### Growth Options

- v. Section 2 of the Paper presents a range of alternative demographic, dwelling and employment-led growth options for consideration to inform the RLDP (2018-2033).
- vi. In light of the publication of corrected Welsh Government 2018-based projections Monmouthshire has commissioned Edge Analytics to prepare a range of up-dated demographic, dwelling and employment growth scenarios to inform the RLDP growth options.
- vii. A total of fourteen different scenarios have been generated for Monmouthshire, together with further sensitivity testing for all of the demographic and dwelling-led scenarios with regard to household formation and commuting ratios. From these fourteen different scenarios, six growth options have been selected for consultation

(see Table below). These six options have been the subject of further testing to establish the impact on demography, household formation and employment of an affordable-housing policy-led strategy. 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.

- viii. This Paper considers the population, household, dwelling and employment implications associated with each of the alternative growth options set out below, together with their wider implications for the County and the extent to which they will achieve the RLDP's and ISA objectives. A summary of the implications associated with each option is provided in Table 6.
- ix. Based on the assessment of the growth options our preferred option to address the County's issues/challenges and meet the RLDP and ISA objectives is Growth Option 5, Population-led (with added policy assumptions).<sup>1</sup>
- x. To provide an indication of the baseline position, the 2019 Office for National Statistics Mid-Year Estimate gives Monmouthshire a population of 94,590; the 2011 Census recorded 38,233 households in Monmouthshire; and the 2011 Census recorded 40,044 dwellings in Monmouthshire. The preferred Growth Option (5) would result in a population increase 12,443 (13.2%) and an additional 7,605 homes over the Plan period (2,945 new homes once existing commitments and windfall allowances are taken into account).

---

<sup>1</sup> This is the PG Long Term (adjusted) (5yr) (MR, CR\_R), AH) scenario from the Edge Analytics Reports.

## Summary of Selected Growth Options

Options (type)		Assumptions	Additional homes by 2033	Additional jobs by 2033
Option 1 (Demographic)	<b>Balanced Migration (with added policy assumptions)</b> (Net Nil Migration (MR, CR_R), AH )	Internal and international migration flows are balanced between in- and out-flows, resulting in zero net migration. Household membership rates for the young adult age-groups (19-24, 25-29, 30-34) have been adjusted to 'return' to their 2001 values between 2018-2033. Commuting ratio reduces from 2011 Census value (1.12) to 2001 Census value (1.10) over the plan period. An average of 53dpa is added to the projected dwelling growth under this scenario between 2018-2033. This will meet a policy-led objective of achieving 10% of the projected need arising from this option, as evidenced by the LHMA, on sites with 50% affordable housing.	-255 homes	-1800 jobs
Option 2 (Demographic)	<b>WG 2018-based Principal Projection (AH)</b>	Replicates the WG 2018-based population projection. Migration assumptions are based on the five-year period prior to 2018 (i.e. 2013/14–2017/18). An average of 71dpa is added to the projected dwelling growth under this scenario between 2018-2033. This will meet a policy-led objective of achieving 10% of the projected need arising from this option, as evidenced by the LHMA, on sites with 50% affordable housing.	+3930 homes	+3,120 jobs
Option 3 (Demographic)	<b>WG 2018-based Principal Projection (with added policy assumptions)</b> (WG 2018-based Principal (MR, CR_R), AH)	Replicates the WG 2018-based population projection. Migration assumptions are based on the five-year period prior to 2018 (i.e. 2013/14–2017/18). Household membership rates for the young adult age-groups (19-24, 25-29, 30-34) have been adjusted to 'return' to their 2001 values between 2018-2033. Commuting ratio reduces from 2011 Census value (1.12) to 2001 Census value (1.10) over the plan period. An average of 76dpa is added to the projected dwelling growth under this scenario between 2018-2033. This will meet a policy-led objective of achieving 10% of the projected need arising from this option, as evidenced by the LHMA, on sites with 50% affordable housing.	+4770 homes	+3975 jobs
Option 4 (Dwelling)	<b>Dwelling-led Average (based on dwelling completion rates)</b> (Dwelling-	Annual dwelling growth is applied from 2020/21 onward, based on the last five years of completions (2015/16–2019/20). This gives an average annual dwelling growth of +310 pa in Monmouthshire. An average of 80dpa is added to the projected dwelling growth under this scenario between 2018-2033. This will meet a policy-led objective of achieving 10% of the	+6030 homes	+5460 jobs

	led 5 year average, AH)	projected need arising from this option, as evidenced by the LHMA, on sites with 50% affordable housing.		
Option 5 (Demographic)	<b>Population-led projection(with added policy assumptions)</b> (PG Long Term (adjusted) (5yr) (MR, CR_R), AH)	Internal in-migration rates are adjusted to reflect higher in-migration (based on the last 5-years) from Bristol and South Gloucestershire, to take account of the removal of the Severn Bridge tolls. All other migration flow assumptions are consistent with the PG Long Term scenario. Household membership rates for the young adult age-groups (19-24, 25-29, 30-34) have been adjusted to 'return' to their 2001 values between 2018-2033. Commuting ratio reduces from 2011 Census value (1.12) to 2001 Census value (1.10) over the plan period. An average of 94dpa is added to the projected dwelling growth under this scenario between 2018-2033. This will meet a policy-led objective of achieving 10% of the projected need arising from this option, as evidenced by the LHMA, on sites with 50% affordable housing.	+7605 homes	+7215 jobs
Option 6 (Employment)	<b>Employment-led projection (with added policy assumptions)</b> (Radical Structural Change Higher (CR_R), AH)	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 (2019) (2.9%). An average of 124dpa is added to the projected dwelling growth under this scenario between 2018-2033. This will meet a policy-led objective of achieving 10% of the projected need arising from this option, as evidenced by the LHMA, on sites with 50% affordable housing.	+9060 homes	+9630 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.				



## Spatial Strategy Options

- xi. Section 3 of the Paper sets out four spatial strategy options for accommodating the proposed level of housing and employment growth:
- **Option 1: Continuation of the Existing LDP Strategy** – Growth would be distributed around the County with a particular focus on Main Towns<sup>2</sup>, with some development in Severnside<sup>3</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: Distribute Growth Proportionately across the County's most Sustainable Settlements<sup>4</sup>** – Growth, including jobs and affordable housing, would be distributed across the County's most sustainable settlements, with the level of growth proportionate to that settlement's size and amenities, affordable housing need as identified in the LHMA, the capacity for growth and/or the need for development to sustain the community.
  - **Option 3: Focus Growth on the M4 corridor** – Growth would be predominantly located in the South of the County in the Severnside area close to the M4/M48, to capitalise on its strategic links to the Cardiff Capital Region and South West England, existing economic opportunities and regional infrastructure connections, including via the South Wales Main rail line at Severn Tunnel Junction. Affordable Housing would be directed to those sustainable areas in the South of the County identified in the LHMA as having the greatest housing need.
  - **Option 4: Focus Growth in the North of the County** – Growth would be predominantly located in the most sustainable 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 towards Herefordshire via the A449 and A40, along with rail links to Newport, Cardiff and the North via the Welsh Marches line. Affordable Housing would be directed to those sustainable areas in the North of the County identified in the LHMA as having the greatest housing need.
- xii. The advantages and disadvantages of each spatial option and the extent to which they will achieve the RLDP and ISA objectives are set out in Section 3, together with an indicative map of each option. Based on the assessment of the spatial options our preferred option to address the County's issues/challenges and meet the RLDP and ISA

---

<sup>2</sup> As identified in Policy S1 of the Adopted Local Development Plan (2014), now renamed to Primary Settlements and includes the addition of Llanfoist.

<sup>3</sup> As identified in Policy S1 of the Adopted Local Development Plan (2014), with the addition of Crick.

<sup>4</sup> A Sustainable Settlement Appraisal will be published to inform the Preferred Strategy to identify these settlements. This will consider settlements in terms of their location, level of service provision, capacity and their role and function within the area.

objectives is Spatial Option 2 to Distribute Growth Proportionately across the County's most Sustainable Settlements<sup>5</sup>.

### **Engagement/Consultation**

- xiii. There is no statutory requirement for consultation on the Growth and Spatial Options. However, in accordance with the RLDP Revised Delivery Agreement (October 2020) and as with the original growth and spatial options, it is considered appropriate to continue to engage with stakeholders/our communities at this key stage of the process to help build consensus on the growth levels and spatial strategy of the RLDP and to fully understand the implications of the options.
- xiv. Non-statutory engagement and consultation on the Growth and Spatial Options Paper will take place for a four-week period from 4<sup>th</sup> January 2021 to 1<sup>st</sup> February 2021, whereby comments will be invited on the consultation questions set out in Sections 2 and 3. An Easy Read version of this document has also been prepared which is available to view via the Planning Policy pages of the Council's website.
- xv. Feedback from the consultation/engagement on the Growth and Spatial Options Paper will be considered and, where appropriate, will inform the preferred growth and spatial strategy options which will be set out in the Preferred Strategy. The RLDP Preferred Strategy will be the subject of engagement/consultation in May/June 2021.

---

<sup>5</sup> A Sustainable Settlement Appraisal will be published to inform the Preferred Strategy to identify these settlements. This will consider settlements in terms of their location, level of service provision, capacity and their role and function within the area.

# 1 Introduction

## Purpose of this paper

- 1.1 The Growth and Spatial Options Paper sets out a number of alternative growth and spatial strategy options for consideration as part of the Replacement Local Development Plan (RLDP) process, informed by a range of evidence. The consideration of realistic growth and spatial options is an important part of the preparation of the RLDP which is intended to facilitate discussion and inform the next key stage of the process, the Preferred Strategy. The Paper will therefore have a key role in informing the RLDP Preferred Strategy which will set out the Council's preferred levels of growth for housing and employment over the Plan period and identify broad locations for accommodating this growth in order to ensure the delivery of sustainable and resilient communities. The Preferred Strategy will be made available for consultation in May / June 2021.

## Background

- 1.2 Monmouthshire County Council (MCC) is in the process of preparing a 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 vision for the future of the County and its communities. The RLDP will set out land use development proposals for the County and will identify where and how much new development will take place over the Replacement Plan period. It will also identify areas to be protected from development and provide policies against which future planning applications will be assessed.
- 1.3 The RLDP is being prepared in accordance with the Revised Delivery Agreement (October 2020). One of the first key stages of the RLDP process involved the preparation of the Issues, Vision and Objectives. The Issues, Vision and Objectives Paper identifies the key issues, challenges and drivers facing the County and sets out the vision and objectives for the RLDP. This paper was subject to targeted engagement in January-February 2019<sup>6</sup>. The Issues, Vision and Objectives Paper was subsequently reviewed and amended to reflect relevant feedback from the targeted engagement process, the Council's declaration of a climate emergency in May 2019 and continued development of the RLDP evidence base.
- 1.4 Subsequent to the preparation of the Issues, Vision and Objectives Paper we progressed with the Growth and Spatial Options and Preferred Strategy stages of the RLDP process. A non-statutory consultation on the Growth and Spatial Options was undertaken for a four-week period between 8<sup>th</sup> July and 5<sup>th</sup> August 2019 and a statutory consultation on the RLDP Preferred Strategy commenced on the 9<sup>th</sup> of March 2020.

---

<sup>6</sup> The Issues, Vision and Objectives Paper (June 2019) is available to view on the Planning Policy pages of the Council's website

- 1.5 Progress on the RLDP was paused in March 2020 because the Covid-19 pandemic meant we could not continue with the public engagement events. Following advice issued in a letter from the Minister for Housing and Local Government (7<sup>th</sup> July 2020)<sup>7</sup>, the decision was made to cease the RLDP Preferred Strategy consultation and second call for candidate sites on 20<sup>th</sup> July 2020. The letter requires Local Planning Authorities to undertake an assessment of the RLDP evidence base, strategy and policies in terms of sensitivity to the consequences of the current pandemic before progressing with Plan preparation.
- 1.6 A review of the RLDP Issues, Vision and Objectives was undertaken in June 2020 and incorporated into the RLDP Review of Issues, Vision Objectives (IVO) and Evidence Base (September 2020)<sup>8</sup>. This review demonstrated that the Plan's Issues, Vision and Objectives remain relevant to Monmouthshire. The review concluded that in light of Covid-19 a number of issues and objectives are now considered to have increased emphasis and importance, consistent with the priorities identified in the Welsh Government *Building Better Places* document published in July 2020<sup>9</sup>. The current pandemic has clearly demonstrated the importance of ensuring our communities are balanced and socially sustainable, particularly in terms of demography.
- 1.7 In February 2020 Welsh Government (WG) published its 2018-based population and household projections. Subsequently these projections were found to contain an error. The error was caused by incorrect processing of cross-border flows between Wales and England in the ONS national projection, resulting in the projected mid-2028 population for Wales being approximately 65,000 too low, and that for England being approximately 65,000 too high. The projections were therefore withdrawn.
- 1.8 In August 2020, the WG published corrected 2018-based population and household projections, these constitute a first update since the 2014-based population and household projections. There have been no changes to the assumptions and structure of the WG household projection model, but the population projections have been subject to a number of important modifications and enhancements, as follows:
- The revised projections are no longer constrained to the 2018-based national population projections, produced by the ONS. This is a change to the 2018-based projections published in February 2020 which were constrained to the national population projection.
  - Fertility, mortality and migration assumptions are drawn from the five-years to 2018.
  - Internal Migration assumptions are based on migration rates rather than fixed counts.

---

<sup>7</sup> [https://gov.wales/sites/default/files/publications/2020-07/planning-and-the-post-covid-19-recovery-letter-to-local-authorities\\_0.pdf](https://gov.wales/sites/default/files/publications/2020-07/planning-and-the-post-covid-19-recovery-letter-to-local-authorities_0.pdf)

<sup>8</sup> <https://www.monmouthshire.gov.uk/app/uploads/2020/11/Monmouthshire-RLDP-Review-of-Issues-Vision-Objectives-and-Evidence-Base-in-Light-of-Covid.pdf>

<sup>9</sup> <https://gov.wales/sites/default/files/publications/2020-07/building-better-places-the-planning-system-delivering-resilient-and-brighter-futures.pdf>

- 1.9 National policy requires that updates to nationally published data, such as household and population projections should be taken into account (Development Plans Manual, March 2020, Para. 3.83). The latest WG population and household projections form the starting point for the Plan's evidence base on growth levels, onto which policy choices can be added to ensure that the issues are addressed, objectives met and vision achieved. At the time of the consultation on the Growth and Spatial Options in July/August 2019 the latest available projections were the WG 2014-based population and household projections. The updated projections comprise important new evidence that requires consideration.
- 1.10 Following a review of the corrected WG 2018-based projections for Monmouthshire, Edge Analytics were commissioned to update the scenarios configured in June 2019, incorporating the latest WG evidence. Edge Analytics have also modelled additional scenarios, using alternative assumptions on fertility, mortality, and migration to assess the impact on the projections of the methodological changes.
- 1.11 In accordance with Welsh Government guidance realistic options should be identified. The identified options should be: genuine, reasonable, reflect the evidence and the plan issues/objectives, meet the evidenced needs of the area, deliverable within the plan period, conform to national policy, complement regional or local initiatives and be flexible and sustainable (Development Plans Manual, March 2020, Para. 3.87).
- 1.12 A total of 14 scenarios have been generated, these have been assessed and 6 scenarios selected for consultation. This paper sets out these 6 alternative growth options together with 4 possible spatial options for the RLDP, based on this updated evidence. It also sets out the implications of each option and the extent to which they will achieve both the RLDP and Integrated Sustainability Appraisal (ISA) objectives.
- 1.13 The ISA, which accompanies the RLDP, will consider the environmental, equalities, health and well-being impacts of the Plan. The ISA is a working document, updated as the RLDP progresses. To help inform this stage of the process the anticipated impacts of each selected growth and spatial options have been assessed against the ISA Objectives and are included in this Paper. The RLDP will also be accompanied by an Infrastructure Plan, setting out what is needed to support the development of the allocated sites, as well as a 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.
- 1.14 The options presented in this Paper provide an indication of the scale of growth (dwelling and employment) that the RLDP will potentially need to address and possible spatial strategy options for accommodating that growth, having regard to the evidence base and policy aspirations. Having assessed both the growth and spatial options in light of both the RLDP and ISA objectives and the issues/challenges that Monmouthshire is facing, Growth Option 5 – Population-led (with added policy assumptions) and Spatial Option 2 – Distribute Growth Proportionately across the

County's most Sustainable Settlements, are the Council's preferred options. The purpose of this non-statutory consultation is to establish whether, based on the options assessment and evidence provided, there is consensus on the preferred options or whether alternative options are preferred. Support for preferred alternative options should be accompanied by details of how they will address both the RLDP and ISA objectives and the issues/challenges Monmouthshire is facing.

- 1.15 The unavoidable delays detailed above with regard to the Covid-19 pandemic, the review of the IVO and the publication of updated key evidence has necessitated a further revision to the RLDP Delivery Agreement timetable and community involvement scheme. The Revised Delivery Agreement<sup>10</sup>, together with the RLDP Review of Issues, Vision and Objectives and Evidence Base, were reported to the Council on 22<sup>nd</sup> October 2020. The Revised Delivery Agreement was approved by the Welsh Government<sup>11</sup> on 30<sup>th</sup> October 2020, meaning that work on the RLDP will progress in accordance with the revised timetable.

### Evidence Base

- 1.16 This Paper has been informed by a range of background evidence which includes the following:
- RLDP Revised Delivery Agreement (October 2020).
  - Annual Monitoring Reports (AMRs) that monitor the progress of the Adopted LDP; 2014-2015, 2015-2016, 2016-2017, 2017-2018, 2018-2019 and 2019-20.
  - The Adopted LDP Review Report (March 2018) evaluates the extent to which the adopted LDP is functioning effectively.
  - The Monmouthshire Public Service Board Well-being Plan (February 2018) identifies important issues for the County as a whole that must be considered.
  - Monmouthshire Corporate Business Plan 2017-2022 (Incorporating Well-being Objectives) (February 2018) sets out the Council's four Well-being objectives.
  - The Issues, Vision and Objectives Paper (January 2019, as amended June 2019) which sets out the key issues, challenges and drivers facing the County along with the RLDP vision and objectives to address the issues, challenges and drivers identified.
  - The RLDP Review of the Issues, Vision and Objectives and Evidence Base in light of Covid-19 (June 2020).
  - The updated Monmouthshire RLDP Demographic Evidence produced by Edge Analytics (November 2020) which considers the impact of demographic, housing and employment change and provides growth scenarios for the Local Authority area.
  - Edge Analytics Affordable Housing Evidence Report (November 2020)

---

<sup>10</sup> <https://www.monmouthshire.gov.uk/app/uploads/2020/11/Revised-DA-October-2020-Final.pdf>

<sup>11</sup> <https://www.monmouthshire.gov.uk/app/uploads/2020/11/Monmouthshire-LDP-1st-Plan-Revision-2nd-Revision-DA-Agreement-Letter-FINAL.pdf>

- Candidate Site Register (February 2019) which provides a log of the Candidate Sites submitted during the first call, to be considered for inclusion for development, redevelopment and/or protection in the RLDP.
  - MCC Economies of the Future Reports (2018) and associated economic ambition.
  - Wider contextual issues, including the CCR City Deal and the recent removal of the Severn Bridge Tolls.
- 1.17 In particular, this Paper should be read alongside the RLDP Issues, Vision and Objectives Paper (January 2019, as amended June 2019), the RLDP Review of the Issues, Vision and Objectives and Evidence Base in Light of Covid-19 (June 2020), the Monmouthshire RLDP Updated Demographic Evidence Report (November 2020) and Monmouthshire Affordable Housing Report produced by Edge Analytics (November 2020).
- 1.18 Further data will be collated as part of the RLDP evidence base and findings will be published at the appropriate times during the preparation of the RLDP. A number of background papers will also be produced as part of the RLDP preparation.

### Structure

- 1.19 This Paper is structured as follows:

**Section 1 Introduction** – outlines the purpose, background, evidence base and consultation arrangements of the Growth and Spatial Options Paper.

**Section 2 Growth Scenarios and Options** - sets out a range of alternative demographic, housing and economic growth options for consideration to inform the Replacement LDP (2018-2033). The population, household, dwelling and employment implications associated with each of the alternative growth options are presented, together with their wider implications for the County and the extent to which they align with the RLDP and ISA objectives.

**Section 3 Spatial Strategy Options** - presents a range of spatial strategy options for accommodating the required level of housing and employment growth in the County. The implications associated with each of the alternative spatial strategy options and the extent to which they align with the RLDP and ISA objectives are set out.

**Section 4 Next Steps** - sets out the next key stages in the RLDP process.

**Appendix 1** – Monmouthshire RLDP Demographic Evidence Edge Analytics (November 2020)

**Appendix 2** – Monmouthshire RLDP Affordable Housing Evidence Addendum Report Edge Analytics (November 2020)

**Appendix 3** – RLDP Objectives

**Appendix 4** – ISA Objectives

**Appendix 5** – Long List of Growth Scenarios

**Appendix 6 – Long List of Spatial Options**

**Appendix 7 – Summary Matrix of Growth Options against the RLDP Objectives**

**Appendix 8 – Summary Matrix of Growth Options against the ISA Objectives**

**Appendix 9 – Summary Matrix of the Spatial Options against the RLDP Objectives**

**Appendix 10 – Summary Matrix of the Spatial Options against the ISA Objectives**

**Consultation on the RLDP Growth and Spatial Options**

- 1.20 There is no statutory requirement for consultation on the Growth and Spatial Options. However, in accordance with the RLDP Revised Delivery Agreement (October 2020) and as with the original growth and spatial options, it is considered appropriate to continue to engage with stakeholders/our communities at this key stage of the process to help build consensus on the growth levels and spatial strategy of the RLDP and to fully understand the implications of the options. Engagement/consultation at this stage of the process will also ensure that the Council accords with two of the five ways of working as set out in the Well-being of Future Generations Act (i.e. involvement and collaboration).
- 1.21 Non-statutory engagement and consultation on the Growth and Spatial Options will take place for a four week period from 4<sup>th</sup> January 2021 to 1<sup>st</sup> February 2021, whereby comments will be invited on the consultation questions set out in the Paper. Our consultation and engagement arrangements have been revised in light of the Covid-19 pandemic and reflect the Coronavirus Regulations (2020) and recent Ministerial advice<sup>12</sup>. We have reviewed the use of digital involvement options to provide communities with information and the ability to engage with the RLDP in a virtual manner. Further details are provided in the Revised Delivery Agreement (October 2020)<sup>13</sup>. Engagement/consultation will also take place via:
- Planning Policy officer virtual attendance at Area Committee and Area Cluster meeting during January 2021;
  - A Members' Workshop on 8<sup>th</sup> December 2020 (hosted by the Economy & Development Select Committee);
  - Scrutiny by Economy & Development Select Committee on 10<sup>th</sup> December 2020;
  - Internal discussions within the Council through DMT/SLT;
  - Notifying all parties on the RLDP database of the consultation.
- 1.22 Feedback from the consultation/engagement on the Growth and Spatial Options Paper will be considered and, where appropriate, will inform the preferred growth and spatial strategy options which will be set out in the Preferred Strategy. The RLDP

---

<sup>12</sup> Minister for Housing and Local Government Letter to Local Authority Leaders and Chief Executives National Park Authority Chief Executives – Planning System and Covid19, 7th July 2020

<sup>13</sup> <https://www.monmouthshire.gov.uk/app/uploads/2020/11/Revised-DA-October-2020-Final.pdf>



Preferred Strategy will be the subject of engagement/consultation and political reporting in May-June 2021.

- 1.23 This Paper is available to view on the Council's website and will be available to view at the Council's Community HUBs, please see the Planning Policy Current Consultations page on the Council's website for further details. An Easy Read version of this document has been prepared which can also be viewed on the website. Copies of the Easy Read will also be available at the Council's Community HUBs. For details of how to respond to this consultation please see the Planning Policy Current Consultations page on the Council's website.

## 2 RLDP Growth Scenarios and Options

### Purpose

- 2.1 This section of the report presents a range of alternative demographic, dwelling and employment-led growth options for consideration to inform the RLDP (2018-2033). In order to inform the level of housing and employment provision within the RLDP, a range of scenarios/trend-based assumptions need to be considered.
- 2.2 The 2018-based Welsh Government (WG) population and household projection variants form the starting point of the scenario analysis. However, it is important to consider alternative scenarios to test the impacts of different assumptions over the Plan period. This approach reflects current national planning policy guidance as set out in PPW10 (December 2018, paragraphs 4.2.6-4.2.7), which requires LPAs to consider and provide for a level of housing that is based on various sources of evidence rather than just the WG projections. This includes having regard to what the Plan is seeking to achieve, links between homes and jobs, affordable housing need as evidenced by the Local Housing Market Assessment (LHMA), as well as deliverability of the Plan, in order to identify an appropriate strategy for housing delivery in the area.
- 2.3 The Council commissioned Edge Analytics to prepare a range of updated demographic, dwelling and employment-led growth scenarios, using the 2018-based WG projections as the starting point, to inform the growth options/opportunities for the RLDP (the Edge Report is attached at Appendix 1). In accordance with the requirements of the WG Development Plans Manual (March 2020), the report considers the latest WG projections, as well as the latest available statistics and evidence, including the Monmouthshire Economies of the Future report (2018) and the Monmouthshire LHMA (2020), to provide a range of growth scenarios for the County. The Edge Report sets out a demographic profile of the County, illustrating the geographical context, components of population change (i.e. births, deaths and migration), housing completions and the changing age profile of the population. It then considers how much housing and employment growth would be needed over the RLDP period for each of the scenarios set out.

### Growth Scenarios

- 2.4 A total of fourteen different scenarios have been generated by Edge Analytics – the WG 2018-based Principal projection and two 2018-based variant projections, four alternative trend-based demographic scenarios, three dwelling-led scenarios and four employment-led scenarios. 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<sup>14</sup>. This has been done to ensure consistency between the demographic and dwelling-led scenarios and the employment-led scenarios. The

---

<sup>14</sup> The growth outcomes under each of the 6 scenarios selected for consultation excluding that part of the County which falls within the Brecon Beacons National Park are presented in Appendix C of the Edge Report.

employment-led scenarios are based on data which looks at trends for the whole County, not just that part which falls outside of the Brecon Beacons National Park.

2.5 In addition to these fourteen Scenarios, additional sensitivity testing has been undertaken for the demographic and dwelling-led scenarios. This sensitivity testing seeks to:

- address the County's unbalanced demographic, one of the key RLDP objectives, and one which has increased emphasis and importance in light of the Covid-19 pandemic. The WG 2018-based household projections showed increasing growth in households of 4 or more adults, indicating a trend for young adults to either live with their parents or in shared accommodation, unable to afford their own home. The sensitivity testing addresses this by modelling adjustments to the household membership rates for three key younger age groups (19-24, 25-29, 30-34). This approach will help retain younger adult age groups and rebalance Monmouthshire's ageing demographic (RLDP Objectives 9, 10, 11, 12 and 13).
- address out-commuting, another key objective for the Plan. The 2011 census indicated that 54% of the working age population commutes out of the County for work. The reduction in out-commuting in the sensitivity testing reflects the Council's economic ambition to attract new employment to the County and encourage people to reduce travel by working from home in accordance with WG ambition of 30% of people working from or near home. This approach will support the Council's Climate Emergency declaration (RLDP Objectives 1, 14, 15 and 17).

2.6 The sensitivity testing thus 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 into the area, whilst at the same time reducing out-commuting by retaining more of the resident workforce.

### Demographic and Dwelling-led Scenarios

2.7 The following demographic and dwelling-led scenarios have been generated by Edge Analytics. Each scenario has also been subject to the sensitivity testing detailed in paragraph 2.5.

**Table 1: Demographic and Dwelling-led Scenarios**

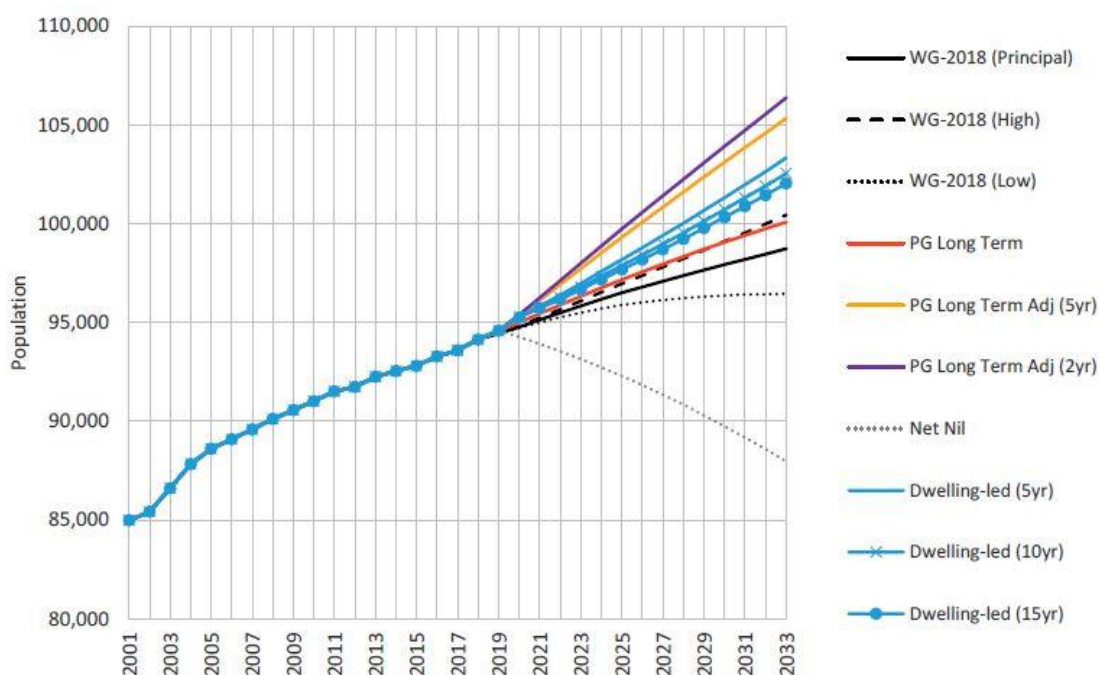
Welsh Government 2018-based	Assumptions
WG-2018 (Principal)	Replicates the WG 2018-based <i>Principal</i> population projection, using historical population evidence for 2001-2018.
WG-2018 (High)	Replicates the WG 2018-based <i>High</i> population projection, using historical population evidence for 2001-2018.
WG-2018 (Low)	

		Replicates the WG 2018-based <i>Low</i> population projection, using historical population evidence for 2001-2018.
<b>Trend-based Demographic</b>		<b>Assumptions</b>
POPGROUP Long Term		Uses an ONS 2019 MYE base year, with area-specific fertility and mortality assumptions derived from the WG 2018-based Principal projection. Migration assumptions are derived from an 18-year historical period (2001/02–2018/19).
POPGROUP Long Term Adjusted (5yr)		Uses an ONS 2019 MYE base year, with area-specific fertility and mortality assumptions derived from the WG 2018-based Principal projection. 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 toll. All other migration flows are consistent with the <b>PG Long Term scenario</b> .
POPGROUP Long Term Adjusted (2yr)		Uses an ONS 2019 MYE base year, with area-specific fertility and mortality assumptions derived from the WG 2018-based Principal projection. Internal in-migration rates are adjusted to reflect higher in-migration (based on the last 2-years) from Bristol and South Gloucestershire, following the removal of the Severn Bridge toll. All other migration flows are consistent with the <b>PG Long Term scenario</b> .
Net Nil Migration		Uses an ONS 2019 MYE, with area-specific fertility and mortality assumptions derived from the WG 2018-based Principal projection. Internal and international migration flows are balanced between in- and out-flows, resulting in zero net migration.
<b>Dwelling-led</b>		<b>Assumptions</b>
Dwelling-led year average	5	Models the population impact of an average dwelling growth of +310 dpa, based on a 5-year history of housing completions. The dwelling growth is applied from 2020/21 onwards, fixed throughout the Plan period.
Dwelling-led year average	10	Models the population impact of an average dwelling growth of +285 dpa, based on a 10-year history of housing completions. The dwelling growth is applied from 2020/21 onwards, fixed throughout the Plan period.
Dwelling-led year average	15	Models the population impact of an average dwelling growth of +269 dpa, based on a 15-year history of housing completions. The dwelling growth is applied from 2020/21 onwards, fixed throughout the Plan period.

2.8 The population growth trajectories for these scenarios for the RLDP period 2018-2033 are shown in Chart 1 below. Population growth ranges from -6.6% under the Net Nil scenario to +13.0% under the PG Long Term Adjusted (2yr) scenario. The 2019 Office for National Statistics mid-year estimate gives Monmouthshire a population of 94,590.

- 2.9 The household and dwelling implications of the demographic projections are evaluated through the application of membership rates, average household size, communal population statistics and a dwelling vacancy rate<sup>15</sup> of 4.5% based on the 2011 Census. In the dwelling-led scenarios these assumptions are used to determine the level of population growth required by the defined dwelling growth trajectory.

**Chart 1: Monmouthshire Population Growth Trajectory 2001–2033**



### Linking Population, Household and Employment Growth

- 2.10 It is recognised that there is not always a direct relationship between homes and jobs, however, it is important to consider both in tandem in order to assist in determining a sustainable level of growth to underpin the RLDP. Planning Policy Wales (PPW) advocates a holistic approach to planning, “Placemaking”, which draws upon an area’s potential to create high quality development that promotes people’s prosperity, health and well-being. Analysis has been undertaken to determine the likely demographic impact of various growth scenarios on homes and jobs with a view to achieving a sustainable balance between the two.
- 2.11 Using key assumptions on economic activity, unemployment and the commuting ratio (as defined in Table 2), the estimated employment growth that could be supported by the WG, dwelling and demographic trend scenarios has been calculated for each scenario as set out in the Edge Report. These assumptions have also been used in the employment-led scenarios.

<sup>15</sup> As defined in the Edge Analytics Demographic Report

**Table 2: Key Assumptions used in the Employment Growth Scenario Analysis**

<b>Economic Activity Rate</b>	<p>Economic activity rates are the proportion of the population that are actively involved in the labour force, either employed or unemployed and looking for work. Economic activity rates for Monmouthshire have been derived from the Census and adjusted in line with the Office for Budget Responsibility's (OBR) (July 2018) forecast of long-term changes to age-specific labour force participation. This forecast estimates that the aggregate economic activity rate (16-89) is estimated to reduce by approx. 2% points from 61% to 59% over the Plan period 2018-2033.</p> <p>More specifically, economic activity rates in the older age groups (55+) are expected to increase over the Plan period, especially in the female groups. A small decline in economic activity rates is expected amongst the 35-54 age groups, although an increase is expected in the female equivalent.</p>
<b>Unemployment Rate</b>	<p>Historical unemployment rates are sourced from ONS model-based estimates. For Monmouthshire the 2019 rate of 2.9% has been applied in the trend, Dwelling-led and core Employment-led scenarios, fixed throughout the forecast period.</p>
<b>Commuting Ratio<sup>16</sup></b>	<p>The 2011 Census recorded 43,210 workers living in Monmouthshire and 38,458 people working in Monmouthshire, which gives a net out-commuting ratio of 1.12 (i.e. there are more workers living in the County than available employment). A reduced commuting ratio of 1.10 has been applied to the employment-led scenarios and through the sensitivity testing to the demographic and dwelling-led scenarios to model the impact of this key objective.</p>

- 2.12 By applying the assumptions listed in table 2 to the individual scenarios it gives an estimation of the number of jobs that are likely to be needed for the arising resident population. Whilst this takes account of known trends with regard to economic activity rates, unemployment and the commuting ratio, it cannot take account of individual choice with regard to employment location. In light of the current Covid-19 pandemic working patterns have changed in the short term with a large increase in the number of people working from home. It is likely that the increased propensity for home and remote working will be a longer term trend over the Plan period. Welsh Government announced in September 2020 that they have a long-term ambition for around 30% of the Welsh workforce to work remotely either from home or near to home using community-based remote working hubs<sup>17</sup>. When considering the number of jobs arising from each scenario this trend for an increased propensity to work remotely will need to be taken into account.

### Employment-led Scenarios

- 2.13 A range of employment-led scenarios have also been generated based on the evidence contained in the Economies of the Future Report which sets out average annual

<sup>16</sup> The Commuting ratio is the balance between local employment and the size of the resident workforce. A commuting ratio greater than 1.00 indicates a net out-commute (i.e. number of resident workers in an area is greater than the level of employment). A commuting ratio less than 1.00 indicates a net in-commute (i.e. employment total is greater than number of resident workers).

<sup>17</sup> <https://gov.wales/aim-30-welsh-workforce-work-remotely>

employment growth under Oxford Economics Baseline, UK Growth Rate and Radical Structural Change forecasts. Using an employment-led configuration of the POPGROUP model, the population and housing growth implications of the Baseline, UK Growth Rate, Radical Structure Change Lower and Radical Structural Change Higher economic forecasts have been estimated. All employment forecasts have been run using the economic assumptions outlined in Table 2 above, which are consistent with those applied to the demographic and dwelling-led scenarios. The impact of a reducing commuting ratio assumption has been considered for all of the scenarios. The employment-led scenarios generated are set out in Table 3.

**Table 3: Employment-led Scenarios**

Employment-led Scenarios	Assumptions
Baseline (CR reducing)	Annual employment growth is consistent with the Employment-led Baseline scenario. Commuting ratio reduces from 2011 Census value (1.12) to 2001 Census value (1.10) over the Plan period.
UK Growth Rate (CR reducing)	Annual employment growth is consistent with the Employment-led UK Growth Rate scenario. Commuting ratio reduces from 2011 Census value (1.12) to 2001 Census value (1.10) over the Plan period.
Radical Structural Change Lower (CR reducing)	Annual employment growth is consistent with the Employment-led Radical Structural Change (Lower) scenario. Commuting ratio reduces from 2011 Census value (1.12) to 2001 Census value (1.10) over the Plan period.
Radical Structure Change Higher (CR reducing)	Annual employment growth is consistent with the Employment-led Radical Structural Change (Higher) scenario. Commuting ratio reduces from 2011 Census value (1.12) to 2001 Census value (1.10) over the Plan period.

### Selected Alternative Growth Options

- 2.14 The fourteen growth outcomes associated with the WG, demographic, dwelling-led and employment-led scenarios listed above together with the sensitivity testing are set out in detail in the Edge Analytics Demographic Report (attached at Appendix 1). Given the quantum of scenarios generated, it is considered pertinent to condense these into a lower number of options to assist in determining the housing and employment requirements of the RLDP. The options selected are considered to represent a realistic range of growth scenarios.
- 2.15 The following options have therefore been selected for consideration as alternative growth options for consultation purposes. These include four demographic, one dwelling-led and one employment-led option as summarised in Table 4. The justification for selecting the alternative options is set out in Appendix 5.
- 2.16 Of the six options selected, three have been the subject of the sensitivity testing detailed at paragraph 2.5. These three options reflect the Council's key aims of addressing the unbalanced demographic in the County by retaining the younger age

groups and reducing out-commuting. The outputs from this initial modelling for all 6 options form the baseline for the demographic, dwelling and employment outputs.

- 2.17 In addition to the initial modelling, all six selected options have been the subject of additional testing to establish the impact on demography, dwellings, household formation and employment of an affordable-housing policy-led strategy. This is set out in detail in the Edge Analytics Affordable Housing Evidence Addendum Report (attached at Appendix 2).
- 2.18 The affordable housing policy-led element of the testing aims to increase the extent to which the RLDP addresses the issues associated with housing affordability in the County. There are two issues that this element of testing seeks to address. Firstly it aims to 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, i.e. the intermediate affordable housing need. Secondly, the current pandemic has revealed the extent of hidden homelessness in the County and increased the need for social rent properties. The Minister for Housing and Local Government has announced that post-Covid-19, no-one should return to the streets. By addressing these fundamental issues/challenges it will provide opportunities to retain/house these people and therefore further redress the demographic imbalance and improve the resilience and sustainability of our communities and the strength of our economic base.
- 2.19 The Local Housing Market Assessment (LHMA) is a core piece of baseline evidence for the Plan as it identifies the level of housing need in the County. The Development Plans Manual (paragraph 5.32) states that the scale of affordable housing need will be a key consideration when determining the overall level and location of housing in the Plan, as well as the allocation of affordable housing-led sites where at least 50% of the homes are affordable.
- 2.20 To establish the number of additional dwellings associated with the Affordable Housing policy-led element of each chosen option and therefore the overall dwelling growth required over the Plan period, the population and household formation arising from the initial modelling has been entered into the LHMA model. This has established the level of affordable housing need which will arise over the Plan period from each of the six individual options.
- 2.21 As a starting point, it is proposed to meet 10% of the need identified in the LHMA on affordable housing-led sites where at least 50% of the homes are affordable. The 10% target may be refined in light of the evidence as we progress through the Plan process. The delivery of both market and affordable homes on these sites is in addition to that delivered on sites allocated to meet the level of growth evidenced by the initial modelling. The RLDP will thus be meeting in excess of 10% of the identified affordable housing need when both sources of dwelling supply are taken into account.



**Table 4: Summary of Selected Growth Options**

Options (type)		Assumptions
Option 1 (Demographic)	<b>Balanced Migration (with added policy assumptions)</b> (Net Nil Migration (MR, CR_R), AH )*	Internal and international migration flows are balanced between in- and out-flows, resulting in zero net migration. Household membership rates for the young adult age-groups (19-24, 25-29, 30-34) have been adjusted to 'return' to their 2001 values between 2018-2033. Commuting ratio reduces from 2011 Census value (1.12) to 2001 Census value (1.10) over the Plan period. An average of 53dpa is added to the projected dwelling growth under this scenario between 2018-2033. This reflects a policy-led objective of achieving 10% of the projected need arising from this option, as evidenced by the LHMA, on sites with 50% affordable housing.
Option 2 (Demographic)	<b>WG 2018-based Principal (AH)</b>	Replicates the WG 2018-based population projection. Migration assumptions are based on the five-year period prior to 2018 (i.e. 2013/14–2017/18). An average of 71dpa is added to the projected dwelling growth under this scenario between 2018-2033. This will meet a policy-led objective of achieving 10% of the projected need arising from this option, as evidenced by the LHMA, on sites with 50% affordable housing.
Option 3 (Demographic)	<b>WG 2018-based Principal Projection (with added policy assumptions)</b> (WG 2018-based Principal (MR, CR_R), AH)*	Replicates the WG 2018-based population projection. Migration assumptions are based on the five-year period prior to 2018 (i.e. 2013/14–2017/18). Household membership rates for the young adult age-groups (19-24, 25-29, 30-34) have been adjusted to 'return' to their 2001 values between 2018-2033. Commuting ratio reduces from 2011 Census value (1.12) to 2001 Census value (1.10) over the Plan period. An average of 76dpa is added to the projected dwelling growth under this scenario between 2018-2033. This will meet a policy-led objective of achieving 10% of the projected need arising from this option, as evidenced by the LHMA, on sites with 50% affordable housing.
Option 4 (Dwelling)	<b>Dwelling-led Average (based on dwelling completion rates)</b> Dwelling-led 5 year average, AH*	Annual dwelling growth is applied from 2020/21 onward, based on the last five years of completions (2015/16–2019/20). This gives an average annual dwelling growth of +310 pa in Monmouthshire. An average of 80dpa is added to the projected dwelling growth under this scenario between 2018-2033. This will meet a policy-led objective of

Options (type)		Assumptions
		achieving 10% of the projected need arising from this option, as evidenced by the LHMA, on sites with 50% affordable housing.
Option 5 (Demographic)	<b>Population-led projection (with added policy assumptions)</b> (PG Long Term (adjusted) (5yr) (MR, CR_R), AH)*	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. Household membership rates for the young adult age-groups (19-24, 25-29, 30-34) have been adjusted to 'return' to their 2001 values between 2018-2033. Commuting ratio reduces from 2011 Census value (1.12) to 2001 Census value (1.10) over the Plan period. An average of 94dpa is added to the projected dwelling growth under this scenario between 2018-2033. This will meet a policy-led objective of achieving 10% of the projected need arising from this option, as evidenced by the LHMA, on sites with 50% affordable housing.
Option 6 (Employment)	<b>Employment-led projection (with added policy assumptions)</b> (Radical Structural Change** Higher (CR_R), AH)*	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 (2019) (2.9%). An average of 124dpa is added to the projected dwelling growth under this scenario between 2018-2033. This will meet a policy-led objective of achieving 10% of the projected need arising from this option, as evidenced by the LHMA, on sites with 50% affordable housing.

\* These are the option titles referred to in the Edge Analytics Reports.

\*\*'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.

2.22 The following section considers the population, household, dwelling and employment implications associated with each of the alternative growth options set out in Table 4, together with their wider implications for the County and the extent to which they will achieve the RLDP objectives. The performance of the options in relation to the objectives is assessed according to the ratings set out in Table 5. A summary of the implications of the growth options is set out in Table 6. A summary of the performance of the growth options against the RLDP Objectives is included at Appendix 7. The options have also been assessed through the Integrated Sustainability Appraisal process. A summary of the growth options performance against the ISA Themes is included at Appendix 8.

**Table 5: Key to Assessment of Options against RLDP Objectives**

Rating	Predicted effect
Green	Helps to achieve the objective.
Amber	Neutral impact on objective.
Red	Unlikely to achieve objective.

- 2.23 A Review of the RLDP Issues, Vision and Objectives (IVO) in light of Covid-19 was undertaken in June 2020 and incorporated into the RLDP Review of IVO and Evidence Base Paper (September 2020). This concluded the Plan's Issues, Vision and Objectives remain relevant in light of Covid-19 and that it is appropriate to continue with the preparation of the RLDP on the basis of these values. However, some objectives were concluded to have increased emphasis and importance in light of Covid-19, consistent with the priorities identified in the Welsh Government *Building Better Places* document published in July 2020. These objectives are denoted with an \* in the tables for clarity.

## Selected Growth Options

**Table 6: Summary of the Implications of Selected Growth Options**

<b>Growth Option</b>	<b>Type of Scenario</b>	<b>Population Change 2018-2033</b>	<b>Population Change %</b>	<b>Average Net Migration per annum</b>	<b>Household Change 2018-2033</b>	<b>Household Change %</b>	<b>Dwellings per annum</b>	<b>Dwellings 2018-2033</b>	<b>Jobs per annum</b>	<b>Jobs 2018-2033</b>
1. <b>Balanced Migration (with added policy assumptions)</b> (Net Nil Migration (MR, CR_R), AH)*	Demographic	-5110	-5.4%	108	-240	-0.6%	-17	-255	-120	-1,800
2. <b>WG 2018-based Principal Projection</b> (AH)	Demographic	6,047	6.4%	818	3,749	9.3%	262	3,930	208	3,120
3. <b>WG 2018-based Principal Projection (with added policy assumptions)</b> (WG 2018-based Principal (MR, CR_R), AH)*	Demographic	6,147	6.5%	825	4,551	11.3%	318	4,770	265	3,975
4. <b>Dwelling-led Average (based on dwelling completion rates)</b> Dwelling-led 5 year average, AH*	Dwelling	10,641	11.3%	1,110	5,628	14.0%	402	6,030	364	5,460
5. <b>Population-led projection(with added policy assumptions)</b> (PG	Demographic	12,443	13.2%	1,223	7,255	18.1%	507	7,605	481	7,215

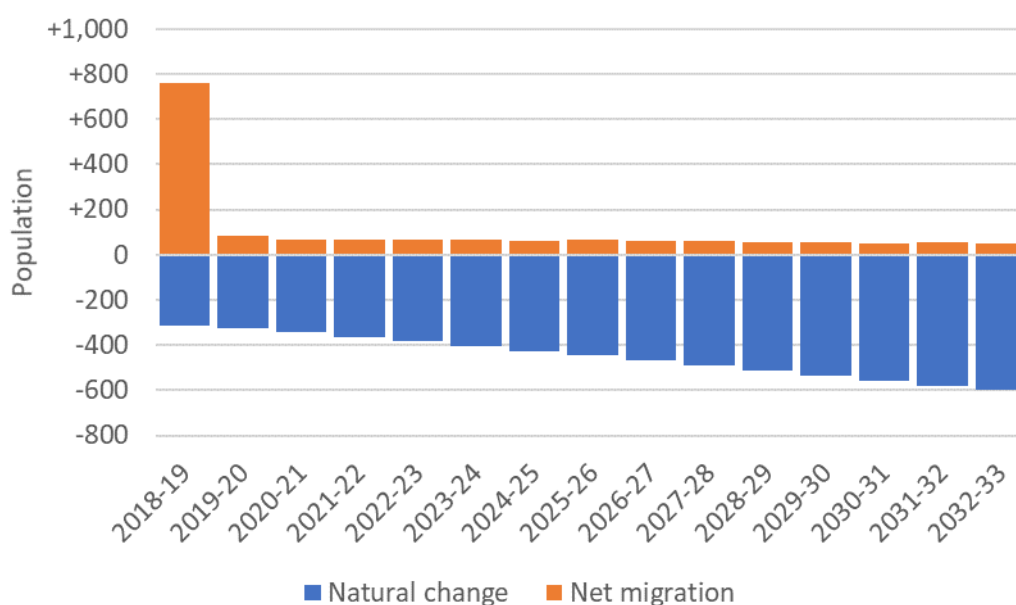
Growth Option	Type of Scenario	Population Change 2018-2033	Population Change %	Average Net Migration per annum	Household Change 2018-2033	Household Change %	Dwellings per annum	Dwellings 2018-2033	Jobs per annum	Jobs 2018-2033
Long Term (adjusted) (5yr) (MR, CR_R), AH)*										
6. <b>Employment-led projection (with added policy assumptions)</b> (Radical Structural Change Higher (CR_R), AH)*	Employment	17,403	18.5%	1,524	8,653	21.6%	604	9,060	642	9,630

\* These are the option titles referred to in the Edge Analytics Reports.

### Option 1: Balanced Migration (with added policy assumptions) (Net Nil Option (MR CR\_R), AH)

- 2.24 The purpose of this option is to test the impact of a very low level of net migration. Internal and international migration in-flows and out-flows are balanced to depict how natural change (i.e. births and deaths) could affect future population and household growth. The sensitivity testing has then been applied to the output to establish the impact on the projection of modelling adjustments to the household membership rates for three key younger age groups (19-24, 25-29, 30-34), whilst at the same time reducing out-commuting by retaining more of the resident workforce.
- 2.25 Additional testing has been undertaken to establish the impact on demography, dwellings, household type and employment of an affordable-housing policy-led strategy which aims to meet 10% of the LHMA need arising from this option on housing sites which deliver 50% affordable housing. The only net migration arising from this option comes from this element of the testing.
- 2.26 This option projects a population decline of 5,110 (5.4%) and a decline of 240 (0.6%) in the number of households in the County over the Plan period. This level of decline translates into a negative dwelling requirement of 17 dpa (dwellings per annum) between 2018 and 2033.
- 2.27 Chart 2 below illustrates that under this option, with the only inward migration coming from the affordable policy-led element from 2019-20 onwards, there would be an increasing negative level of natural change over the Plan period with fewer births than deaths as the population ages. 2018-19 in-migration reflects the current trend. Monmouthshire's communities would decline.

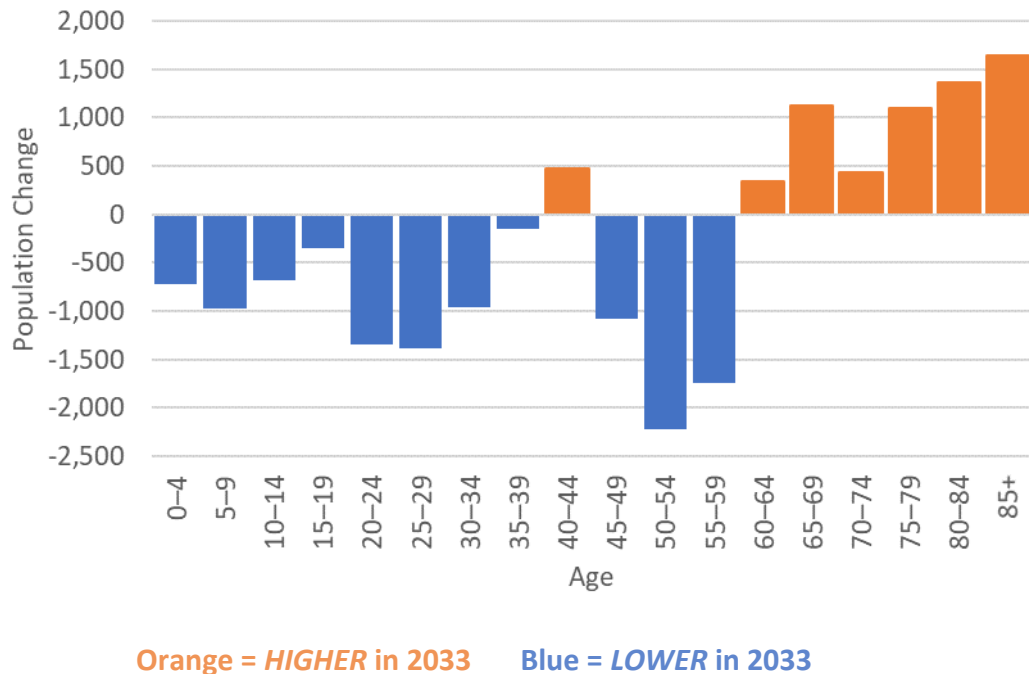
**Chart 2: Components of Population Change**



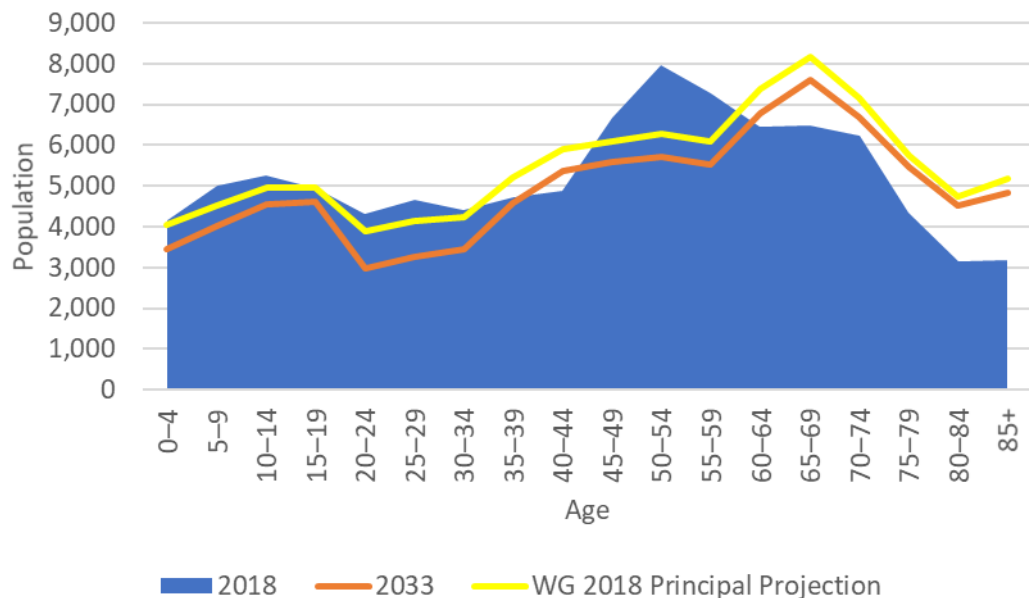
- 2.28 This option impacts significantly on the age profile of the County leading to a notably unbalanced demographic, with only the over 60 age group showing any substantial

growth over the Plan period. The 40-44 age group shows minimal growth, while all other age groups show a decline (Charts 3 and 4). This leads to an increased ageing demographic in the County over the Plan period.

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



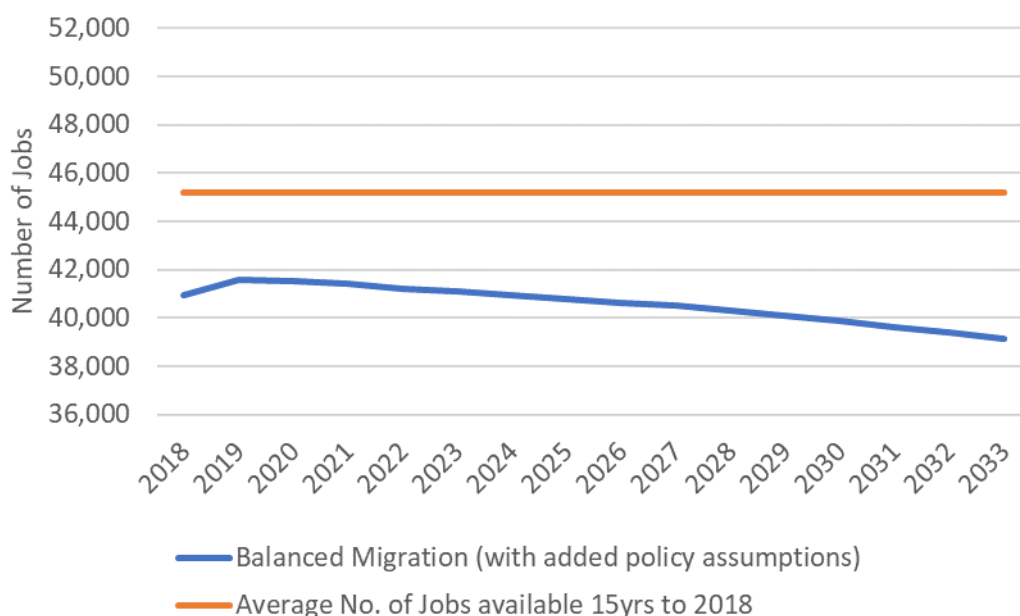
**Chart 4: Implications for the Age Profile of Monmouthshire**



- 2.29 This option also projects a significant decline in employment over the Plan period, 4.4% from 40,951 jobs in 2018 to 39,149 in 2033. The number of job losses per annum is also projected to increase over the Plan period, from 39 jobs lost in 2020 to nearly 250 jobs lost in 2033. This is due to the lack of any net migration flows coupled with a

significantly ageing, economically inactive population profile (Chart 5). With a shrinking workforce, Monmouthshire will become increasingly unattractive for businesses to set up, remain or grow here, and with a shrinking population and ageing demographic, some businesses will be affected by a reduced customer base and so close or relocate.

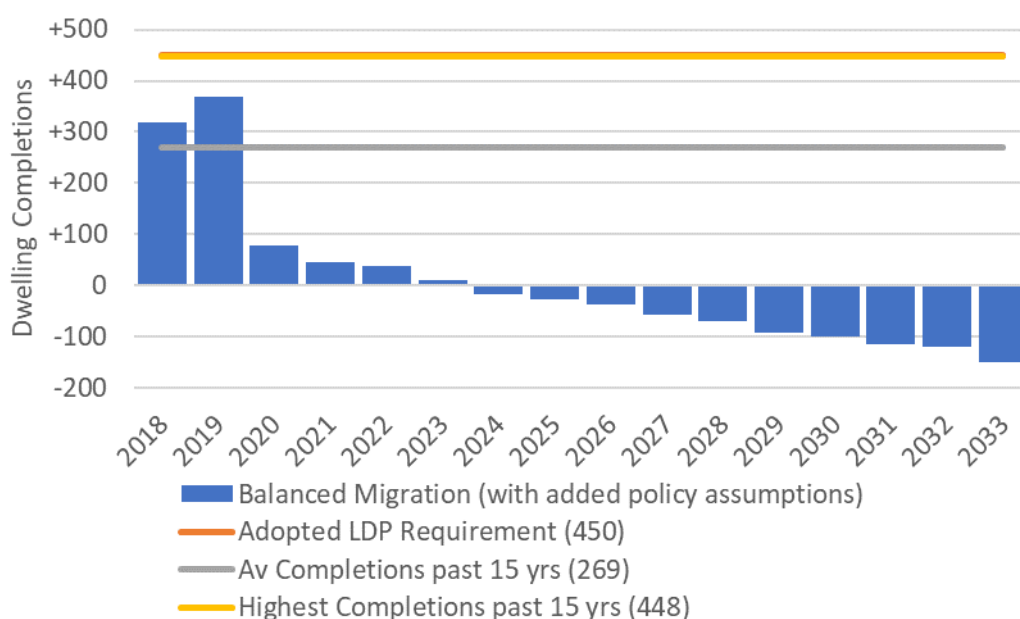
**Chart 5: Implications for Employment Growth**



- 2.30 All of these factors impact on the dwelling requirement over the Plan period. There is a low level of need during the first five years of the Plan period up to 2022, after which there is a negative need, resulting in an average requirement of -17dpa over the whole Plan period (Chart 6). There are currently 4,660 new homes within existing commitments and windfall allowances. This option would result in too many homes in the County for a declining population.



**Chart 6: Dwelling Requirement**



2.31 This clearly illustrates the fact that all of the population change and employment growth in Monmouthshire is driven by in-migration and thus this option would not provide a robust basis to inform the RLDP's housing and employment requirement figure.

2.32 The implications associated with this growth option include:

- An increase in the proportion of the older and elderly people living in the County, impacting upon the type of housing required and service providers across public and private sectors. The current pandemic has clearly demonstrated the importance of ensuring our communities are balanced and socially sustainable, particularly in terms of demography. This option would not address the demographic imbalance in the County.
- A decline in school aged children, placing less pressure on the capacity of existing schools. However, it would provide no scope to secure any improvements through planning gain and could lead to potential school closures.
- A decline in the working age population in the County with a declining work force unable to support local employment provision leading to job losses and a negative impact on the local economy. Provides no opportunity to create a thriving, well-connected, diverse economy, which has been highlighted as being of particular importance in light of the current pandemic.
- With a net loss of dwellings, a reduction in the level of affordable housing secured through the planning system, even with the addition of the affordable housing policy-led element. A restricted supply of homes could lead to higher house prices, thus making the County even less affordable to the younger working age population and perpetuating the demographic imbalance.

- The current pandemic has emphasised the need to ensure the provision of a range and choice of homes (housing mix) in future housing developments to address the County's affordability issues and to build sustainable and resilient communities throughout Monmouthshire. However, this growth option would lead to a net loss of dwellings and would not deliver the Council's core purpose of building sustainable and resilient communities.
- Any deficiencies in access to good quality open space would be exacerbated due to the lack of any growth to support additional provision and/or upgrades to existing provision. The value and importance of having access to locally accessible open/green spaces to assist in recreation and health and well-being has been heightened during the current pandemic.
- Difficulties in sustaining services/facilities across the County with resulting negative impacts e.g. rural isolation etc. The Covid-19 pandemic has highlighted the importance of local services and facilities to support our communities.
- Inability to secure infrastructure provision/upgrades through planning gain from development. The current pandemic has highlighted the importance of key infrastructure, including digital infrastructure and active travel options to support/enable increased home / remote working and support local communities.

**Table 7: Assessment of Option 1: Balanced Migration (with added policy assumptions) (Net Nil Option (MR CR\_R), AH)\*\* against the RLDP Objectives**

RLDP Objective Number	RLDP Objective - Headline	Performance of Option 1 against the RLDP Objectives
*Denotes those RLDP objectives that are considered to have increased emphasis and importance in light of Covid-19 as referred to in paragraph 2.22		
<b>A Prosperous Wales (Well-being Goal 1)</b>		
<b>Objective 1</b>	Economic Growth/ Employment*	A declining working age population in the County unable to support local employment provision would lead to job losses and a negative impact on the local economy, a loss of 120 jobs pa. This would not meet the Council's ambitions for sustainable economic growth and would not enable the creation of sustainable and resilient communities. In this respect, the growth level provides no opportunity to create a thriving, well-connected, diverse economy, which has been highlighted as being of particular importance in light of the current pandemic.
<b>Objective 2</b>	Retail centres*	Declining customer base would impact negatively on the viability, vitality and attractiveness of the retail centres in the County's towns. The role and function of the high street in the local community has been highlighted of particular importance in the current

RLDP Objective Number	RLDP Objective - Headline	Performance of Option 1 against the RLDP Objectives
		pandemic, this option would not provide sufficient support to existing retail facilities across the County.
<b>A Resilient Wales (Well-being Goal 2)</b>		
<b>Objective 3</b>	Green Infrastructure, Biodiversity and Landscape*	There would be no negative impact on the natural environment, although at the same time it would provide no opportunities to improve Green Infrastructure and ecological connectivity through opportunities to create new linkages. The value and importance of having access to locally accessible open/green spaces to assist in recreation and health and well-being has been heightened during the current pandemic.
<b>Objective 4</b>	Flood risk	There would be no negative impact on areas of flood risk, as there would be no need for additional housing or employment development.
<b>Objective 5</b>	Minerals and Waste	There would be no negative impact on minerals and waste, mineral landbank obligations can be met.
<b>Objective 6</b>	Land	There is no need for additional housing or employment development required therefore no further greenfield land or best and most versatile agricultural land required.
<b>Objective 7</b>	Natural resources	There would be no negative impact on ability to promote the efficient use of natural resources, although at the same time provides no opportunities for improvements.
<b>A Healthier Wales (Well-being Goal 3)</b>		
<b>Objective 8</b>	Health and Well-being*	Would have a negative impact on health and well-being with an ageing and declining population and no growth to support additional provision and/or upgrades to existing provision or to sustain existing provision. Any deficiencies in provision of good quality open space would be exacerbated. The value and importance of having access to locally accessible open/green spaces has been emphasised in light of Covid-19.
<b>A More Equal Wales (Well-being Goal 4)</b>		
<b>Objective 9</b>	Demography*	Would result in an increase in the proportion of the older and elderly people living in the County leading to a more unbalanced demographic as well a decline in the overall population. Difficulties in sustaining services/facilities across the County will exacerbate

RLDP Objective Number	RLDP Objective - Headline	Performance of Option 1 against the RLDP Objectives
		rural isolation. The current pandemic has demonstrated the importance of ensuring our communities are balanced and socially sustainable, particularly in terms of demography. This option would not support/enable social sustainability and balanced communities across the County.
<b>A Wales of Cohesive Communities (Well-being Goal 5)</b>		
<b>Objective 10</b>	Housing*	No requirement for additional housing although an ageing demographic would require a different type of housing to that currently available. With a net loss of dwellings there would be a reduction in the availability of affordable and market housing. The current pandemic has emphasised the need to ensure the provision of a range and choice of homes (housing mix) in future housing developments, including affordable housing. This option would not address the County's affordability issues or build sustainable and resilient communities throughout Monmouthshire.
<b>Objective 11</b>	Place-making	No requirement for new housing so provides no opportunity to enhance the character and identity of Monmouthshire's settlements. The value and importance of place-making has been emphasised in light of Covid-19.
<b>Objective 12</b>	Communities	Would impact negatively on communities with an unbalanced demographic, providing no opportunity for housing provision, job creation or improvements to existing services and facilities. The resultant demographic change over the Plan period provides no opportunities to support social sustainability and balanced communities. The current pandemic has demonstrated the importance of ensuring our communities are balanced and socially sustainable. This growth option would fail to address this key issue and would be detrimental to our core purpose of creating sustainable and resilient communities.
<b>Objective 13</b>	Rural Communities	Would impact negatively on rural communities by providing no opportunity to strengthen the rural economy or opportunities for people to stay in their local communities. The current pandemic has demonstrated the importance of ensuring our communities are balanced and socially sustainable.

RLDP Objective Number	RLDP Objective - Headline	Performance of Option 1 against the RLDP Objectives
		Difficulties in sustaining services/facilities across the County would increase rural isolation.
<b>Objective 14</b>	Infrastructure*	Would have a negative impact as a declining and unbalanced demographic would result in falling school numbers and could result in school closures, as well as increased pressure on health and social care. Difficulties in sustaining services/facilities across the County as well as limited opportunities to improve a range of infrastructure, including active travel and digital infrastructure would increase issues associated with rural isolation.
<b>Objective 15</b>	Accessibility	Would have a negative impact as loss of employment would limit job opportunities in the County and a net loss of dwellings leading to a continuation of out-commuting levels in the short term, reducing as the population ages. Although it should be recognised that in light of Covid-19 there has been an increase in agile and home working, which is likely to continue over the longer term. The increased reliance on access to local facilities and services during the current pandemic, has highlighted their importance to communities. Lack of employment opportunities within settlements would not encourage active travel and the use of sustainable transport options.
<b>A Wales of Vibrant Culture &amp; Thriving Welsh Language (Well-being Goal 6)</b>		
<b>Objective 16</b>	Culture, Heritage and Welsh Language	There would be no negative impact on culture and heritage, but at the same time offers no benefits for the economy, tourism and social well-being of communities. No impact on Welsh Language.
<b>A Globally Responsible Wales (Well-being Goal 7)</b>		
<b>Objective 17</b>	Climate Change*	There would be no negative impact on climate change, with a reduction in commuting in the long term as the population ages being a positive. At the same time there would be limited opportunities to contribute to minimising carbon by providing opportunities for renewable energy generation, supporting use of ultra-low emission vehicles and public transport, and the provision of quality Green Infrastructure. The current pandemic has emphasised the need to enable such responses in delivering sustainable and resilient communities.

\*\* Option title as referred to in the Edge Analytics Reports.

### **Integrated Sustainability Appraisal (ISA) Analysis**

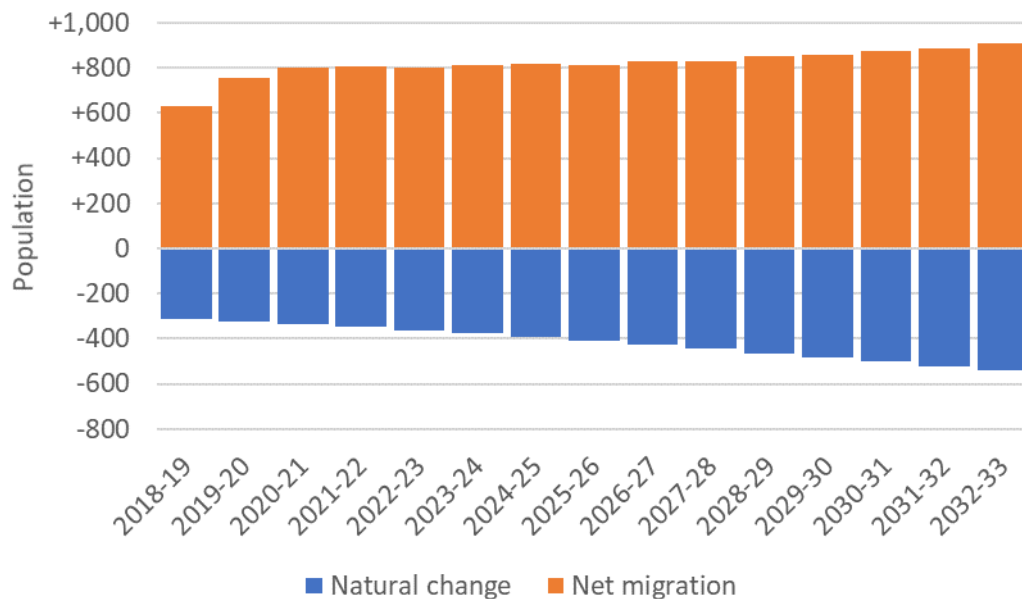
- 2.33 Growth Option 1 performs least well of the options against the ISA themes relating to the economy and employment, population and communities, health and wellbeing and equalities. Options 1 to 4 represent job growth at a lower rate than past delivery rates, and the demographic projections indicate a declining workforce, as well as a declining customer base. This option performs notably worse when compared to the other options and through negative growth is considered likely to lead to negative effects of significance.
- 2.34 This option would also not contribute towards meeting and sustaining sufficient land supply for the forthcoming Plan period, which could significantly impact upon the future vitality of communities. Not only will this option severely limit opportunities to address changing housing needs in terms of types and tenures, but the lack of growth is also likely to drive up house prices and exacerbate affordability issues. This option may also result in very limited opportunities for the younger population to live and work in the County and difficulties in sustaining services/ facilities across the County, exacerbating rural isolation. Negative effects against these ISA themes are considered likely to be of significance under this option.
- 2.35 There are considered to be no significant effects with regard to this option against the remaining ISA themes. With no growth proposed under this option it is considered likely that there will be marginal effects in terms of congestion on the existing highway network, although it is recognised that with no growth under this option it will not provide the critical mass to enable infrastructure improvements. This is particularly important given the wider ambitions to transition to a lower-emission infrastructure network, where development will be a key delivery vehicle for the technological and infrastructure advances which underpin the transition.
- 2.36 As this option does not propose any further growth it is also likely to avoid significant effects in relation to the natural resources, biodiversity and landscape ISA themes. At this stage it is concluded that it is not possible to identify any significant differences between the Options or conclude that they are likely to have significant effects on the historic environment. None of the Options is likely to have a significant effect on the Welsh language.

### **Option 2: Welsh Government (WG) 2018-Based Principal Projection (AH)**

- 2.37 This option replicates the WG 2018-Based Principal Projection, using historical population evidence for 2001-2018. Additional testing has been undertaken to establish the impact on demography, dwellings, household type and employment of the addition of an affordable-housing policy-led strategy which aims to meet 10% of the LHMA need arising from this option on housing sites which deliver 50% affordable housing.

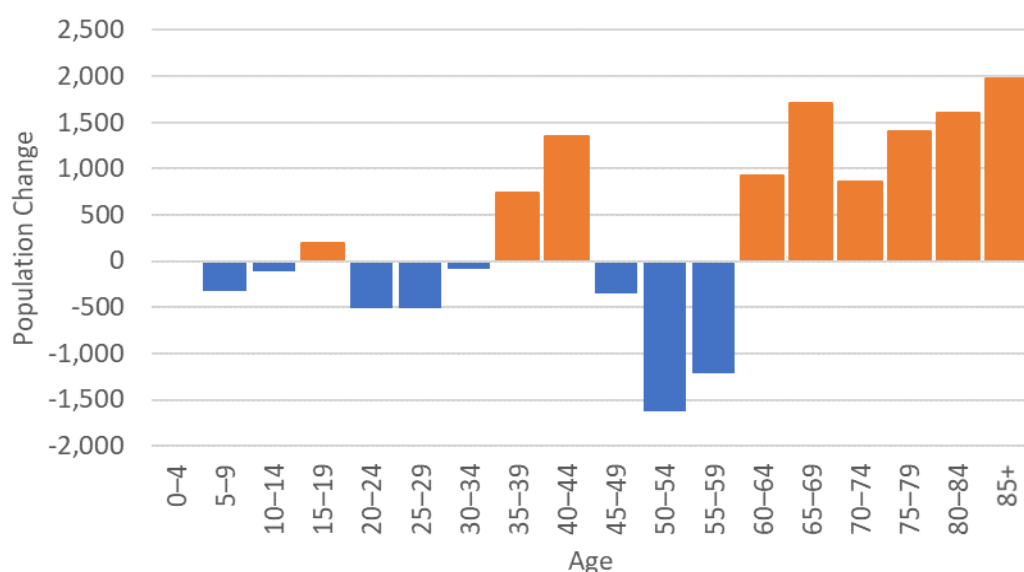
- 2.38 This option projects a population increase of 6,047 (6.4%) with a corresponding increase of 3,749 households (9.3%) in the County over the Plan period. This level of household growth results in an estimated average annual dwelling growth of 262 dpa over the 2018– 2033 Plan period (total 3,930 dwellings). The figure of 262 dpa is lower than the current LDP dwelling requirement of 450 dpa and also below average completions over the past 5 (310 dpa) and 10 years (285 dpa).

**Chart 7: Components of Change**



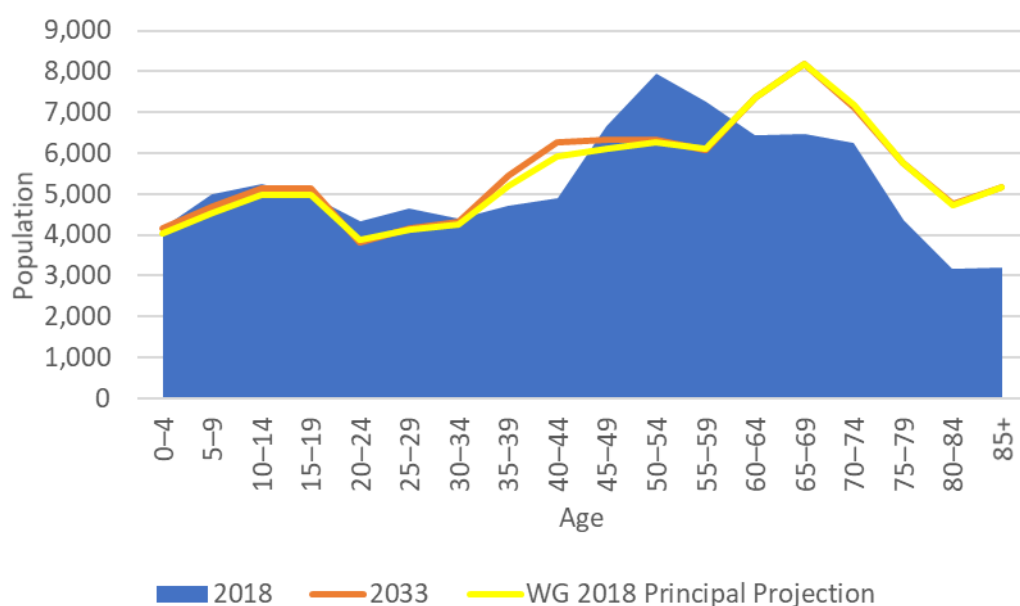
- 2.39 This option projects net in-migration of an average of 818 persons per annum throughout the Plan period. However, this is counter balanced by an increasing level of negative natural change as the population ages (Chart 7).
- 2.40 As with the balanced migration option, this option has significant implications on the age profile of the County. Whilst there is growth in the 35-44 age groups the majority of population growth is coming from the over 60 age groups with all other age groups, with the exception of the 15-19 age group, experiencing negative growth, again resulting in an unbalanced demographic (Charts 8 and 9).

**Chart 8: Population Growth/Decline by Age Group 2018-2033**



Orange = **HIGHER** in 2033      Blue = **LOWER** in 2033

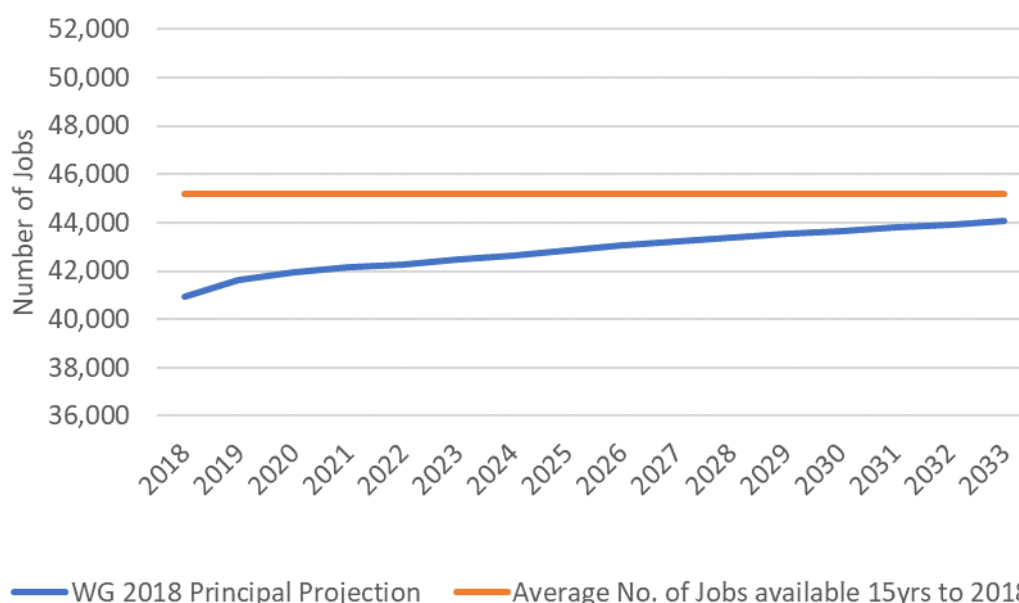
**Chart 9: Implications for the Age Profile of Monmouthshire**



- 2.41 Whilst this option projects an increase of some 3,120 jobs over the total Plan period, the level of job growth slows in the later part of the Plan period. The number of jobs also remains below the average seen in the past 15 years (Chart 10). As this option would not drive job creation in the long term, it would result in an outflow of workers from the County thus negatively impacting on the local economy and increasing out-commuting. It would also mean that there would again be implications in terms of retaining younger people within the County to both live and work and would therefore be in direct conflict with key objectives of the RLDP.

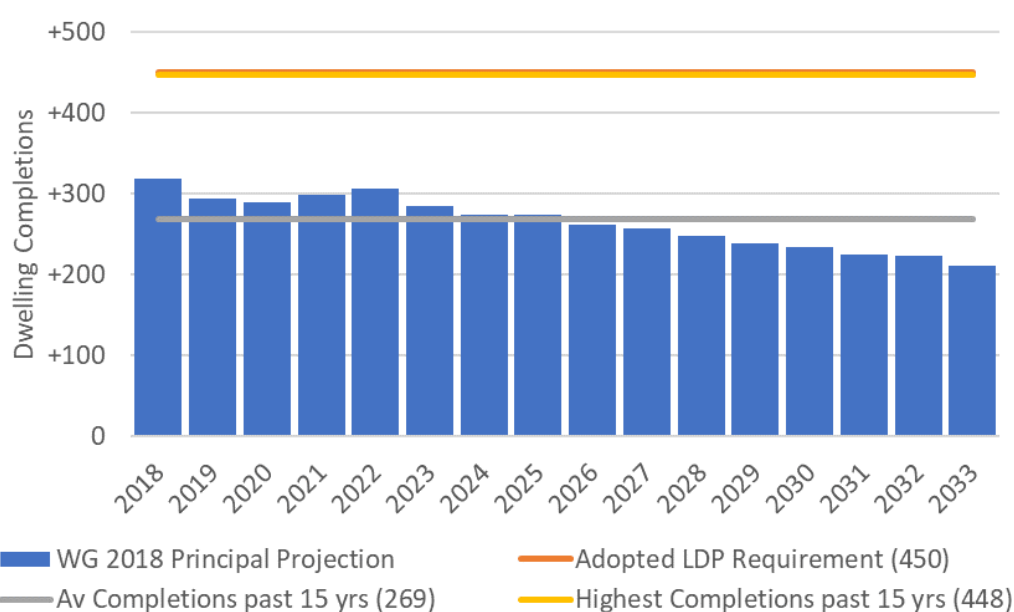


**Chart 10: Implications for Employment Growth**



- 2.42 All of these factors impact on the dwelling requirement over the Plan period. The dwelling requirement within this option equates to an average of 262 per year, marginally lower than the average build rate over the past 15 years and significantly lower than the adopted LDP requirement (Chart 11). There are currently 4,660 new homes within existing commitments and windfall allowances. This option would require no new allocations under the RLDP, with again an excess of new homes when these existing commitments and allowances are taken into account.

**Chart 11: Dwelling Requirement**



- 2.43 The implications associated with this growth option include:

- An increase in the proportion of the older and elderly people living in the County, impacting upon the type of housing required and service providers across public

and private sectors. The current pandemic has clearly demonstrated the importance of ensuring our communities are balanced and socially sustainable, particularly in terms of demography. This option would not address the demographic imbalance in the County.

- An overall decline in school aged children, placing less pressure on the capacity of existing schools. However, it would provide no scope to secure any improvements through planning gain and could lead to potential school closures.
- An overall decline in the working age population in the County, although there is some growth in the 35-44 age groups, which could fuel some employment growth. The overall number of jobs is projected to be at a lower level than in the previous 15 years, however, indicating that people will still need to leave the County to access employment. This would not reduce levels of out-commuting or promote sustainable travel to work patterns. Provides limited opportunity to create a thriving, well-connected, diverse economy, which has been highlighted as being of particular importance in light of the current pandemic.
- Opportunities to secure some affordable housing but at this lower level would not address this key issue. The current pandemic has emphasised the need to ensure the provision of a range and choice of homes (housing mix) in future housing developments to address the County's affordability issues and to build sustainable and resilient communities throughout Monmouthshire.
- Limited opportunities to secure and/or enhance green infrastructure, public open space and recreation provision through planning gain. The value and importance of having access to locally accessible open/green spaces to assist in recreation and health and well-being has been heightened during the current pandemic.
- Limited opportunities to secure infrastructure provision/upgrades through planning gain from development. The current pandemic has highlighted the importance of key infrastructure, including digital infrastructure and active travel options to support/enable increased home working and support local communities.

**Table 8: Assessment of Option 2: Welsh Government (WG) 2018-Based Principal Projection (AH) against RLDP Objectives**

RLDP Objective Number	RLDP Objective - Headline	Performance of Option 2 against the RLDP Objectives
*Denotes those RLDP objectives that are considered to have increased emphasis and importance in light of Covid-19 as referred to in paragraph 2.22		
<b>A Prosperous Wales (Well-being Goal 1)</b>		
<b>Objective 1</b>	Economic Growth/ Employment*	An overall decline in the working age population in the County, although there is some growth in the 35-44 age groups, which could fuel some employment growth. The overall number of jobs is projected to be at a lower level than in the previous 15 years indicating that people will

RLDP Objective Number	RLDP Objective - Headline	Performance of Option 2 against the RLDP Objectives
		still need to leave the County to access employment. This would not meet the Council's ambitions for sustainable economic growth and would not enable the creation of sustainable and resilient communities. In this respect, the level of growth provides limited opportunities to create a thriving, well-connected, diverse economy, which has been highlighted as being of particular importance in light of the current pandemic.
<b>Objective 2</b>	Retail centres*	Would provide opportunity to add to the customer base in existing centres but would be unlikely to address the pressures the retail centres in the County's towns are currently facing which would impact negatively on the vitality, viability and attractiveness of the retail centres in the County's towns. The role and function of the high street in the local community has been highlighted of particular importance in the current pandemic. This option would not provide sufficient support to existing retail facilities across the County.
<b>A Resilient Wales (Well-being Goal 2)</b>		
<b>Objective 3</b>	Green Infrastructure, Biodiversity and Landscape*	There would be no significant impacts on the natural environment, although at the same time it would provide few opportunities to create new linkages through improvements to Green Infrastructure and ecological connectivity. The value and importance of having access to locally accessible open/green spaces to assist in recreation and health and well-being has been heightened during the current pandemic.
<b>Objective 4</b>	Flood risk	There would be no negative impact as the low level of growth can be located away from areas of flood risk and will incorporate SUDs in accordance with National Planning Policy and SUDs legislation.
<b>Objective 5</b>	Minerals and Waste	There would be no negative impact on minerals and waste, mineral landbank obligations can be met.
<b>Objective 6</b>	Land	Provision of housing alongside employment could promote efficient use of land and use of brownfield sites. However, it is recognised that there are limited opportunities for development on brownfield land and lower grade agricultural land.
<b>Objective 7</b>	Natural resources	There would be no negative impact on the ability to promote the efficient use of natural resources. Any

RLDP Objective Number	RLDP Objective - Headline	Performance of Option 2 against the RLDP Objectives
		developments will be encouraged to be water and energy efficient.
<b>A Healthier Wales (Well-being Goal 3)</b>		
<b>Objective 8</b>	Health and Well-being*	Would have a negative impact on health and well-being with an ageing population and a low level of growth to support additional provision and/or upgrades to existing provision. Any deficiencies in provision of good quality open space would be exacerbated. The value and importance of having access to locally accessible open/green spaces has been emphasised in light of Covid-19.
<b>A More Equal Wales (Well-being Goal 4)</b>		
<b>Objective 9</b>	Demography*	Would result in an increase in the proportion of the older and elderly people living in the County leading to a more unbalanced demographic. Very limited opportunities for the younger population to live and work in the County. The current pandemic has demonstrated the importance of ensuring our communities are balanced and socially sustainable, particularly in terms of demography. This option would not address the demographic imbalance in the County.
<b>A Wales of Cohesive Communities (Well-being Goal 5)</b>		
<b>Objective 10</b>	Housing*	With a build rate lower than that achieved over the past 15 years, this option would not be able to offer the range or number of homes to address the demographic imbalance or the range of homes needed to attract the economically active age group and the type of homes the ageing demographic would require. Limited opportunity to secure additional market and affordable housing. The current pandemic has emphasised the need to ensure the provision of a range and choice of homes (housing mix) in future housing developments, including affordable housing. This option would not address the County's affordability issues or build sustainable and resilient communities throughout Monmouthshire.
<b>Objective 11</b>	Place-making	Low requirement for new housing so provides very limited opportunity to enhance the character and identity of Monmouthshire's settlements. The value and importance of place-making has been emphasised in light of Covid-19.

RLDP Objective Number	RLDP Objective - Headline	Performance of Option 2 against the RLDP Objectives
<b>Objective 12</b>	Communities	Would impact on communities, by providing limited opportunities for job creation or improvements to existing services and facilities. The unbalanced demographic and low level of dwelling and job creation provides little opportunity to support social sustainability and balanced communities. This growth option would fail to address this key issue and would be detrimental to our core purpose of creating sustainable and resilient communities.
<b>Objective 13</b>	Rural Communities	Would impact negatively on rural communities by providing few opportunities to strengthen the rural economy or opportunities for people to stay in their local communities. Difficulties in sustaining services/facilities across the County will result in rural isolation.
<b>Objective 14</b>	Infrastructure*	Would have a negative impact as a declining and unbalanced demographic would result in falling school numbers and could result in school closures, as well as increased pressure on health and social care. Difficulties in sustaining services/facilities across the County as well as limited opportunities to improve a range of infrastructure, including active travel and digital infrastructure would increase issues associated with rural isolation.
<b>Objective 15</b>	Accessibility	Would have a negative impact as limited employment growth would limit job opportunities in the County leading to a continuation of out-commuting levels. Although it should be recognised that in light of Covid-19 there has been an increase in agile and home working, which is likely to continue over the longer term. The increased reliance on access to local facilities and services during the current pandemic, has highlighted their importance to communities. Lack of employment opportunities and low housing growth level would result in limited opportunities to enhance accessibility, active travel and the use of sustainable transport options.
<b>A Wales of Vibrant Culture &amp; Thriving Welsh Language (Well-being Goal 6)</b>		
<b>Objective 16</b>	Culture, Heritage and Welsh Language	There would be no negative impact on culture and heritage, but at the same time offers few benefits for the economy, tourism and social well-being of communities. No impact on Welsh Language.
<b>A Globally Responsible Wales (Well-being Goal 7)</b>		

RLDP Objective Number	RLDP Objective - Headline	Performance of Option 2 against the RLDP Objectives
<b>Objective 17</b>	Climate Change*	There would be no negative impact on climate change, with a reduction in commuting in the long term as the population ages being a positive. At the same time there would be limited opportunities to contribute to minimising carbon by providing opportunities for renewable energy generation, supporting use of ultra-low emission vehicles and public transport, and the provision of quality Green Infrastructure. The current pandemic has emphasised the need to enable such responses in delivering sustainable and resilient communities.

### **Integrated Sustainability Appraisal (ISA) Analysis**

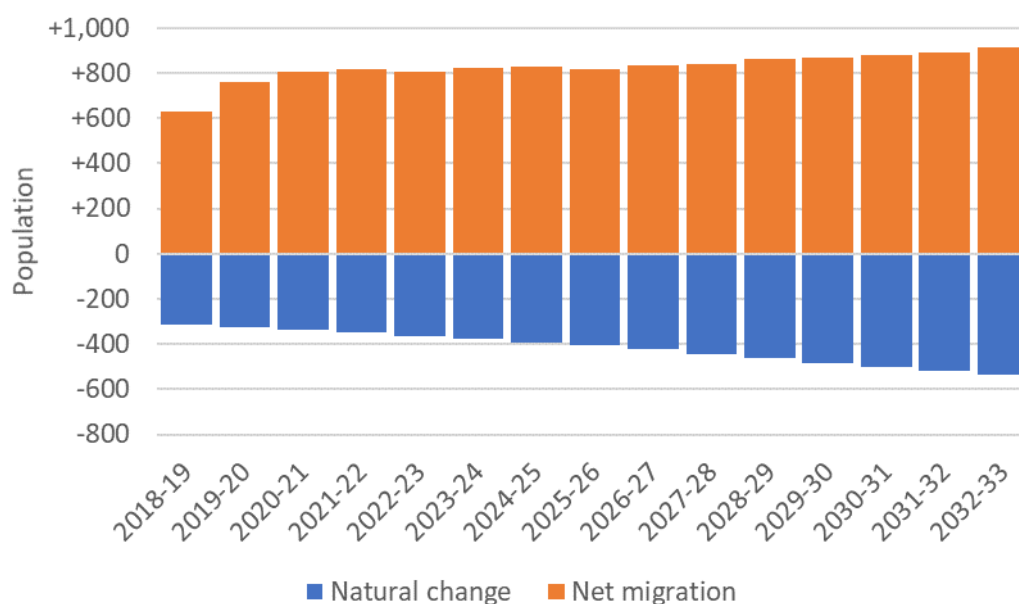
- 2.44 Growth Option 2 performs marginally better than option 1 against the ISA themes relating to the economy and employment, population and communities, health and wellbeing and equalities. Options 1 to 4 all represent job growth, albeit at a lower rate than past delivery rates, and the demographic projections indicate a declining workforce, as well as a declining customer base. Uncertain effects are considered likely against the economy ISA theme for this option, although these effects increase in significance as the rate of growth decreases. Options 2 to 6 deliver gradually increasing levels of growth, it is assumed that as the level of growth increases, so does the ability to deliver a greater range/ mix of new homes to help meet the needs of all residents in the County, including affordable housing. Higher levels of growth also increase the potential for accessibility improvements and other community benefits associated with development, including new and improved service and facility provision, extended green infrastructure, transport and infrastructure upgrades, new open spaces and an improved public realm. On the whole impacts against these ISA themes are considered to be uncertain under this option.
- 2.45 There are considered to be no or uncertain effects with regard to this option against the remaining ISA themes. With limited growth under options 2 and 3 it is considered likely to lead to marginal effects in terms of congestion on the existing highway network, although it is recognised that the level of growth under this option is not likely to provide the critical mass to enable infrastructure improvements. This is particularly important given the wider ambitions to transition to a lower-emission infrastructure network, where development will be a key delivery vehicle for the technological and infrastructure advances which underpin the transition.
- 2.46 In terms of biodiversity and landscape the increasing level of growth under options 2 to 6 is likely to require increasingly more land take. This is considered likely to result in wider habitat loss and fragmentation as well as increased pressure; notably disturbance (through recreation, noise and light), atmospheric pollution, and through

impacts on water quality and resources. The increasing level of growth under options 2 to 6 is likely to place higher pressure on greenfield land resources and result in wider impacts on the landscape across the County. Given the limited brownfield land available in the County, it is considered that most additional growth will be delivered on greenfield land on the edge of existing settlements, placing increased pressure on the County's landscape interests and rural character with the potential for long term negative effects. Whilst it is likely that mitigation is available to reduce the significance of any effects, the residual effects remain uncertain at this stage until development locations are more clearly defined. Overall no or limited growth under options 1, 2 and 3 is not considered likely to lead to effects of significance. At this stage it is concluded that it is not possible to identify any significant differences between the Options or conclude that they are likely to have significant effects on the historic environment. None of the Options is likely to have a significant effect on the Welsh language.

**Option 3: Welsh Government (WG) 2018-Based Principal Projection (with added Policy assumptions) (WG 2018 Principal Projection (MR CR\_R), AH)**

- 2.47 This option replicates the WG 2018-Based Principal Projection, using historical population evidence for 2001-2018. The sensitivity testing has then been applied to the output to establish the impact on the projection of modelling adjustments to the household membership rates for three key younger age groups (19-24, 25-29, 30-34), whilst at the same time reducing out-commuting by retaining more of the resident workforce.
- 2.48 Additional testing has been undertaken to establish the impact on demography, dwellings, household type and employment of an affordable-housing policy-led strategy which aims to meet 10% of the LHMA need arising from this option on housing sites which deliver 50% affordable housing.
- 2.49 This option projects a population increase of 6,147 (6.5%) with a corresponding increase of 4,551 households (11.3%) in the County over the Plan period. This level of household growth results in an estimated average annual dwelling growth of 318 dpa over the 2018– 2033 Plan period (total 4,770 dwellings). The figure of 318 dpa is lower than the current LDP dwelling requirement of 450 dpa and broadly in line with average completions over the past 5 years (310 dpa).

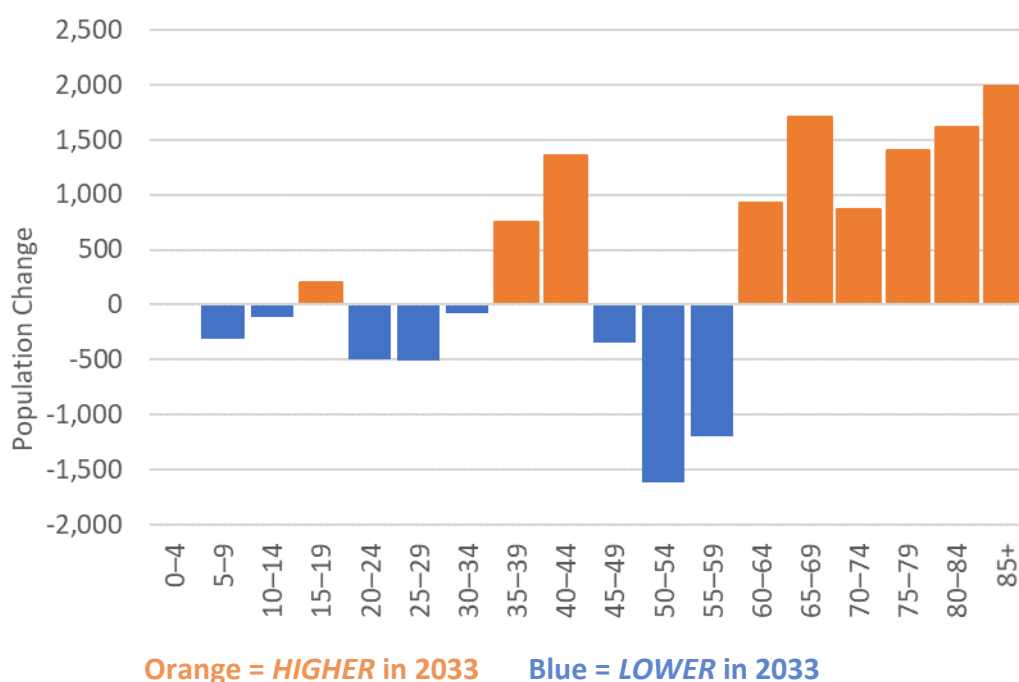
**Chart 12: Components of Change**



2.50 This option projects net in-migration of an average of 825 persons pa throughout the Plan period. However, this is counter balanced by an increasing level of negative natural change as the population ages (Chart 12).

2.51 As with the previous options this option has significant implications for the age profile of the County. Whilst there is growth in the 35-44 age groups the majority of population growth is coming from the over 60 age groups with all other age groups, with the exception of the 15-19 age group, experiencing negative growth, again resulting in an unbalanced demographic (Charts 13 and 14).

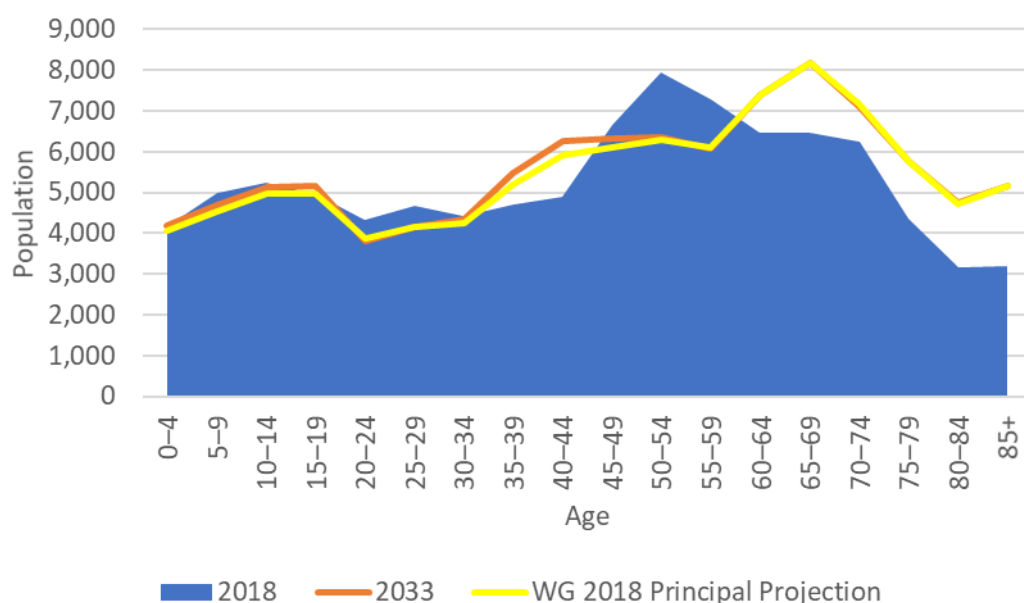
**Chart 13: Population Growth/Decline by Age Group 2018-2033**



Orange = HIGHER in 2033      Blue = LOWER in 2033

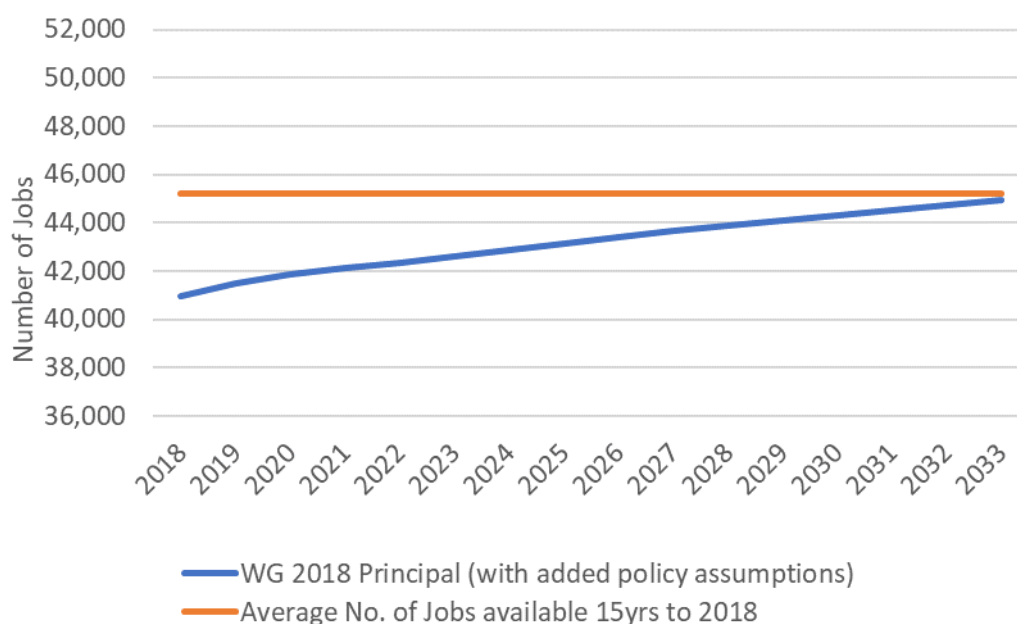


**Chart 14: Implications for the Age Profile of Monmouthshire**



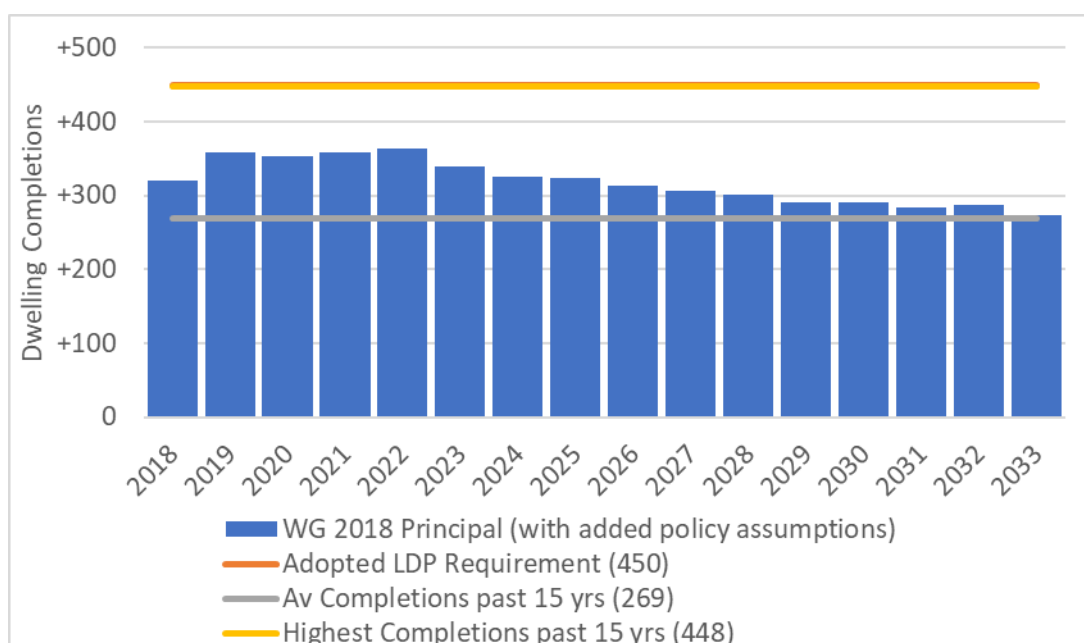
- 2.52 This option projects an increase of 3,975 jobs over the total Plan period. Whilst the number of jobs remains below the average seen in the past 15 years (Chart 15) the gap between the two lessens as the Plan progresses. In the 15 years to 2018 there was an average of 45,200 jobs available within the County, under this option there is projected to be an average of just below 43,200 jobs available. As this option models a commuting ratio that reduces from the 2011 Census value (1.12) to 1.10 over the Plan period, the population and dwelling growth associated with this level of job growth is not as high as might be expected as Monmouthshire would be retaining more of its own population to maintain the job growth.

**Chart 15: Implications for Employment Growth**



- 2.53 All of these factors impact on the dwelling requirement over the Plan period. The dwelling requirement within this option equates to an average of 318 per year, higher than the average build rate over the past 15 years but significantly lower than the adopted LDP requirement (Chart 16). There are currently 4,660 new homes within existing commitments and windfall allowances. This option would only require an additional 110 new dwellings over the Plan period.

**Chart 16: Dwelling Requirement**



- 2.54 The implications associated with this growth option include:

- An increase in the proportion of the older and elderly people living in the County, impacting upon the type of housing required and service providers across public and private sectors. The current pandemic has clearly demonstrated the importance of ensuring our communities are balanced and socially sustainable, particularly in terms of demography. This option would not address the demographic imbalance in the County.
- An overall decline in school aged children, placing less pressure on the capacity of existing schools. However, it would provide no scope to secure any improvements through planning gain and could lead to potential school closures.
- An overall decline in the working age population in the County, although there is some growth in the 35-44 age groups, which could fuel some employment growth. The overall number of jobs is projected to be at a lower level than in the previous 15 years, indicating that whilst the commuting levels will reduce people will still need to leave the County to access employment, this will not promote sustainable travel to work patterns. Provides limited opportunity to create a thriving, well-connected, diverse economy, which has been highlighted as being of particular importance in light of the current pandemic.

- Opportunities to secure affordable housing but at this lower level would not address this key issue. The current pandemic has emphasised the need to ensure the provision of a range and choice of homes (housing mix) in future housing developments to address the County's affordability issues and to build sustainable and resilient communities throughout Monmouthshire.
- Opportunities to secure and/or enhance green infrastructure, public open space and recreation provision through planning gain. The value and importance of having access to locally accessible open/green spaces to assist in recreation and health and well-being has been heightened during the current pandemic.
- Opportunities to secure infrastructure provision/upgrades through planning gain from development. The current pandemic has highlighted the importance of key infrastructure, including digital infrastructure and active travel options to support/enable increased home working and support local communities.

**Table 9: Assessment of Option 3: Welsh Government (WG) 2018-Based Principal Projection (with added Policy assumptions) (WG 2018 Principal Projection (MR CR\_R), AH)\*\* against RLDP Objectives**

RLDP Objective Number	RLDP Objective - Headline	Performance of Option 3 against the RLDP Objectives
*Denotes those RLDP objectives that are considered to have increased emphasis and importance in light of Covid-19 as referred to in paragraph 2.22		
<b>A Prosperous Wales (Well-being Goal 1)</b>		
<b>Objective 1</b>	Economic Growth/ Employment*	An overall decline in the working age population in the County, although there is some growth in the 15 -19 and 35-44 age groups, which could fuel some employment growth. Employment growth brings job levels in the County broadly in line with the average job level seen over the last 15 years, but not until towards the end of the Plan period. This indicates that whilst the commuting levels will reduce people will still need to leave the County to access employment. Provides limited opportunities to create a thriving, well-connected, diverse economy, which has been highlighted as being of particular importance in light of the current pandemic.
<b>Objective 2</b>	Retail centres*	Would provide opportunity to add to the customer base in existing centres but would be unlikely to address the pressures the retail centres in the County's towns are currently facing which would impact negatively on the vitality, viability and attractiveness of the retail centres in the County's towns. The role and function of the high street in the local community has been highlighted of particular importance in the current pandemic, this

RLDP Objective Number	RLDP Objective - Headline	Performance of Option 3 against the RLDP Objectives
		option would not provide sufficient support to existing retail facilities across the County.
<b>A Resilient Wales (Well-being Goal 2)</b>		
<b>Objective 3</b>	Green Infrastructure, Biodiversity and Landscape*	There would be no negative impact on the natural environment, although at the same time it would provide few opportunities to create new linkages through improvements to Green Infrastructure and ecological connectivity. The value and importance of having access to locally accessible open/green spaces to assist in recreation and health and well-being has been heightened during the current pandemic.
<b>Objective 4</b>	Flood risk	There would be no negative impact as growth can be located away from areas of flood risk and will incorporate SUDs in accordance with National Planning Policy and SUDs legislation.
<b>Objective 5</b>	Minerals and Waste	There would be no negative impact on minerals and waste, mineral landbank obligations can be met.
<b>Objective 6</b>	Land	Provision of housing alongside employment could promote efficient use of land and use of brownfield sites. However, it is recognised that there are limited opportunities for development on brownfield land and lower grade agricultural land.
<b>Objective 7</b>	Natural resources	There would be no negative impact on ability to promote the efficient use of natural resources. Any developments will be encouraged to be water and energy efficient.
<b>A Healthier Wales (Well-being Goal 3)</b>		
<b>Objective 8</b>	Health and Well-being*	The continuation of an ageing population and proposed level of growth would have a negative impact on health and well-being with limited scope to support additional provision and/or upgrades to existing provision. Any developments will be encouraged to support healthier lifestyles and provide sufficient open space. The value and importance of having access to locally accessible open/green spaces has been emphasised in light of Covid-19.
<b>A More Equal Wales (Well-being Goal 4)</b>		
<b>Objective 9</b>	Demography*	Would result in an increase in the proportion of the older and elderly people living in the County leading to a more unbalanced demographic. Very limited opportunities for the younger population to live and work in the County.

RLDP Objective Number	RLDP Objective - Headline	Performance of Option 3 against the RLDP Objectives
		The current pandemic has demonstrated the importance of ensuring our communities are balanced and socially sustainable, particularly in terms of demography. This option would not address the demographic imbalance in the County.
<b>A Wales of Cohesive Communities (Well-being Goal 5)</b>		
<b>Objective 10</b>	Housing*	This build rate would not be able to offer the range or number of homes to address the demographic imbalance or the range of homes needed to attract the economically active age group and the type of homes the ageing demographic would require. Opportunities to secure some affordable housing but at this lower level would not address this key issue. The current pandemic has emphasised the need to ensure the provision of a range and choice of homes (housing mix) in future housing developments to address the County's affordability issues and to build sustainable and resilient communities throughout Monmouthshire.
<b>Objective 11</b>	Place-making	Low requirement for new housing so provides very limited opportunity to enhance the character and identity of Monmouthshire's settlements. The value and importance of place-making has been emphasised in light of Covid-19.
<b>Objective 12</b>	Communities	This option allows for some economic growth and opportunities to secure some affordable housing through a higher level of dwelling growth. However, at this level there is little impact on the unbalanced demographic, it provides little opportunity to support social sustainability and balanced communities. The current pandemic has demonstrated the importance of ensuring our communities are balanced and socially sustainable. This growth option would fail to address this key issue and would be detrimental to our core purpose of creating sustainable and resilient communities.
<b>Objective 13</b>	Rural Communities	Would impact negatively on rural communities by providing limited opportunities to strengthen the rural economy or opportunities for people to stay in their local communities. The current pandemic has demonstrated the importance of ensuring our communities are balanced and socially sustainable. Difficulties in sustaining

RLDP Objective Number	RLDP Objective - Headline	Performance of Option 3 against the RLDP Objectives
		services/facilities across the County will result in rural isolation.
<b>Objective 14</b>	Infrastructure*	Would have a negative impact as a declining and unbalanced demographic would result in falling school numbers and could result in school closures, as well as increased pressure on health and social care. Difficulties in sustaining services/facilities across the County as well as limited opportunities to improve a range of infrastructure, including active travel and digital infrastructure would increase issues associated with rural isolation.
<b>Objective 15</b>	Accessibility	The overall number of jobs is projected to be at a lower level than in the previous 15 years, indicating that whilst the commuting levels will reduce people will still need to leave the County to access employment, this will not promote sustainable travel to work patterns. Although it should be recognised that in light of Covid-19 there has been an increase in agile and home working, which is likely to continue over the longer term. The increased reliance on access to local facilities and services during the current pandemic, has highlighted their importance to communities. The proposed growth level would result in limited opportunities to enhance accessibility, active travel enhancements and the use of sustainable transport options.
<b>A Wales of Vibrant Culture &amp; Thriving Welsh Language (Well-being Goal 6)</b>		
<b>Objective 16</b>	Culture, Heritage and Welsh Language	There would be no negative impact on culture and heritage, but at the same time offers few benefits for the economy, tourism and social well-being of communities. No impact on Welsh Language.
<b>A Globally Responsible Wales (Well-being Goal 7)</b>		
<b>Objective 17</b>	Climate Change*	There would be no negative impact on climate change, with a reduction in commuting in the long term as the population ages being a positive. At the same time there would be limited opportunities to contribute to minimising carbon by providing opportunities for renewable energy generation, supporting use of ultra-low emission vehicles and public transport, and the provision of quality Green Infrastructure. The current pandemic has emphasised the need to enable such responses in delivering sustainable and resilient communities.

\*\* Option title as referred to in the Edge Analytics Reports.

## **Integrated Sustainability Appraisal (ISA) Analysis**

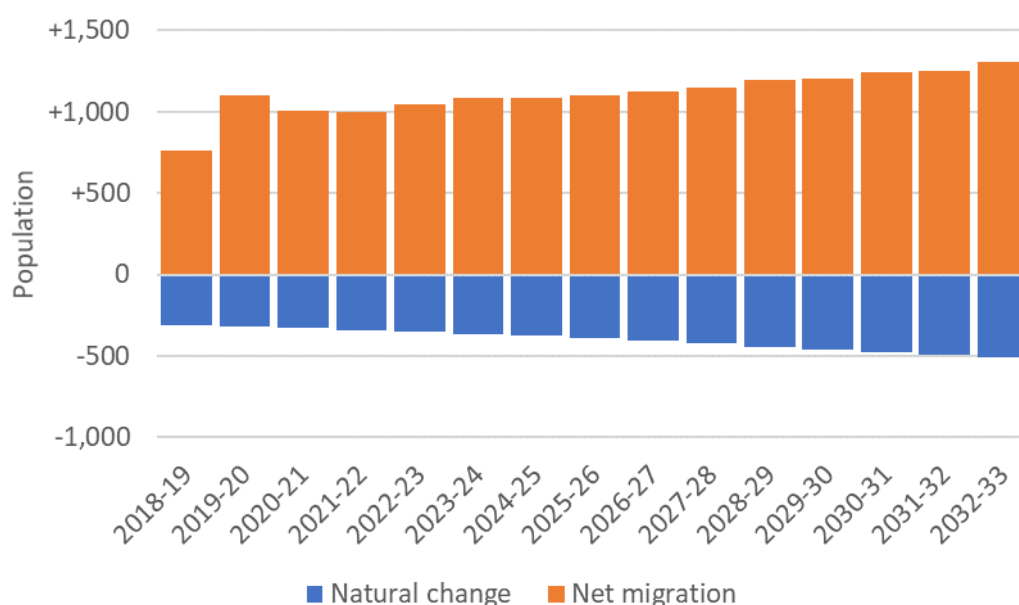
- 2.55 Growth Option 3 performs marginally better than options 1 and 2 against the ISA themes relating to the economy and employment, population and communities, health and wellbeing and equalities. Options 1 to 4 represent job growth, albeit at a lower rate than past delivery rates, and the demographic projections indicate a declining workforce, as well as a declining customer base. Uncertain effects are considered likely against the economy ISA theme for this option, these effects increase in significance as the rate of growth decreases. Options 2 to 6 deliver gradually increasing levels of growth, it is assumed that as the level of growth increases, so does the ability to deliver a greater range/ mix of new homes to help meet the needs of all residents in the County, including affordable housing. Higher levels of growth also increase the potential for accessibility improvements and other community benefits associated with development, including new and improved service and facility provision, extended green infrastructure, transport and infrastructure upgrades, new open spaces and an improved public realm. On the whole impacts against these ISA themes are considered to be uncertain under this option.
- 2.56 There are considered to be no or uncertain effects with regard to this option against the remaining ISA themes. With limited growth under options 2 and 3 it is considered likely to lead to marginal effects in terms of congestion on the existing highway network, although it is recognised that the level of growth under this option is not likely to provide the critical mass to enable infrastructure improvements. This is particularly important given the wider ambitions to transition to a lower-emission infrastructure network, where development will be a key delivery vehicle for the technological and infrastructure advances which underpin the transition. In terms of biodiversity and landscape the increasing level of growth under options 2 to 6 is likely to require increasingly more land take. This is considered likely to result in wider habitat loss and fragmentation as well as increased pressure; notably disturbance (through recreation, noise and light), atmospheric pollution, and through impacts on water quality and resources. However, residual effects remain uncertain at this stage reflecting the ability to mitigate effects at the site/ project level. Overall no or limited growth under options 1, 2 and 3 is not considered likely to lead to effects of significance.
- 2.57 The increasing level of growth under options 2 to 6 is likely to place higher pressure on greenfield land resources and result in wider impacts on the landscape across the County. Given the limited brownfield land available in the County, it is considered that most additional growth will be delivered on greenfield land on the edge of existing settlements, placing increased pressure on the County's landscape interests and rural character with the potential for long term negative effects. Whilst it is likely that mitigation is available to reduce the significance of any effects, the residual effects remain uncertain at this stage until development locations are more clearly defined. At this stage it is concluded that it is not possible to identify any significant differences between the Options or conclude that they are likely to have significant effects on the

historic environment. None of the Options is likely to have a significant effect on the Welsh language.

#### Option 4: Dwelling-led Average (based on housing completion rates) (5yr Average Completions) (Dwelling-led 5 year average, AH)

- 2.58 The 5 Year dwelling-led option is based on residential completions in the Monmouthshire County Council planning area from 2015/16 to 2019/20 and assumes for the initial modelling an average annual dwelling growth rate of 310 per annum during this period. Additional testing has been undertaken to establish the impact on demography, dwellings, household type and employment of an affordable-housing policy-led strategy which aims to meet 10% of the LHMA need arising from this option on housing sites which deliver 50% affordable housing.
- 2.59 By applying the additional testing this produces a dwelling growth of 6,030, an average of 402 dpa over the Plan period. This level of dwelling growth would result in a population increase of 10,641 persons (11.3%) with a corresponding increase of 5,628 (14%) households in the County over the Plan period. A key benefit of considering this level of growth is that it is based on actual past delivery rates and takes account of local socio-economic conditions. However, it needs to be borne in mind that this would represent a continuation of past dwelling completion rates and as this simply replicates what has happened previously it is questioned whether this would address the demographic and economic challenges that we are seeking to address.

**Chart 17: Components of Population Change**

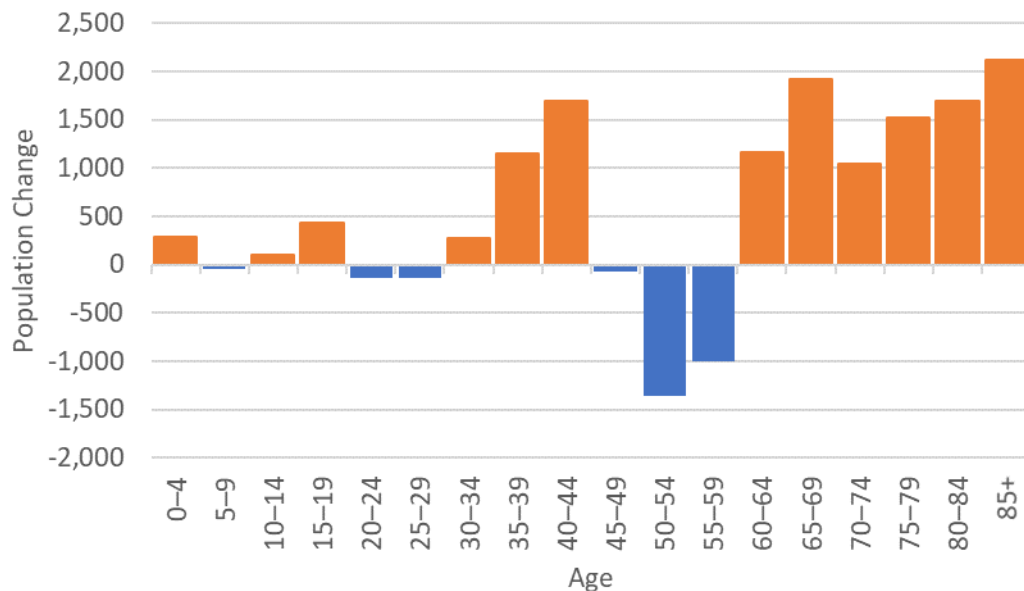


- 2.60 This option projects net average in-migration of around 1,110 persons pa throughout the Plan period, out-weighting the negative impact of natural change, leading to a net growth in the population (Chart 17).



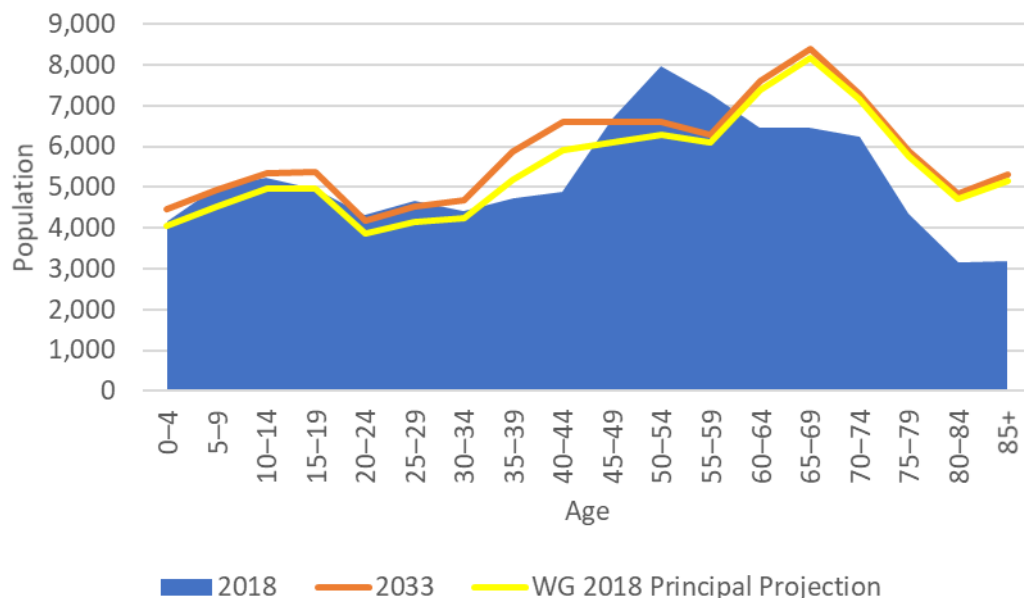
- 2.61 As with the previous options, this option also impacts on the age profile of the County. There is growth from a larger number of age groups, although the level of growth coming from the younger age groups is at a low level. The majority of population growth is therefore still coming from the over 60 age groups, with the 45-59 age groups declining, again resulting in an unbalanced demographic (Charts 18 and 19).

**Chart 18: Population Growth/Decline by Age Group 2018-2033**



Orange = **HIGHER** in 2033      Blue = **LOWER** in 2033

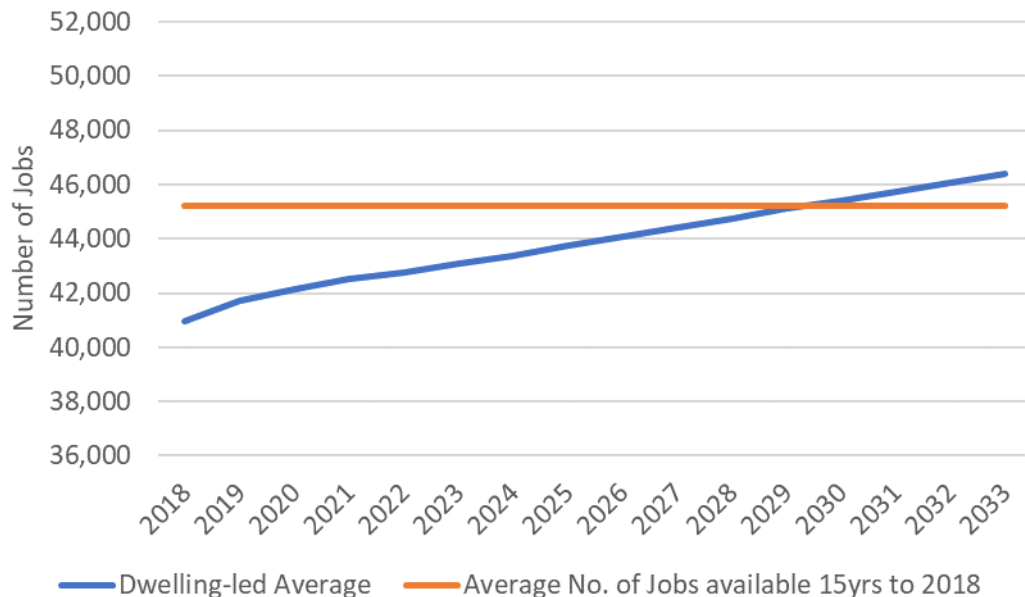
**Chart 19: Implications for the Age Profile of Monmouthshire**



- 2.62 As with option 3, this option also projects a growth in jobs with an increase of 5,460 jobs, an average of 364 jobs pa over the Plan period. However, in terms of the average number of jobs in the County, this option again projects a lower level than over the

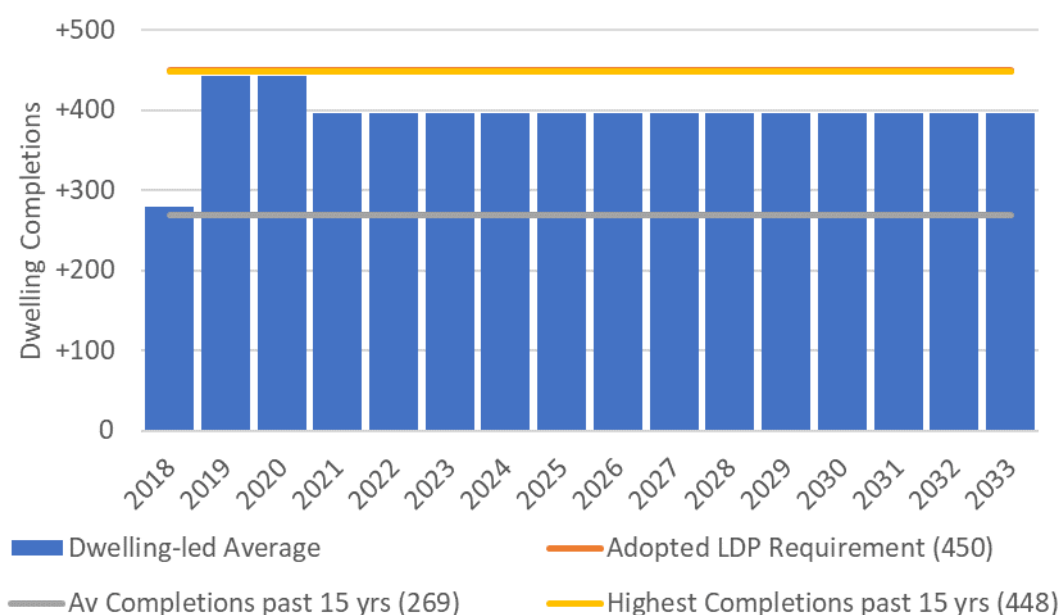
previous 15 years. In the 15 years to 2018, there was an average of 45,200 jobs available within the County, under this option there is projected to be an average of 43,890 jobs available. Despite the lower average number of jobs available there is projected to be a steady increase over the Plan period with the number of jobs available exceeding the 15 year average by 2030. (Chart 20).

**Chart 20: Implications for Employment Growth**



- 2.63 This option represents a continuation of the dwelling growth rates from the past 5 years, i.e. ‘business as usual’. With the addition of the affordable housing policy-led element, this would result in average dwelling completions of 402 dpa over the Plan period which is below the adopted LDP dwelling requirement of 450 dpa (Chart 21). There are currently 4,660 new homes within existing commitments and windfall allowances. This option would require an additional 1,370 new dwellings over and above these existing commitments and allowances over the Plan period.

**Chart 21: Dwelling Requirement**



2.64 The implications associated with this growth option include:

- Despite a small uplift in the younger age groups, results in an increase in the proportion of the older and elderly people living in the County, impacting upon the type of housing required and service providers across public and private sectors. The current pandemic has clearly demonstrated the importance of ensuring our communities are balanced and socially sustainable, particularly in terms of demography. This option would not address the demographic imbalance in the County.
- A relatively stable number of school aged children, placing no pressure on the capacity of existing schools, but with limited opportunities to secure improvements to existing schools through planning gain.
- Growth in established households around the 35-44 age group, which could fuel some employment growth. However, the overall number of jobs is projected to be at a lower level than in the previous 15 years, indicating that people will still need to leave the County to access employment. This would not significantly reduce levels of out-commuting or promote sustainable travel to work patterns.
- Whilst this option projects growth in jobs over the Plan period, it is unlikely that this level of job growth located within the County will be needed given the increased propensity to work from home / remotely. It is expected that the trend for increased home and remote working will continue over the longer term which will act to reduce this job growth figure over the Plan period.
- Opportunities to secure affordable housing through the planning system. The current pandemic has emphasised the need to ensure the provision of a range and choice of homes (housing mix) in future housing developments to address the

County's affordability issues and to build sustainable and resilient communities throughout Monmouthshire.

- Opportunities to secure and/or enhance green infrastructure, public open space and recreation provision through planning gain. The value and importance of having access to locally accessible open/green spaces to assist in recreation and health and well-being has been heightened during the current pandemic.
- Opportunities to secure infrastructure provision/upgrades through planning gain from development. The current pandemic has highlighted the importance of key infrastructure, including digital infrastructure and active travel options to support/enable increased home working and support local communities

**Table 10: Assessment of Option 4: Dwelling-led Average (based on housing completion rates) (5yr Average Completions) (Dwelling-led 5 year average, AH)\*\* against RLDP Objectives**

RLDP Objective Number	RLDP Objective - Headline	Performance of Option 4 against the RLDP Objectives
*Denotes those RLDP objectives that are considered to have increased emphasis and importance in light of Covid-19 as referred to in paragraph 2.22		
<b>A Prosperous Wales (Well-being Goal 1)</b>		
<b>Objective 1</b>	Economic Growth/ Employment*	Despite the lower average number of jobs available there is projected to be a steady increase over the Plan period with the number of jobs available exceeding the 15 year average by 2030. This level of growth would encourage greater indigenous business growth and encourage inward investment. Provides opportunity to create a thriving, well-connected, diverse economy, which has been highlighted as being of particular importance in light of the current pandemic.
<b>Objective 2</b>	Retail centres*	Would provide opportunity to add to the customer base in existing centres The role and function of the high street in the local community has been highlighted of particular importance in the current pandemic, this option would be likely to provide sufficient support to existing retail facilities across the County.
<b>A Resilient Wales (Well-being Goal 2)</b>		
<b>Objective 3</b>	Green Infrastructure, Biodiversity and Landscape*	Likely to result in further pressure on the natural environment. New developments could nevertheless improve Green Infrastructure and ecological connectivity through opportunities to create new linkages. The value and importance of having access to locally accessible open/green spaces to assist in recreation and health and well-being has been heightened during the current pandemic.

RLDP Objective Number	RLDP Objective - Headline	Performance of Option 4 against the RLDP Objectives
<b>Objective 4</b>	Flood risk	Level of development likely to result in development in areas which have floodplains. Developments can nevertheless be located away from areas at risk of flooding and will incorporate SUDs in accordance with National Planning Policy and SUDs legislation.
<b>Objective 5</b>	Minerals and Waste	There would be no negative impact on minerals and waste, mineral landbank obligations can be met.
<b>Objective 6</b>	Land	Provision of housing alongside employment could promote efficient use of land and use of brownfield sites. However, it is recognised that there are limited opportunities for development on brownfield land and lower grade agricultural land.
<b>Objective 7</b>	Natural resources	There would be no negative impact on ability to promote the efficient use of natural resources. Any developments will be encouraged to be water and energy efficient.
<b>A Healthier Wales (Well-being Goal 3)</b>		
<b>Objective 8</b>	Health and Well-being*	Any developments will be encouraged to support healthier lifestyles and provide sufficient open space. The value and importance of having access to locally accessible open/green spaces has been emphasised in light of Covid-19.
<b>A More Equal Wales (Well-being Goal 4)</b>		
<b>Objective 9</b>	Demography*	Begins to address the unbalanced demographic through growth from a larger number of age groups, although the level of growth from the younger age groups is at a low level. The majority of population growth is coming from the over 60 age groups, with 45-59 declining, again resulting in an unbalanced demographic. The current pandemic has clearly demonstrated the importance of ensuring our communities are balanced and socially sustainable, particularly in terms of demography.
<b>A Wales of Cohesive Communities (Well-being Goal 5)</b>		
<b>Objective 10</b>	Housing*	Would provide a level of housing that is sufficient to provide a wide ranging choice of homes for both existing and future residents. Level of development would provide opportunity to secure affordable and market homes. The current pandemic has emphasised the need to ensure the provision of a range and choice of homes (housing mix) in future housing developments to address the County's affordability issues and to build sustainable and resilient communities throughout Monmouthshire.
<b>Objective 11</b>	Place-making	Any developments will need to enhance the character and identity of the settlements and be in accordance with national sustainable place-making principles. The value

RLDP Objective Number	RLDP Objective Headline	Performance of Option 4 against the RLDP Objectives
		and importance of place-making has been emphasised in light of Covid-19.
<b>Objective 12</b>	Communities	Could impact negatively on communities as despite a small uplift in the younger age groups, an increase in the proportion of the older population living within the County would result in an unbalanced demographic, impacting on the services required throughout the County. New development however will provide opportunities for job creation and some improvements to existing services and facilities. The current pandemic has demonstrated the importance of ensuring our communities are balanced and socially sustainable, particularly in terms of demography.
<b>Objective 13</b>	Rural Communities	Could impact negatively on communities as despite a small uplift in the younger age groups, an increase in the proportion of the older population living within the County would result in an unbalanced demographic, impacting on the services required throughout the County. New development however could help strengthen the rural economy and address rural isolation, assisting in building sustainable rural communities.
<b>Objective 14</b>	Infrastructure*	Development will generate opportunities to both provide new infrastructure and enhance the existing. Appropriate infrastructure could be provided to accommodate any new development.
<b>Objective 15</b>	Accessibility	Despite the lower average number of jobs available there is projected to be a steady increase over the Plan period with the number of jobs available exceeding the 15 year average by 2030. However, this does indicate that people will still need to leave the County to access employment for the majority of the Plan period. This would not reduce levels of out-commuting or promote sustainable travel to work patterns. Although it should be recognised that in light of Covid-19 there has been an increase in agile and home working, which is likely to continue over the longer term. The proposed growth level would result in some opportunities to enhance accessibility, active travel and the use of sustainable transport options.
<b>A Wales of Vibrant Culture &amp; Thriving Welsh Language (Well-being Goal 6)</b>		
<b>Objective 16</b>	Culture, Heritage and Welsh Language	Has the potential to impact on the heritage of a number of settlements in Monmouthshire. On the other hand through design developments can protect and enhance the built environment as well as provide benefits for the

RLDP Objective Number	RLDP Objective - Headline	Performance of Option 4 against the RLDP Objectives
		economy, tourism and well-being of communities. No impact on Welsh Language.
<b>A Globally Responsible Wales (Well-being Goal 7)</b>		
<b>Objective 17</b>	Climate Change	There would be no negative impact on climate change as the resilience of new development to aspects of climate change can be achieved via the design and location of new developments. Developments can provide opportunities to minimise carbon by providing opportunities for renewable energy generation, seeking to reduce commuting, supporting use of ultra-low emission vehicles and public transport, and the provision of quality Green Infrastructure. The current pandemic has emphasised the need to enable such responses in delivering sustainable and resilient communities.

\*\* Option title as referred to in the Edge Analytics Reports.

### **Integrated Sustainability Appraisal (ISA) Analysis**

- 2.65 Growth Option 4 performs better than the lower growth options against the ISA themes relating to the economy and employment, population and communities, health and wellbeing and equalities. . Options 1 to 4 represent job growth, albeit at a lower rate than past delivery rates, and the demographic projections indicate a declining workforce, as well as a declining customer base. Uncertain effects are considered likely against the economy ISA theme for this option, these effects increase in significance as the rate of growth decreases. Options 2 to 6 deliver gradually increasing levels of growth, it is assumed that as the level of growth increases, so does the ability to deliver a greater range/ mix of new homes to help meet the needs of all residents in the County, including affordable housing. Higher levels of growth also increase the potential for accessibility improvements and other community benefits associated with development, including new and improved service and facility provision, extended green infrastructure, transport and infrastructure upgrades, new open spaces and an improved public realm. On the whole impacts against these ISA themes are considered to be uncertain under this option.
- 2.66 There are considered to be no or uncertain effects with regard to this option against the remaining ISA themes. Whilst Options 4, 5 and 6 propose higher levels of growth that has greater potential for negative effects in terms of congestion, negative effects are not considered likely to be significant against the transport ISA theme. In terms of biodiversity as the level of growth increases through Options 4 to 6 so too does the potential significance of negative effects. However, the residual effects remain uncertain at this stage reflecting the ability to mitigate effects at the site/ project level.
- 2.67 As the additional growth under Options 2 to 6 increases it is likely to require increasingly more land take, placing greater pressure on greenfield land resources and

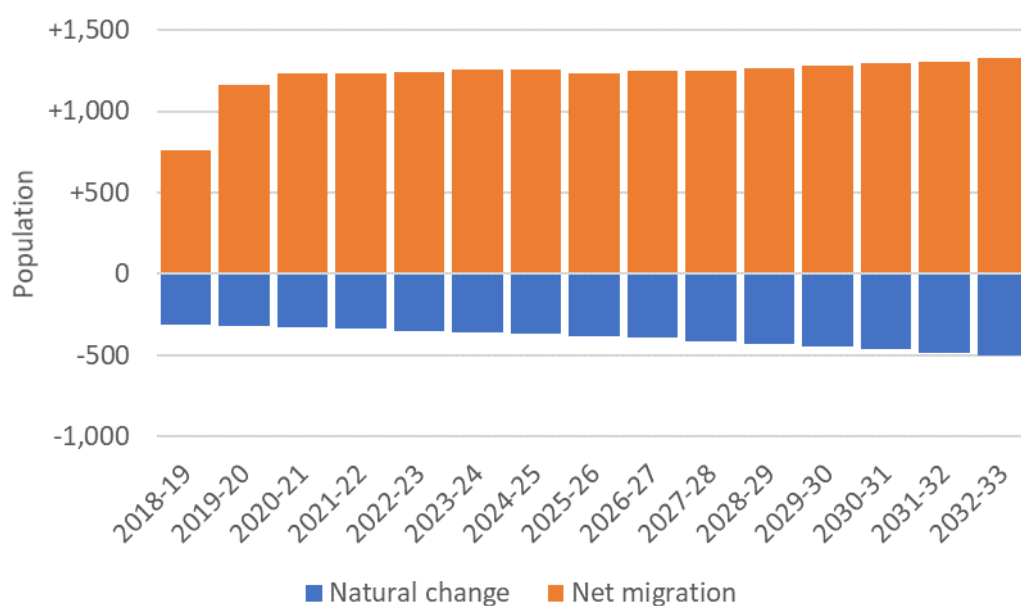
resulting in wider impacts on the landscape across the County: this has the potential for long term negative effects. Alongside the potential for negative effects, it is recognised however that there is also the opportunity for growth to deliver landscape enhancements; maximising opportunities to secure and/or improve green infrastructure, public open space and recreation provision through planning gain. The nature and significance of effects will therefore ultimately be dependent on the exact location, design/ layout of development, and the implementation of mitigation measures. At this stage it is concluded that it is not possible to identify any significant differences between the Options or conclude that they are likely to have significant effects on the historic environment. None of the Options is likely to have a significant effect on the Welsh language.

**Option 5: Population-led projection (with added policy assumptions) (PG Long Term (Adjusted 5yr) (MR CR\_R) AH)**

- 2.68 This option uses the POPGROUP forecasting model to develop a trend-based demographic option. It uses an ONS 2019 Mid Year Estimate as the base year and then uses migration flow assumptions based on an eighteen-year historical period but with internal in-migration rates adjusted to reflect the higher in-migration (based on the last 5 years) from Bristol and South Gloucestershire. This option has been modelled to reflect the impact of the removal of the Severn Bridge Tolls.
- 2.69 The sensitivity testing has then been applied to the output to establish the impact on the projection of modelling adjustments to the household membership rates for three key younger age groups (19-24, 25-29, 30-34), whilst at the same time reducing out-commuting by retaining more of the resident workforce.
- 2.70 Additional testing has been undertaken to establish the impact on demography, dwellings, household type and employment of an affordable-housing policy-led strategy which aims to meet 10% of the LHMA need arising from this option on housing sites which deliver 50% affordable housing.
- 2.71 This option results in the highest net migration rates of any of the demographic or dwelling-led scenarios, with only the radical structural change employment-led scenario resulting in a higher level. By applying the adjustment to the internal in-migration rates, this scenario projects an increase of 12,443 (13.2%) in the population with a corresponding increase of 7,255 (18.1%) in the number of households in the County over the Plan period. This represents a projected dwelling growth of 7,605 over the Plan period, 507 dpa.

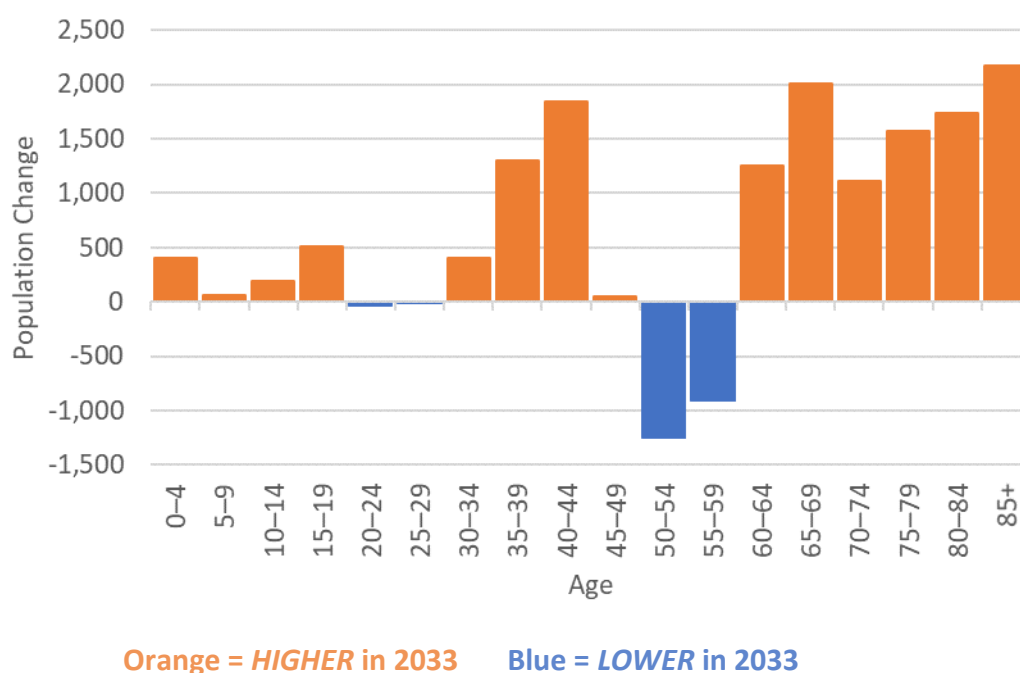


**Chart 22: Components of Population Change**

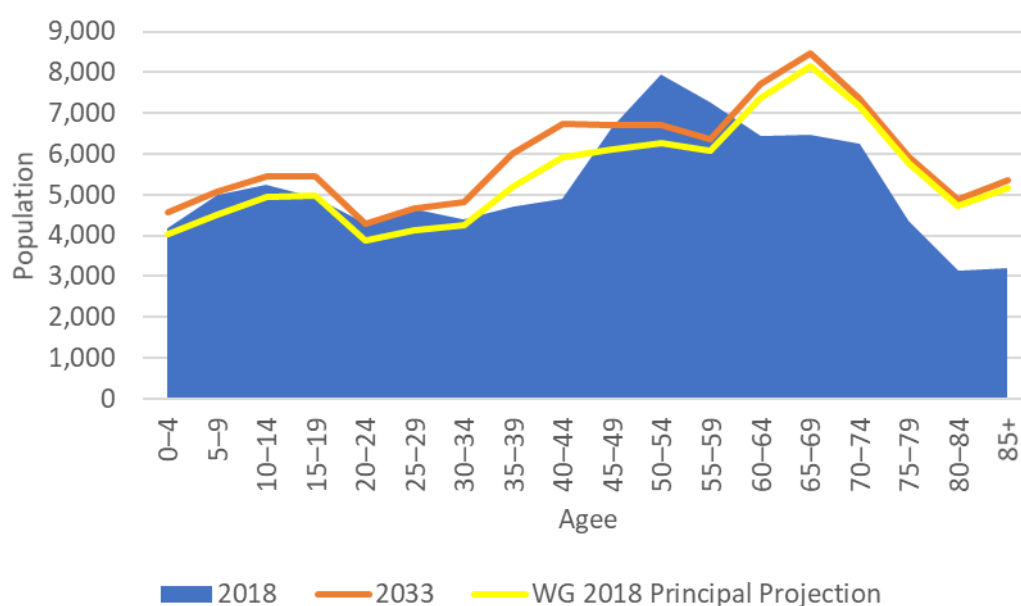


- 2.72 This option projects net average in-migration of 1,220 persons pa throughout the Plan period, significantly out-weighting the negative impact of natural change, leading to a net growth in the population. This option shows the highest migration levels of any of the demographic or dwelling-led options as it takes account of the increased level of in-migration from neighbouring areas since the removal of the Severn Bridge Toll (Chart 22).
- 2.73 This level of migration results in a significant impact on the age profile of the County, and whilst there continues to be growth in the over 60 age groups there is a corresponding growth in the key 30-49 age groups, with growth mirrored in the 0-19 age groups. This option captures increased in-migration in the key labour force age groups (Charts 23 and 24).

**Chart 23: Population Growth/Decline by Age Group 2018-2033**



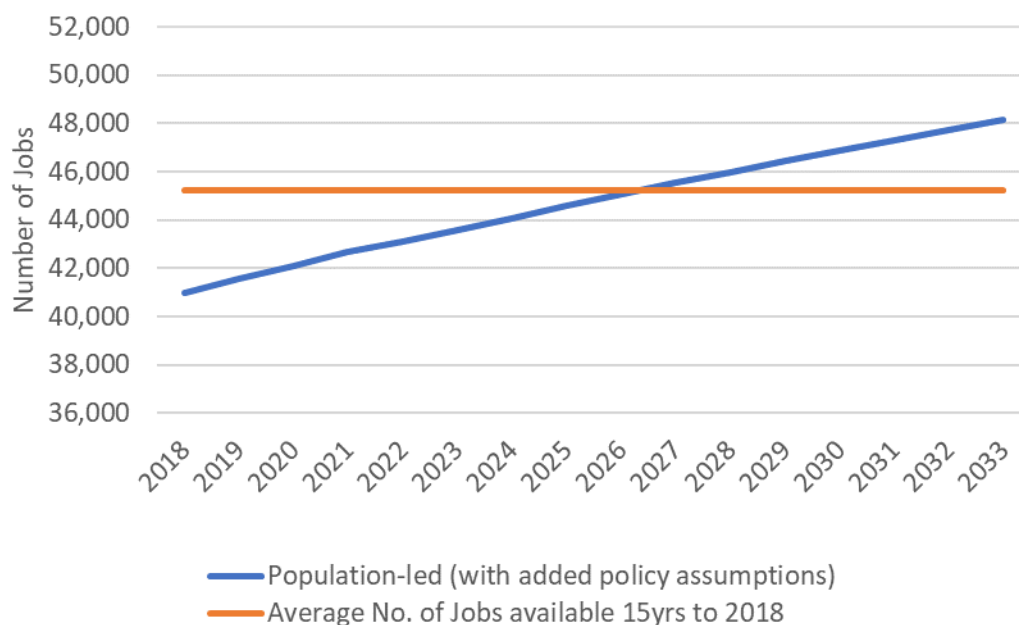
**Chart 24: Implications for the Age Profile of Monmouthshire**



- 2.74 The growth in jobs under this scenario is significantly higher than in the previous options with an increase of 7,215 jobs, 481 jobs pa over the Plan period (Chart 25). The number of jobs available rises significantly towards the end of the Plan period, with 48,160 jobs available in the County by 2033. This option models a commuting ratio that reduces from the 2011 Census value (1.12) to 1.10 over the Plan period, the population and dwelling growth associated with this level of job growth is not as high

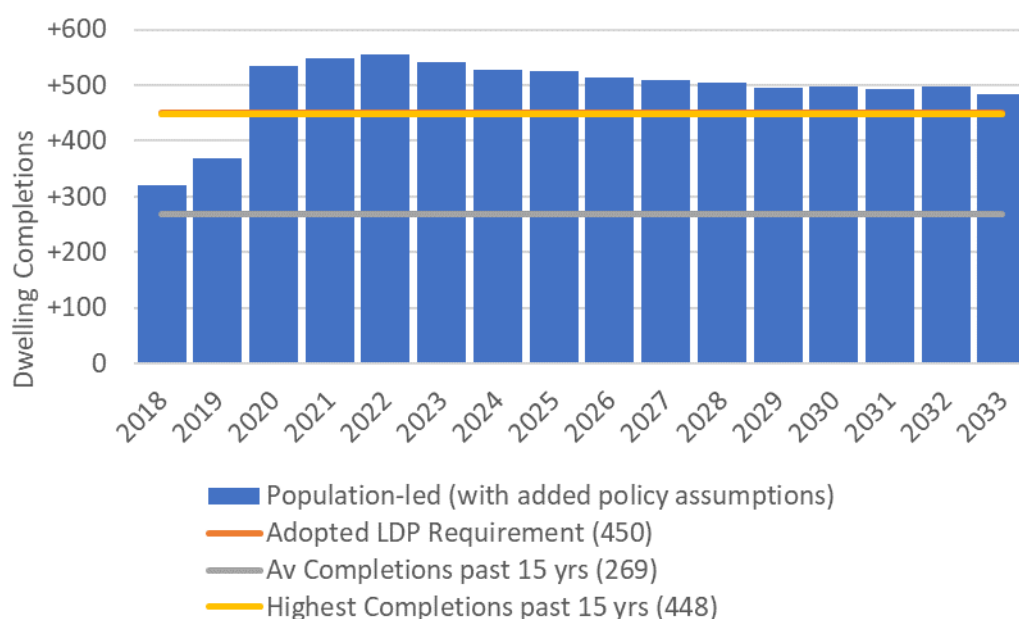
as might be expected as Monmouthshire would be retaining more of its own population to maintain the job growth.

**Chart 25: Implications for Employment Growth**



- 2.75 This option represents a dwelling growth rate of some 507 dpa over the Plan period. This is a higher level than experienced over the past 15 years and is higher than the current LDP requirement (Chart 26). There are currently 4,660 new homes within existing commitments and windfall allowances. This option would require an additional 2,945 new dwellings over and above these existing commitments and allowances over the Plan period.

**Chart 26: Dwelling Requirement**



2.76 The implications associated with this growth option include:

- This option shows significant progress in achieving a more balanced demographic, although the increase in the number of older and elderly people living in the County would still impact upon the type of housing required and service providers across public and private sectors. The current pandemic has clearly demonstrated the importance of ensuring our communities are balanced and socially sustainable, particularly in terms of demography.
- Growth in the number of school aged children, placing more pressure on the capacity of existing schools. However, the level of housing delivery would provide a substantial opportunity to secure additional provision through planning gain to fund extensions and/or new schools.
- Growth in the number of working aged people living in Monmouthshire, with a notable increase in established households around the 30-44 age group, fuelling growth in employment provision. A reduction in out-commuting likely to lead to more sustainable travel patterns. Provides the opportunity to create a thriving, well-connected, diverse economy, which has been highlighted as being of particular importance in light of the current pandemic.
- Whilst this option projects a significant growth in jobs over the Plan period, it is unlikely that this level of job growth located within the County will be needed given the increased propensity to work from home / remotely. It is expected that the trend for increased home and remote working will continue over the longer term which will act to reduce this job growth figure over the Plan period.
- Opportunities to secure more significant affordable housing through the planning system. The current pandemic has emphasised the need to ensure the provision of a range and choice of homes (housing mix) in future housing developments to

address the County's affordability issues and to build sustainable and resilient communities throughout Monmouthshire.

- Opportunities to sustain services /facilities in urban and rural areas with associated benefits including addressing rural isolation. The Covid-19 pandemic has highlighted the importance of local services and facilities to support our communities.
- Opportunities to secure meaningful infrastructure provision/upgrades through planning gain from development, including digital infrastructure and active travel options to support/enable increased home/remote working and support local communities, all of which have increased importance in light of the Covid-19 pandemic.
- Increased opportunities to secure and/or enhance green infrastructure, public open space and recreation provision through planning gain. The value and importance of having access to locally accessible open/green spaces to assist in recreation and health and well-being has been heightened during the current pandemic.

**Table 11: Assessment of Option 5: (Population-led projection (with added policy assumptions) (PG Long Term (Adjusted 5yr) (MR CR\_R) AH)\*\* against RLDP Objectives**

RLDP Objective Number	RLDP Objective - Headline	Performance of Option 5 against the RLDP Objectives
*Denotes those RLDP objectives that are considered to have increased emphasis and importance in light of Covid-19 as referred to in paragraph 2.22		
<b>A Prosperous Wales (Well-being Goal 1)</b>		
<b>Objective 1</b>	Economic Growth/ Employment*	Would result in a growth in jobs of 481 pa. This level of growth would encourage greater indigenous business growth and encourage inward investment. Provides the opportunity to create a thriving, well-connected, diverse economy, which has been highlighted as being of particular importance in light of the current pandemic and would assist in building sustainable and resilient communities.
<b>Objective 2</b>	Retail centres*	Would provide increased opportunities to add to the customer base in retail centres in the County's towns, with a 13.2% increase in the population. There would be benefits arising from indigenous employment growth in the County, fostering the vitality, viability and attractiveness of the centres. The role and function of the high street in the local community has been highlighted of particular importance in the current pandemic. This option would provide sufficient support to existing retail facilities across the County.
<b>A Resilient Wales (Well-being Goal 2)</b>		

RLDP Objective Number	RLDP Objective - Headline	Performance of Option 5 against the RLDP Objectives
<b>Objective 3</b>	Green Infrastructure, Biodiversity and Landscape*	Likely to result in further pressure on the natural environment. New developments could nevertheless improve Green Infrastructure and ecological connectivity through opportunities to create new linkages. The value and importance of having access to locally accessible open/green spaces to assist in recreation and health and well-being has been heightened during the current pandemic.
<b>Objective 4</b>	Flood risk	Level of development likely to result in development in areas which have floodplains. Developments can nevertheless be located away from areas at risk of flooding and will incorporate SUDs in accordance with National Planning Policy and SUDs legislation.
<b>Objective 5</b>	Minerals and Waste	Levels of housing and employment development could impact on the safeguarding of the County's mineral resource. Developments can nevertheless be located away from safeguarded areas.
<b>Objective 6</b>	Land	Provision of housing alongside employment could promote efficient use of land and use of brownfield sites. However, it is recognised that there are limited opportunities for development on brownfield land and lower grade agricultural land.
<b>Objective 7</b>	Natural resources	There would be no negative impact on ability to promote the efficient use of natural resources. Any developments will be encouraged to be water and energy efficient and incorporate appropriate renewable energy technologies.
<b>A Healthier Wales (Well-being Goal 3)</b>		
<b>Objective 8</b>	Health and Well-being*	Any developments will be encouraged to support healthier lifestyles and provide sufficient open space. The value and importance of having access to locally accessible open/green spaces has been emphasised in light of Covid-19.
<b>A More Equal Wales (Well-being Goal 4)</b>		
<b>Objective 9</b>	Demography*	Results in an evening out of the age profile with growth coming from a broader cross section of the demographic. The current pandemic has demonstrated the importance of ensuring our communities are balanced and socially sustainable, particularly in terms of demography. This option shows significant progress in achieving a more balanced demographic.
<b>A Wales of Cohesive Communities (Well-being Goal 5)</b>		
<b>Objective 10</b>	Housing*	Would provide a level of housing that is sufficient to provide a wide ranging choice of homes for both existing and future residents. The level of growth would provide

RLDP Objective Number	RLDP Objective Headline	Performance of Option 5 against the RLDP Objectives
		opportunities to secure more significant affordable housing through the planning system. The current pandemic has emphasised the need to ensure the provision of a range and choice of homes (housing mix) in future housing developments to address the County's affordability issues and to build sustainable and resilient communities throughout Monmouthshire.
<b>Objective 11</b>	Place-making	Any developments will need to enhance the character and identity of the settlements and be in accordance with national sustainable place-making principles. Growth in employment alongside housing will create more sustainable places. The value and importance of place-making has been emphasised in light of Covid-19.
<b>Objective 12</b>	Communities	A more balanced demographic with new development providing for a wide ranging choice of homes and jobs for both existing and future residents together with improvements to existing services and facilities. The current pandemic has demonstrated the importance of ensuring our communities are balanced and socially sustainable, particularly in terms of demography.
<b>Objective 13</b>	Rural Communities	A more balanced demographic with new development providing opportunities which could help support the rural economy and address rural isolation.
<b>Objective 14</b>	Infrastructure*	Appropriate infrastructure could be provided to accommodate any new development. The current pandemic has highlighted the importance of the provision of digital infrastructure and active travel options to support/enable increased home working and support local communities.
<b>Objective 15</b>	Accessibility	The level of employment growth alongside the housing development would be likely to reduce the need to travel. This would also be enhanced by the recent increase in agile working and home and remote working as a result of Covid-19, which is likely to continue over the longer term. Any new developments will need to consider active travel and integrated sustainable transport.
<b>A Wales of Vibrant Culture &amp; Thriving Welsh Language (Well-being Goal 6)</b>		
<b>Objective 16</b>	Culture, Heritage and Welsh Language	Has the potential to impact on the heritage of a number of settlements in Monmouthshire. On the other hand through design developments can protect and enhance the built environment as well as provide benefits for the economy, tourism and well-being of communities. No impact on Welsh Language.
<b>A Globally Responsible Wales (Well-being Goal 7)</b>		

RLDP Objective Number	RLDP Objective - Headline	Performance of Option 5 against the RLDP Objectives
<b>Objective 17</b>	Climate Change*	The resilience of new development to aspects of climate change can be achieved via the design and location of new developments. Developments can provide opportunities to minimise carbon by providing opportunities for renewable energy generation, seeking to reduce commuting, supporting use of ultra-low emission vehicles and public transport, and the provision of quality Green Infrastructure. The current pandemic has emphasised the need to enable such responses in delivering sustainable and resilient communities.

\*\* Option title as referred to in the Edge Analytics Reports.

### **Integrated Sustainability Appraisal (ISA) Analysis**

- 2.77 Growth Option 5 performs positively against the ISA themes relating to the economy and employment and population and communities. Both Options 5 and 6 seek higher economic growth levels than Options 1 to 4 and as a result, are expected to perform better in relation to the employment ISA theme. The housing growth proposed alongside economic development also seeks to address potential demographic imbalances with growth in key working age groups. Both Options are considered likely to support the retention of younger age groups and reduce out-commuting through growth with high levels of sustainable local access. Both Options provide opportunities to encourage a more diverse and vibrant economy, significant long-term positive effects are anticipated under both Options 5 and 6. However it is considered that Option 5, by more closely aligning with past delivery rates in the earlier years of the Plan period, presents a more realistic option. As a result, significant positive effects are considered likely under Option 5 against these ISA themes.
- 2.78 Options 5 and 6 also perform highly against the ISA themes relating to health and wellbeing, equalities and transport. Whilst Options 5 and 6 propose a higher level of growth that has greater potential for negative effects in terms of congestion, negative effects are not considered likely to be significant and it is recognised that Options 5 and 6 provide greater critical mass to enable more significant infrastructure improvements. This is particularly important given the wider ambitions to transition to a lower-emission infrastructure network, where development will be a key delivery vehicle for the technological and infrastructure advances which underpin the transition.
- 2.79 There are considered to be no or uncertain effects with regard to this option against the remaining ISA themes. In terms of biodiversity the increasing level of growth under options 2 to 6 is likely to require increasingly more land take. This is considered likely to result in wider habitat loss and fragmentation as well as increased pressure; notably disturbance (through recreation, noise and light), atmospheric pollution, and through impacts on water quality and resources. Despite this, it is recognised that a higher



level of growth could also offer greater opportunities for delivering biodiversity net gain, securing and/ or enhancing green infrastructure, public open space and recreation provision through planning gain. The nature and significance of residual effects will therefore ultimately be dependent on the exact location, design/ layout of development, the implementation of mitigation measures, and the sensitivity of receptors. Residual effects therefore remain uncertain at this stage reflecting the ability to mitigate effects at the site/ project level.

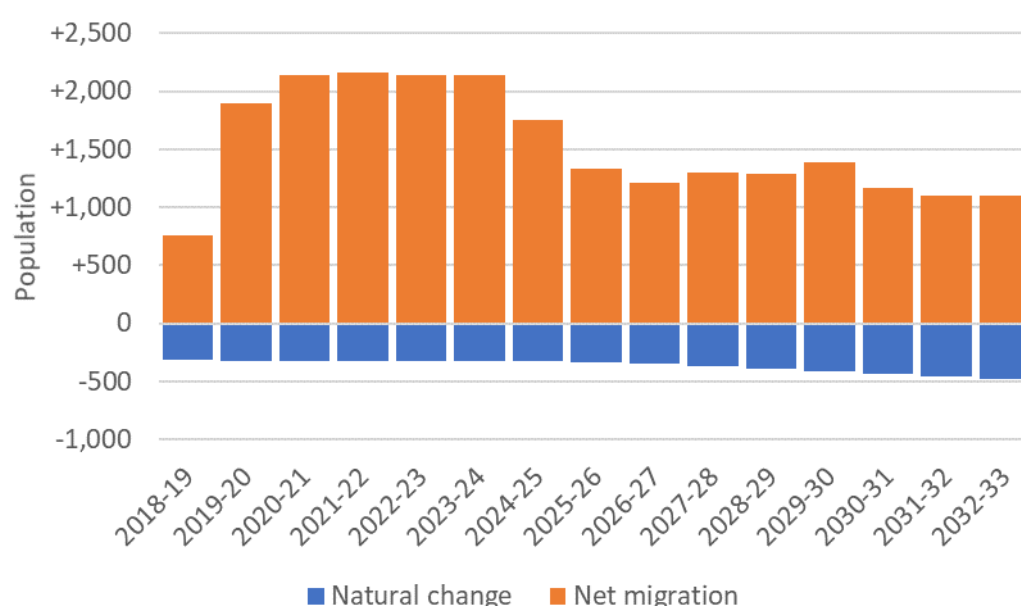
- 2.80 All of the options, with the exclusion of Option 1, are likely to require increasingly more land, placing higher pressure on greenfield land resources and resulting in wider impacts on the landscape across the County. Given the limited brownfield land available in the County, it is considered that most additional growth will be delivered on greenfield land on the edge of existing settlements, placing increased pressure on the County's landscape interests and rural character with the potential for long term negative effects. Whilst it is likely that mitigation is available to reduce the significance of any effects, the residual effects remain uncertain at this stage until development locations are more clearly defined. At this stage it is concluded that it is not possible to identify any significant differences between the Options or conclude that they are likely to have significant effects on the historic environment. None of the Options is likely to have a significant effect on the Welsh language.

**Option 6: Employment-led Projection (with added policy assumptions) (Radical Structural Change Higher (Commuting Ratio Reducing),AH)**

- 2.81 This is an employment-led option. As a starting point it takes the higher level of job creation under the radical structural change option of the Economies of the Future Report. This estimates an additional 10,000 jobs above the 2017 level by 2037. When the additional underlying assumptions are applied to this option this equates to an annual growth of 642 jobs or a total of 9,630 jobs over the Plan period.
- 2.82 This option uses economic assumptions that are consistent with those applied to Monmouthshire's demographic and dwelling-led scenarios. That is an unemployment rate which remains at the current value (2019) (2.9%) and consistent employment growth and economic activity rate assumptions over the Plan period. This option was not subject to the sensitivity testing applied to the demographic and dwelling-led options, however, it assumes that the commuting ratio will reduce to the same degree as for the sensitivity testing. With the provision of more jobs in the County it is realistic to assume that the commuting ratio would reduce, i.e. Monmouthshire would retain more of its own workers rather than them commuting elsewhere to work. This option takes this into account and assumes a smaller net out-commute by the end of the Plan period. Whilst not impacting on the overall growth of employment, this reduces population growth and thus the dwelling requirement as fewer people are estimated to commute out of the County, thus reducing the need for in-migration to support the employment and dwelling growth.

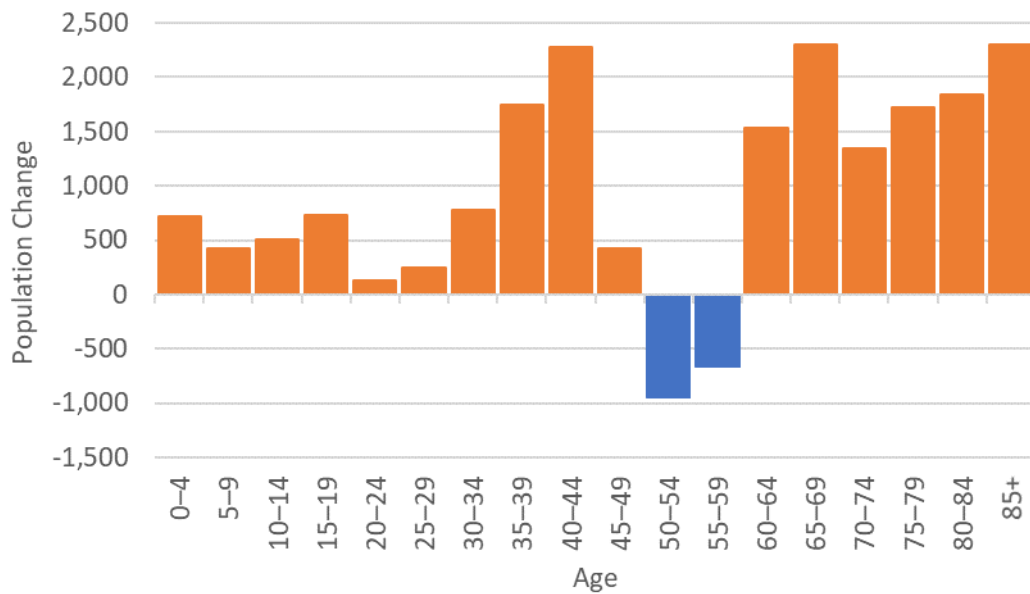
- 2.83 Whilst not all of the sensitivity testing assumptions have been applied to this option additional testing has been undertaken to establish the impact on demography, dwellings, household type and employment of an affordable-housing policy-led strategy which aims to meet 10% of the LHMA need arising from this option on housing sites which deliver 50% affordable housing.
- 2.84 By applying these principles this employment-led option projects an increase of 17,403 (18.5%) in the population with a corresponding increase of 8,653 (21.6%) households in the County over the Plan period. This represents a projected dwelling growth rate of 9,060 (604 dpa) to support this level of employment growth.

**Chart 27: Components of Population Change**



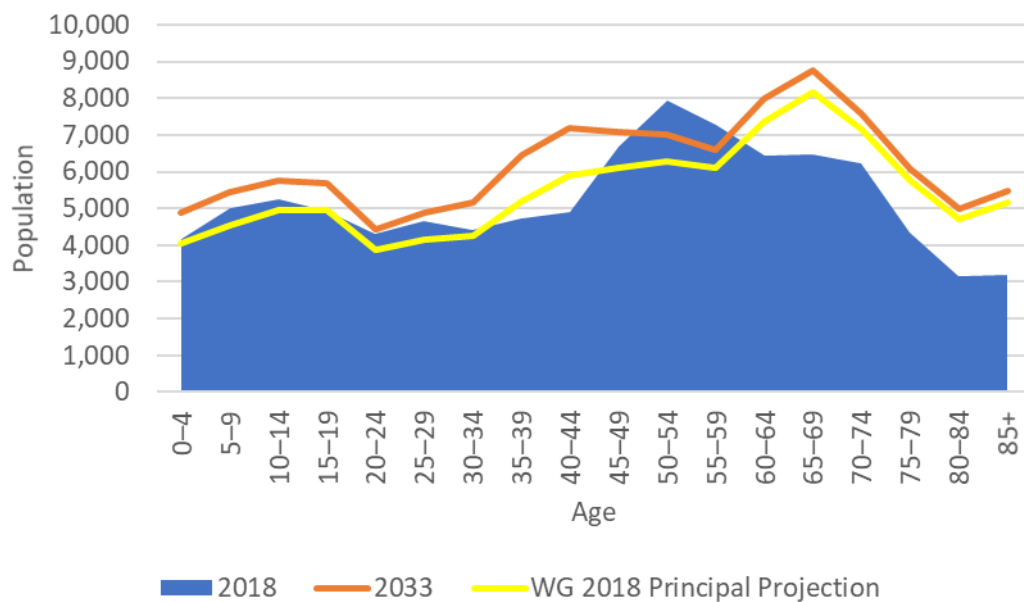
- 2.85 This option projects net average in-migration of 1,520 persons pa throughout the Plan period, significantly out-weighting the negative impact of natural change, leading to a net growth in the population (Chart 27).
- 2.86 This results in a significant impact on the age profile of the County, and whilst there continues to be growth in the over 60 age groups there is a corresponding growth in the key labour force age groups with this growth mirrored in the 0-19 age groups. This scenario captures increased in-migration in all of these groups with the exception of 50-59 year olds (Charts 28 and 29).

**Chart 28: Population Growth/Decline by Age Group 2018-2033**



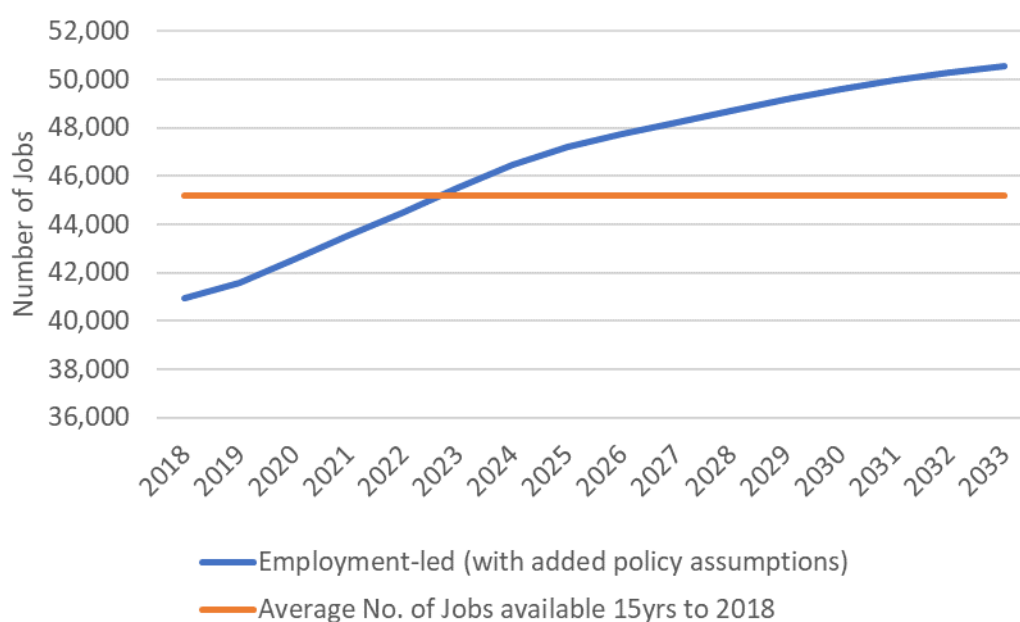
Orange = **HIGHER** in 2033      Blue = **LOWER** in 2033

**Chart 29: Implications for the Age Profile of Monmouthshire**



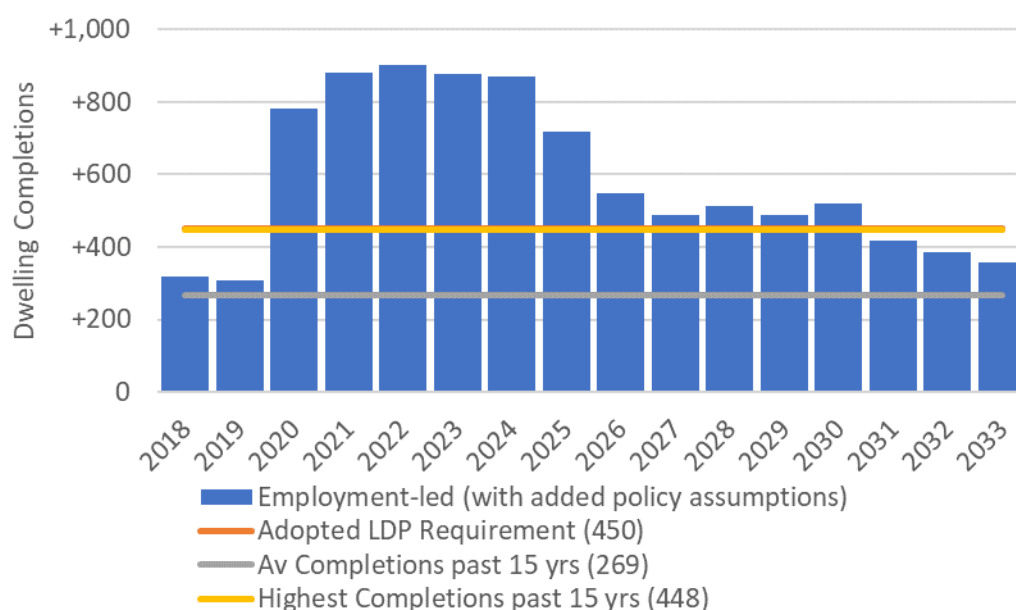
- 2.87 The growth in jobs under this option is significantly higher than that achieved under the other options. It also leads to a higher average number of jobs within the County than the 45,200 available pa over the 15 years to 2018 at some 46,660. As this option models a commuting ratio that reduces from the 2011 Census value (1.12) to 1.10 over the Plan period, population and dwelling growth is not as high as might be expected under this scenario as Monmouthshire would be retaining more of its own population to maintain the job growth (Chart 30).

**Chart 30: Implications for Employment Growth**



2.88 This option represents a dwelling growth rate of 604 dpa over the plan period. This is higher than the level of dwelling growth experienced over the past 15 years and is significantly higher than the adopted LDP requirement. (Chart 31). There are currently 4,660 new homes within existing commitments and windfall allowances. This option would require an additional 4,400 new dwellings over and above these existing commitments and allowances over the Plan period.

**Chart 31: Dwelling Requirement**



2.89 The implications associated with this growth option include:

- A significantly more balanced demography with an increase in the number of older and elderly people living in the County balanced against an increase in the younger age groups, impacting upon the type of housing required and service providers across public and private sectors. The current pandemic has clearly demonstrated the importance of ensuring our communities are balanced and socially sustainable, particularly in terms of demography. This option would address the demographic imbalance in the County.
- Significant growth in the number of school aged children, placing more pressure on the capacity of existing schools. However, the level of housing delivery would provide a substantial opportunity to secure additional provision through planning gain to fund extensions and/or new schools.
- Growth in the number of working aged people living in Monmouthshire, with a notable increase in established households around the 35-44 age group, fuelling growth in employment provision. A reduction in out-commuting likely to lead to more sustainable travel patterns. Provides the opportunity to create a thriving, well-connected, diverse economy, which has been highlighted as being of particular importance in light of the current pandemic.
- Whilst this option projects a significant growth in jobs over the Plan period, it is unlikely that this level of job growth located within the County will be needed given the increased propensity to work from home / remotely. It is expected that the trend for increased home and remote working will continue over the longer term which will act to reduce this job growth figure over the Plan period.
- High level of projected dwelling growth may be challenging given past completion rates so benefits from this option may not come to fruition.
- Opportunities to secure more significant affordable housing through the planning system. The current pandemic has emphasised the need to ensure the provision of a range and choice of homes (housing mix) in future housing developments to address the County's affordability issues and to build sustainable and resilient communities throughout Monmouthshire.
- Opportunities to sustain/enhance services and facilities in urban and rural areas with associated benefits including addressing rural isolation. The Covid-19 pandemic has highlighted the importance of local services and facilities to support our communities.
- Increased pressure on the County's landscape and biodiversity interests but potential to maximise opportunities to secure and/or enhance green infrastructure, public open space and recreation provision through planning gain. The value and importance of having access to locally accessible open/green spaces to assist in recreation and health and well-being has been heightened during the current pandemic.
- Increased demands on infrastructure, but potential to deliver infrastructure improvements through increased planning gain from development including digital infrastructure and active travel options to support/enable increased

home/remote working and support local communities, all of which have increased importance in light of the Covid-19 pandemic.

**Table 12: Assessment of Option 6: Employment-led Projection (with added policy assumptions) (Radical Structural Change Higher (Commuting Ratio Reducing), AH)\*\* against RLDP Objectives**

LDP Objective Number	LDP Objective - Headline	Performance of Option 6 against the RLDP Objectives
*Denotes those RLDP objectives that are considered to have increased emphasis and importance in light of Covid-19 as referred to in paragraph 2.22		
<b>A Prosperous Wales (Well-being Goal 1)</b>		
<b>Objective 1</b>	Economic Growth/ Employment*	Would result in a growth in jobs of 648 pa. This level of growth would encourage greater indigenous business growth and encourage inward investment. Provides the opportunity to create a thriving, well-connected, diverse economy, which has been highlighted as being of particular importance in light of the current pandemic.
<b>Objective 2</b>	Retail centres*	Would provide increased opportunities to add to the customer base in retail centres in the County's towns, with an 18.5% increase in the population. There would be benefits arising from indigenous employment growth in the County, fostering the vitality, viability and attractiveness of the centres. The role and function of the high street in the local community has been highlighted of particular importance in the current pandemic. This option would provide sufficient support to existing retail facilities across the County.
<b>A Resilient Wales (Well-being Goal 2)</b>		
<b>Objective 3</b>	Green Infrastructure, Biodiversity and Landscape*	Levels of housing and employment development likely to result in further pressure on the natural environment. New developments could nevertheless improve Green Infrastructure and ecological connectivity through opportunities to create new linkages. The value and importance of having access to locally accessible open/green spaces to assist in recreation and health and well-being has been heightened during the current pandemic.
<b>Objective 4</b>	Flood risk	Level of development likely to result in development in areas which have floodplains. Developments can nevertheless be located away from areas at risk of flooding and will incorporate SUDs in accordance with National Planning Policy and SUDs legislation.
<b>Objective 5</b>	Minerals and Waste	Higher levels of housing and employment development may impact on the safeguarding of the County's mineral

LDP Objective Number	LDP Objective Headline	Performance of Option 6 against the RLDP Objectives
		resource. Additional waste infrastructure may be required for this level of growth.
<b>Objective 6</b>	Land	Provision of housing alongside employment could promote efficient use of land and use of brownfield sites. However, it is recognised that there are limited opportunities for development on brownfield land and lower grade agricultural land.
<b>Objective 7</b>	Natural resources	There would be no negative impact on ability to promote the efficient use of natural resources. Any developments will be encouraged to be water and energy efficient.
<b>A Healthier Wales (Well-being Goal 3)</b>		
<b>Objective 8</b>	Health and Well-being*	Any developments will be encouraged to support healthier lifestyles and provide sufficient open space. The value and importance of having access to locally accessible open/green spaces has been emphasised in light of Covid-19.
<b>A More Equal Wales (Well-being Goal 4)</b>		
<b>Objective 9</b>	Demography*	There would be a positive impact with a more balanced demography with an increase in the number of older and elderly people living in the County balanced against an increase in the younger age groups and greater provision of dwellings and jobs increasing the opportunities for the younger population to both live and work in Monmouthshire. The current pandemic has demonstrated the importance of ensuring our communities are balanced and socially sustainable, particularly in terms of demography. This option would address the demographic imbalance in the County.
<b>A Wales of Cohesive Communities (Well-being Goal 5)</b>		
<b>Objective 10</b>	Housing*	Would provide a level of housing that is sufficient to provide a wide ranging choice of homes for both existing and future residents. The level of growth would provide opportunities to secure more significant affordable housing through the planning system. The current pandemic has emphasised the need to ensure the provision of a range and choice of homes (housing mix) in future housing developments to address the County's affordability issues and to build sustainable and resilient communities throughout Monmouthshire.
<b>Objective 11</b>	Place-making	Any developments will need to enhance the character and identity of the settlements and be in accordance with national sustainable place-making principles. Growth in employment alongside housing will create more

		sustainable places. The value and importance of place-making has been emphasised in light of Covid-19.
<b>Objective 12</b>	Communities	A more balanced demographic with new development providing for a wide ranging choice of homes and jobs for both existing and future residents together with improvements to existing services and facilities. The current pandemic has demonstrated the importance of ensuring our communities are balanced and socially sustainable, particularly in terms of demography.
<b>Objective 13</b>	Rural Communities	A more balanced demographic with new development providing opportunities which could help support the rural economy and address rural isolation.
<b>Objective 14</b>	Infrastructure*	Appropriate infrastructure could be provided to accommodate any new development. The current pandemic has highlighted the importance of the provision of digital infrastructure and active travel options to support/enable increased home working and support local communities.
<b>Objective 15</b>	Accessibility	The level of employment growth alongside the housing development would be likely to reduce the need to travel. This would also be enhanced by the recent increase in agile working and home working as a result of Covid-19, which is likely to continue over the longer term. Any new developments will need to consider active travel and integrated sustainable transport.
<b>A Wales of Vibrant Culture &amp; Thriving Welsh Language (Well-being Goal 6)</b>		
<b>Objective 16</b>	Culture, Heritage and Welsh Language	Has the potential to impact on the heritage of a number of settlements in Monmouthshire. On the other hand through design developments can protect and enhance the built environment as well as provide benefits for the economy, tourism and well-being of communities. No impact on Welsh Language.
<b>A Globally Responsible Wales (Well-being Goal 7)</b>		
<b>Objective 17</b>	Climate Change*	There would be no negative impact on climate change as the resilience of new development to aspects of climate change can be achieved via the design and location of new developments. Developments can provide opportunities to minimise carbon by providing opportunities for renewable energy generation, seeking to reduce commuting, supporting use of ultra-low emission vehicles and public transport, and the provision of quality Green Infrastructure. The current pandemic has emphasised the need to enable such responses in delivering sustainable and resilient communities.

\*\* Option title as referred to in the Edge Analytics Reports.



## **Integrated Sustainability Appraisal (ISA) Analysis**

- 2.90 Growth Option 6 performs positively against the ISA theme relating to the economy and employment and population and communities, there are no or uncertain effects against the remaining ISA themes. Both Options 5 and 6 seek higher economic growth levels than Options 1 to 4 and as a result, are expected to perform significantly better in relation to the employment ISA theme. The housing growth proposed alongside economic development also seeks to address potential demographic imbalances with growth in key working age groups. Both Options are considered likely to support the retention of younger age groups and reduce out-commuting through growth with high levels of sustainable local access. Both Options provide opportunities to encourage a more diverse and vibrant economy, significant long-term positive effects are anticipated under both Options 5 and 6. However, the assumption in relation to higher levels of growth should also consider limits to growth and reflect the need to balance growth aspirations with realistic achievability. Considering this, it is not considered appropriate to rank Option 6 higher than Option 5, reflecting a marginally higher uncertainty in relation to achievability.
- 2.91 Options 2 to 6 deliver the highest level of growth of all of the options, and it is assumed that as the level of growth increases, so does the ability to deliver a greater range/ mix of new homes to help meet the needs of all residents in the County, including affordable housing. Higher levels of growth also increase the potential for accessibility improvements and other community benefits associated with development. However, it is noted with both options 5 and 6 that there is a need to manage the impacts of growth on local infrastructure capacity so that it does not place unnecessary burdens on existing infrastructure..
- 2.92 The option also performs highly against the ISA theme relating to transport. Whilst Options 5 and 6 propose a higher level of growth that has greater potential for negative effects in terms of congestion, negative effects are not considered likely to be significant and it is recognised that Options 5 and 6 provide greater critical mass to enable more significant infrastructure improvements. This is particularly important given the wider ambitions to transition to a lower-emission infrastructure network, where development will be a key delivery vehicle for the technological and infrastructure advances which underpin the transition.
- 2.93 There are considered to be no or uncertain effects with regard to this option against the remaining ISA themes. In terms of biodiversity the increasing level of growth under options 2 to 6 is likely to require increasingly more land take. This is considered likely to result in wider habitat loss and fragmentation as well as increased pressure; notably disturbance (through recreation, noise and light), atmospheric pollution, and through impacts on water quality and resources. Despite this, it is recognised that a higher level of growth could also offer greater opportunities for delivering biodiversity net gain, securing and/ or enhancing green infrastructure, public open space and recreation provision through planning gain. The nature and significance of residual effects will therefore ultimately be dependent on the exact location, design/ layout of

development, the implementation of mitigation measures, and the sensitivity of receptors. Residual effects therefore remain uncertain at this stage reflecting the ability to mitigate effects at the site/ project level.

- 2.94 All of the options, with the exclusion of Option 1, are likely to require increasingly more land take, placing pressure on greenfield land resources and resulting in wider impacts on the landscape across the County. Given the limited brownfield land available in the County, it is considered that most additional growth will be delivered on greenfield land on the edge of existing settlements, placing increased pressure on the County's landscape interests and rural character with the potential for long term negative effects. Whilst it is likely that mitigation is available to reduce the significance of any effects, the residual effects remain uncertain at this stage until development locations are more clearly defined. Given the higher levels of growth under Options 5 and 6, there is greater potential negative effects of significance overall against the Landscape ISA theme. At this stage it is concluded that it is not possible to identify any significant differences between the Options or conclude that they are likely to have significant effects on the historic environment. None of the Options is likely to have a significant effect on the Welsh language.

#### **RLDP Preferred Growth Option**

- 2.95 The Growth Options presented provide alternative growth strategy options to inform the level of dwelling and employment provision within the RLDP, having regard to national policy, the evidence base and policy aspirations. Based on the assessment set out above, Growth Option 5 Population-led projection (with added policy assumptions) is the Council's preferred Growth Option.
- 2.96 Growth Option 5 would provide the level of growth that will help to deliver the Council's core purpose of building sustainable and resilient communities for current and future generations. Fundamentally, this option will enable the provision of a sufficient range and choice of homes, both market and affordable, the need for which has been heightened by the current pandemic. This option will also assist in ensuring our communities are balanced and socially sustainable, particularly in terms of demography, which is a key RLDP objective and the importance of which has been clearly demonstrated during the current pandemic.
- 2.97 Likewise, the level of employment growth will assist in reducing the need to travel / levels of out-commuting, and promoting self-contained communities. Whilst this option projects a significant growth in jobs, with an increase of 7,215 jobs over the Plan period, it is unlikely that this level of job growth located within the County will be needed given the increased propensity to work from home / remotely. It is expected that the trend for increased home and remote working will continue over the longer term which will act to reduce this job growth figure over the Plan period. While it will not be possible for all employment sectors to work from home /work remotely, policy support requiring broadband connectivity and supporting the provision of local employment hubs will enable those who can and choose to do so. The Covid-19

pandemic has affected home-buying trends with an emphasis on quality of life, house size and access to outdoor green space rather than a focus on commuting times. Monmouthshire is a very attractive proposition and stands to gain from an increased economically active population without the associated problems of increased commuting, and local businesses and services would benefit from increased custom and footfall with workers spending their wages in local businesses rather than in the town/city in which they previously worked.

- 2.98 Appropriately located growth will increase the customer base and workforce, supporting local facilities, businesses and services. The increased reliance on access to local facilities and services during the current pandemic, has highlighted their importance to our communities. This option would best meet the needs of and support the communities of Monmouthshire by providing a level of growth which will provide opportunities to secure affordable housing, improvements to infrastructure and potential to maximise opportunities to secure and/or enhance green infrastructure, public open space and recreation provision.
- 2.99 With regard to the ISA analysis, Growth Option 5 performs better overall against the ISA themes than any of the other five options. In particular Growth Option 5 along with Growth Option 6 are predicted to perform well against ISA themes relating to population/ communities and economy/ employment. Both Options are considered likely to support the retention of younger age groups and reduce out-commuting through growth with high levels of sustainable local access. Both Options provide opportunities to encourage a more diverse and vibrant economy. Through the delivery of new homes, jobs and community infrastructure that strategically improve accessibility and connectivity within the County Options 5 and 6 are considered to have the greatest potential to support diverse and inclusive communities. However the ISA considers that Option 5, by more closely aligning with past delivery rates in the earlier years of the Plan period, presents a more realistic option. As a result, significant positive effects are considered likely under Option 5 against these ISA themes.
- 2.100 Overall, Growth Option 5, Population-led projection (with added policy assumptions) best meets the RLDP objectives without adverse impacts on the climate emergency objective and is considered to be the most conducive to achieving the RLDP vision and the Council's core purpose of building sustainable and resilient communities across Monmouthshire.

#### Consultation Questions

- **Growth Option 5 (Population-led projection (with added policy assumptions)) is our preferred option. On the basis of the evidence above, do you agree with our preferred growth option? Please explain why and provide your reasons.**

- If you have a preference for a different option, please state which option and provide details of how your preferred option will address the issues/challenges Monmouthshire is facing and the RLDP and ISA objectives?

### 3 Spatial Strategy Options

- 3.1 In addition to setting out options for the level of growth needed over the plan period (set out in Section 2), the RLDP must set out a clear spatial strategy for where this development should take place within the County. This section of the report presents a range of spatial strategy options for accommodating housing and employment growth. As noted in paragraphs 1.4 to 1.8, the Council is revisiting the Growth and Spatial Options stage of the RLDP process following the publication of the corrected Welsh Government (WG) 2018-based population and household projections in August 2020. The RLDP spatial options previously considered have been reassessed to identify suitable options for consideration as part of this process. Two of the options considered in the 2019 consultation included a new settlement. These have since been discounted as the Welsh Government deemed them contrary to national policy set out in PPW (Edition 10) which states new settlements should only be proposed as part of a joint LDP, SDP or the NDF. An additional option, which focuses growth in the North of the County, has been included as a result of consultation responses on the 2019 Growth and Spatial Options. Accordingly, a total of four broad Spatial Distribution Options remain relevant and have been taken forward as realistic options at this time.
- 3.2 It is important to note that the selected spatial distribution options for growth are not intended to define precise boundaries, sites or land use allocations at this stage. Further detail will be provided as part of the Preferred Strategy and Deposit RLDP.
- 3.3 The consideration of realistic<sup>18</sup> growth and spatial options is an important part in the preparation of the RLDP, the purpose of which is to facilitate discussion and inform the Preferred Strategy consultation. Each spatial option will need to have regard to legislation, national planning policy, local and regional strategies, as well as, wider contextual issues such as the Cardiff Capital Region City Deal and the removal of the Severn Bridge Tolls. Furthermore, the options must take account of the specific characteristics, assets and issues prevalent in Monmouthshire to guide development in order to promote and deliver sustainable and resilient communities. A number of spatial options have been identified. However, it is considered pertinent to condense these into a number of realistic options for consultation purposes and having regard to the aforementioned issues. An initial assessment of all options has been undertaken as set out in Appendix 3, which includes an assessment of the appropriateness of options previously considered in the Adopted LDP (Para 5.10 LDP Manual Edition 3, 2020). This excludes the two new settlement options previously included in the 2019 consultation, as they are deemed to be contrary to National Policy, as noted in paragraph 3.1 above. A total of four spatial options, as set out below, have been selected for consideration as spatial options for further assessment and consultation purposes.
- 3.4 Any new growth areas must be served or be capable of being served, by appropriate infrastructure. This includes physical, digital and social infrastructure including;

---

<sup>18</sup> Paragraph 5.10 Development Plans Manual - Edition 3 (Welsh Government, March 2020)

community and recreational facilities, sewerage, water, transport, schools, health care and broadband. The delivery of new infrastructure in association with development will depend on a number of factors. While consideration of funding opportunities for new infrastructure to support sites is key to the deliverability of sites, not all of the evidence is available at present. This will nevertheless be updated throughout the process as this evidence is prepared. An infrastructure plan will be prepared alongside the Deposit RLDP.

### Settlement Hierarchy

- 3.5 A Sustainable Settlements Appraisal is being prepared as part of the evidence base to support the RLDP. Its purpose is to identify those settlements that are potentially suitable to accommodate future growth in terms of their location, role and function. This paper will provide valuable information to establish a settlement hierarchy to indicate a settlement's potential for accommodating development, and, the hierarchy in relation to other settlements in Monmouthshire. A final decision on how much development a settlement can accommodate will nevertheless depend on a wide range of other factors, such as impact on the character of the settlement along with consideration of its environmental, physical and policy constraints and its location in relation to other settlements.
- 3.6 Utilising the approach based on the initial findings of the Sustainable Settlements Appraisal as a starting point, it is considered that the Primary, Secondary and Severnside Settlements in the County can be identified as below. This settlement hierarchy is nevertheless subject to change following completion of the Sustainable Settlements Appraisal and additional evidence as the Plan is progressed.

#### Draft Sustainable Settlement Hierarchy

<b>Primary Settlements:</b>	<b>Secondary Settlements:</b>	<b>Severnside:</b>	<b>Main Rural Settlements:</b>	
Abergavenny (including Llanfoist)	Penperlleni	Caerwent	Devauden	Penallt
Chepstow	Raglan	Caldicot	Dingestow	Pwllmeyric
Monmouth (including Wyesham)	Usk	Crick	Grosmont	Shirenewton
		Magor/Undy	Little Mill	Mynydd bach
		Portskewett	Llandogo	St Arvans
		Rogiet	Llanellen	Trellech
		Sudbrook	Llangybi	Werngifford
			Llanishen	Pandy
			Mathern	

- 3.7 Each spatial option is accompanied by a table setting out how that option performs against the RLDP objectives using the ratings set out in Table 13. A summary of the advantages and disadvantages for each option is provided along with a map to portray a spatial illustration. As noted in paragraph 3.2, the individual maps do not identify precise boundaries, sites or land use allocations at this stage. The options have also

been assessed through the Integrated Sustainability Appraisal (ISA) process, a summary of the findings and conclusions is presented against each option. A table providing a comparison of the ISA assessment for all four Spatial Options can be found in Appendix 10.

**Table 13 – Key to Assessment of Options against RLDP Objectives**

Rating	Predicted effect
Green	Helps to achieve the objective.
Amber	Neutral impact on objective.
Red	Unlikely to achieve objective.

- 3.8 A Review of the RLDP Issues, Vision and Objectives (IVO) was undertaken in June 2020 and incorporated into the RLDP Review of IVO and Evidence Base (September 2020)<sup>19</sup> which concluded the Plan's Issues, Vision and Objectives remain relevant in light of Covid-19 and that it is appropriate to continue with the preparation of the RLDP on the basis of these values. However, some objectives identified as having increased importance in light of Covid-19, consistent with the priorities identified in the Welsh Government *Building Better Places* document published in July 2020. These objectives are denoted with an \* in the tables for clarity.

---

<sup>19</sup> <https://www.monmouthshire.gov.uk/app/uploads/2020/11/Monmouthshire-RLDP-Review-of-Issues-Vision-Objectives-and-Evidence-Base-in-Light-of-Covid.pdf>

## Spatial Strategy Options for the Distribution of Growth

3.9 A total of four broad Spatial Distribution Options have been identified as below:

- **Option 1: Continuation of the Existing LDP Strategy** – Growth would be distributed around the County with a particular focus on Main Towns<sup>21</sup>, with some development in Severnside<sup>22</sup> and some development in the most sustainable rural areas to enable provision of affordable housing throughout the County. New residential development would be accompanied by new employment opportunities, where possible.
- **Option 2: Distribute Growth Proportionately across the County's most Sustainable Settlements<sup>23</sup>** – Growth, including jobs and affordable housing, would be distributed across the County's most sustainable settlements, with the level of growth proportionate to that settlement's size and amenities, affordable housing need as identified in the LHMA, the capacity for growth and/or the need for development to sustain the community.
- **Option 3: Focus Growth on the M4 corridor** – Growth would be predominantly located in the South of the County in the Severnside area close to the M4/M48, to capitalise on its strategic links to the Cardiff Capital Region and South West England, existing economic opportunities and regional infrastructure connections, including via the South Wales Main rail line at Severn Tunnel Junction. Affordable Housing would be directed to those sustainable areas in the South of the County identified in the LHMA as having the greatest housing need.
- **Option 4: Focus Growth in the North of the County** – Growth would be predominantly located in the most sustainable 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 towards Herefordshire via the A449 and A40, along with rail links to Newport, Cardiff and the North via the Welsh Marches line. Affordable Housing would be directed to those sustainable areas in the North of the County identified in the LHMA as having the greatest housing need.

---

<sup>21</sup> As identified in Policy S1 of the Adopted Local Development Plan (2014), now renamed to Primary Settlements and includes the addition of Llanfoist.

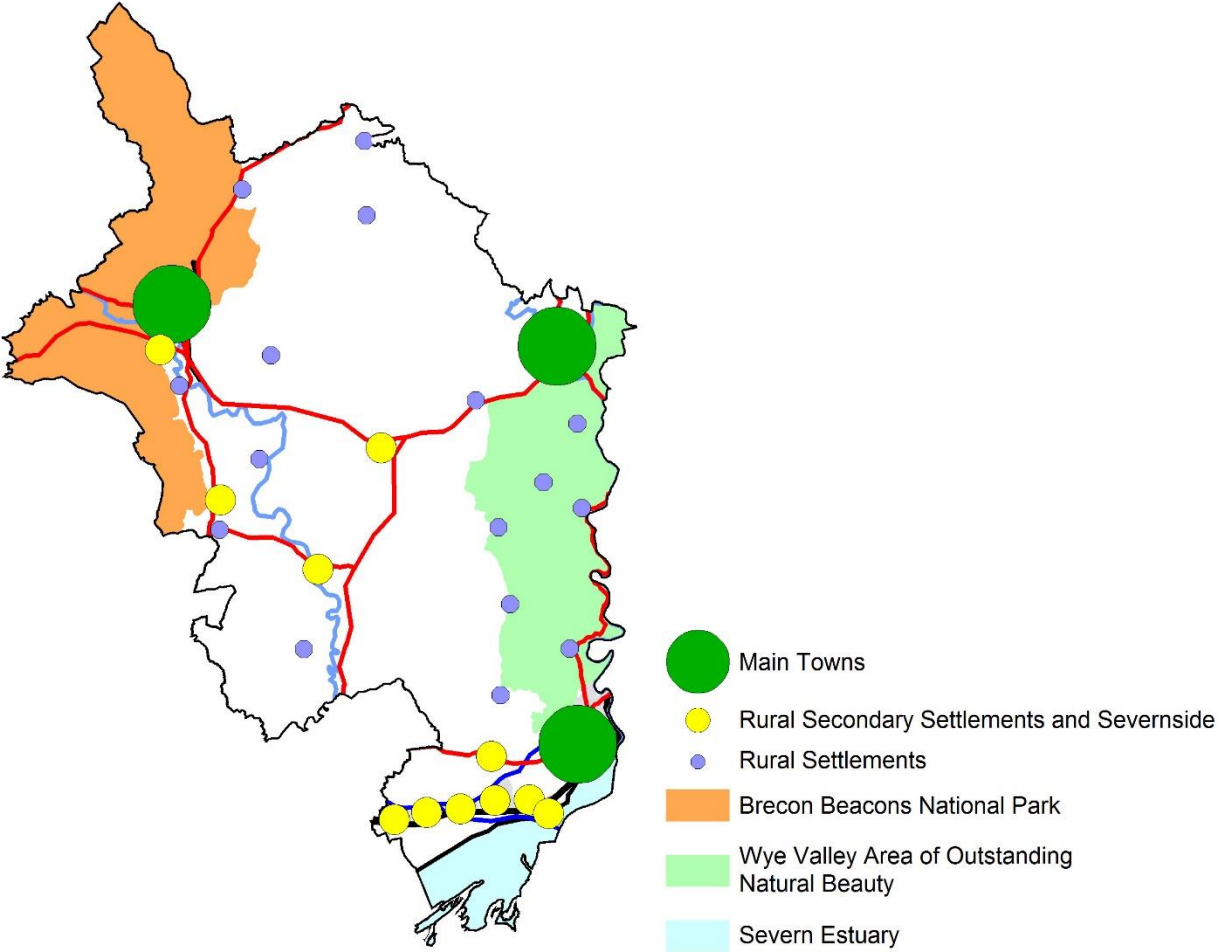
<sup>22</sup> As identified in Policy S1 of the Adopted Local Development Plan (2014), with the addition of Crick.

<sup>23</sup> A Sustainable Settlement Appraisal will be published to inform the Preferred Strategy to identify these settlements. This will consider settlements in terms of their location, level of service provision, capacity and their role and function within the area.



## Option 1 Continuation of the Existing LDP Strategy

Table 14 – Option 1

Option 1: Continuation of the Existing LDP Strategy
<p><b>Description of Option:</b></p> <p>This option replicates the existing Adopted LDP Strategy, which distributes growth around the County with a particular focus on Main Towns<sup>24</sup>, with some development in Severnside<sup>25</sup> and some development in the most sustainable rural areas to enable provision of affordable housing throughout the County. New residential development would be accompanied by new employment opportunities, where possible.</p>
<p><b>Map of Option 1</b></p> 
<p><b>Advantages:</b></p> <ul style="list-style-type: none"> <li>• Would provide growth in sustainable areas that have existing access to facilities/services, active travel links and employment opportunities. These settlements have the amenities to reduce the need to travel and in many cases to support 20 minute neighbourhoods.</li> </ul>

<sup>24</sup> See paragraph 3.6 for definition of Primary Settlements, Main Towns are now incorporated into Primary Settlements, with the addition of Llanfoist.

<sup>25</sup> See paragraph 3.6 for definition of Primary Settlements, Secondary Settlements and Severnside, with some areas to be identified at a later stage as Rural Settlements.

### Option 1: Continuation of the Existing LDP Strategy

- Would provide affordable housing across the Primary Settlements<sup>26</sup>, Secondary Settlements<sup>27</sup> and Severnside<sup>28</sup> identified in paragraph 3.6 and some rural settlements.
- Could attract additional facilities in Primary Settlements, Secondary Settlements and Severnside.
- Development across the Primary Settlements<sup>29</sup>, Secondary Settlements<sup>30</sup> and Severnside<sup>31</sup> area would assist in ensuring a more balanced demography in these parts of the County.
- Would help support facilities in existing settlements, particularly in those rural areas where facilities are struggling/declining. Growth may also attract additional facilities where they do not currently exist.
- This option would facilitate growth consistent with emerging National Planning Policy, Future Wales: the National Plan 2040, which seeks the designation of a Green Belt “around Newport and Eastern parts of the Region”.

#### Disadvantages:

- Many of the Primary Settlements currently have physical infrastructure capacity issues which would need to be addressed to enable significant growth.
- Would result in additional pressure on social infrastructure within Primary Settlements and the Severnside area, such as health care facilities. Additional support for facilities in the Secondary Settlements and Rural Settlements not likely to be achieved due to limited growth in these areas.
- The focus of development in the Primary Settlements will result in further pressure on the environment.
- The provision of employment opportunities together with residential developments has not been fulfilled in all of the Strategic Mixed Use Sites allocated in the adopted LDP. Future employment allocations should be aligned with the findings of the Employment Land Review and other Council aspirations.
- Some rural areas could be disadvantaged as they would not all benefit from additional housing to help support and attract additional facilities.
- Preference for brownfield development over greenfield development. Growth would be predominately located on greenfield sites, however it is recognised that there are limited opportunities for brownfield development within the County.

<sup>26</sup> Main Towns of Abergavenny, Chepstow and Monmouth as identified in Policy S1 of the Adopted LDP

<sup>27</sup> Secondary Settlements of Llanfoist, Penperlleni, Raglan and Usk as identified in Policy S1 of the Adopted LDP

<sup>28</sup> Severnside sub-region consisting of Caerwent, Caldicot, Magor, Portskewett, Rogiet, Sudbrook and Undy

<sup>29</sup> Main Towns of Abergavenny, Chepstow and Monmouth as identified in Policy S1 of the Adopted LDP

<sup>30</sup> Secondary Settlements of Llanfoist, Penperlleni, Raglan and Usk as identified in Policy S1 of the Adopted LDP

<sup>31</sup> Severnside sub-region consisting of Caerwent, Caldicot, Magor, Portskewett, Rogiet, Sudbrook and Undy

**Table 15 – Assessment of Option 1 against RLDP Objectives**

RLDP Objective Number	RLDP Objective - Headline	Performance of Option 1 against the RLDP Objectives
*Denotes those RLDP objectives that are considered to have increased emphasis and importance in light of Covid-19 as referred to in paragraph 3.8		
<b>A Prosperous Wales (Well-being Goal 1)</b>		
<b>Objective 1</b>	Economic Growth/ Employment*	While new residential development will be accompanied by employment opportunities, where possible, development needs to be in the right locations to attract inward investment. There is a focus on Abergavenny, Chepstow and Monmouth, however some growth in the Secondary Settlements, Severnside area and most sustainable rural areas would encourage greater indigenous business growth across the County as a whole while at the same time encouraging inward investment. Provides opportunity to create a thriving, well-connected, diverse economy which is of particular importance in light of the current pandemic.
<b>Objective 2</b>	Retail centres*	Would provide the opportunity to add to the customer base/footfall of the main County towns of Abergavenny, Chepstow and Monmouth and support existing/attract additional facilities in these areas. However, limited development in Caldicot, Usk and other rural areas could result in further loss of retail in other areas. The role and function of the high street in the local community has been highlighted of particular importance in the current pandemic.
<b>A Resilient Wales (Well-being Goal 2)</b>		
<b>Objective 3</b>	Green Infrastructure, Biodiversity and Landscape*	Likely to result in further pressure on the natural environment. New developments in these locations could nevertheless improve Green Infrastructure and ecological connectivity through opportunities to create new linkages. The value and importance of having access to locally accessible open/green spaces to assist in recreation and health and well-being has been heightened during the current pandemic.
<b>Objective 4</b>	Flood risk	While Abergavenny, Chepstow and Monmouth have areas of floodplain, developments can be located away from areas at risk of flooding and will incorporate SUDs in accordance with National Planning Policy and SUDs legislation.
<b>Objective 5</b>	Minerals and Waste	There would be no negative impact on minerals and waste, mineral landbank obligations can be met.

RLDP Objective Number	RLDP Objective - Headline	Performance of Option 1 against the RLDP Objectives
<b>Objective 6</b>	Land	Limited opportunities for brownfield development or development on lower grade agricultural land, however, some opportunities exist within the Primary Settlements. Likely to be predominately greenfield development.
<b>Objective 7</b>	Natural resources	There would be no negative impact on ability to promote the efficient use of natural resources. Any developments will be encouraged to be water and energy efficient.
<b>A Healthier Wales (Well-being Goal 3)</b>		
<b>Objective 8</b>	Health and Well-being*	There would be no negative impact on health and well-being. Any developments will be encouraged to support healthier lifestyles and provide sufficient open space. The value and importance of having access to locally accessible open/green spaces has been heightened during the current pandemic.
<b>A More Equal Wales (Well-being Goal 4)</b>		
<b>Objective 9</b>	Demography*	While the majority of market and affordable housing provision will be in the Primary Settlements of Abergavenny, Chepstow and Monmouth, housing will also be provided in Secondary Settlements, the Severnside area and some of the Rural Settlements which will assist in ensuring a balanced demography across the County. Would provide increased opportunities through employment and housing provision for the younger population to live and work in Monmouthshire. The current pandemic has clearly demonstrated the importance of ensuring our communities are balanced and socially sustainable, particularly in terms of demography. This option would assist in supporting/enabling social sustainability and balanced communities.
<b>A Wales of Cohesive Communities (Well-being Goal 5)</b>		
<b>Objective 10</b>	Housing*	Would provide opportunity for sufficient homes, although recognise this is dependent on the level of growth. Affordable housing will be provided in Primary Settlements, Secondary Settlements, Severnside and some of the Rural Settlements. This will enable the provision of market and affordable homes across all housing market areas. The current pandemic has emphasised the need to ensure the provision of a range and choice of homes (housing mix) in future housing developments to address the County's affordability issues and to build sustainable and resilient communities throughout Monmouthshire.

RLDP Objective Number	RLDP Objective Headline	Performance of Option 1 against the RLDP Objectives
<b>Objective 11</b>	Place-making	Any developments will need to enhance the character and identity of the Primary and Secondary Settlements, Severnside and Rural Settlements in accordance with national sustainable place-making principles. The value and importance of place-making has been emphasised in light of Covid-19.
<b>Objective 12</b>	Communities	Developments will be located in those settlements within Monmouthshire with good access to employment, retail, community facilities and social infrastructure. Will also provide opportunities to support/enhance existing community facilities. The current pandemic has clearly demonstrated the importance of ensuring our communities are balanced and socially sustainable. This option would assist in supporting/enabling social sustainability and balanced communities.
<b>Objective 13</b>	Rural Communities	Housing will be distributed in both urban and rural areas, with a focus in rural areas on the most sustainable Rural Settlements. Will help to support those rural areas where facilities are struggling/declining.
<b>Objective 14</b>	Infrastructure*	The focus of development in Abergavenny, Chepstow and Monmouth may result in further pressure on social and physical infrastructure in these areas. However, appropriate infrastructure should be in place/can be provided to accommodate any new development in those areas as well as in the Secondary Settlements, Severnside and Rural Settlements. The current pandemic has highlighted the importance of the provision of digital infrastructure and active travel options to support/enable increased home/remote working and support local communities.
<b>Objective 15</b>	Accessibility	While new residential development will be accompanied by employment opportunities, where possible, there is no guarantee that residents will live and work in the same area. Although it should be recognised that in light of Covid-19 there has been an increase in agile and home working, which is likely to continue over the longer term <sup>32</sup> . The increased reliance on access to local facilities and services during the current pandemic, has highlighted their importance to communities. While many of the settlements already have sustainable travel links in place

<sup>32</sup> Welsh Government announced in September 2020 that they have a long-term ambition for around 30% of the Welsh workforce to work remotely either from home or near to home using community-based remote working hubs <https://gov.wales/aim-30-welsh-workforce-work-remotely>

RLDP Objective Number	RLDP Objective - Headline	Performance of Option 1 against the RLDP Objectives
		through existing rail and bus links, any new developments will need to fully consider active travel and integrated sustainable transport opportunities.
<b>A Wales of Vibrant Culture &amp; Thriving Welsh Language (Well-being Goal 6)</b>		
<b>Objective 16</b>	Culture, Heritage and Welsh Language	Consideration will need to be given to ensure there is no adverse impact on the heritage of Abergavenny, Chepstow and Monmouth due to the focus of development in these areas. However, through design developments can protect and enhance the built environment as well as providing benefits for the economy, tourism and well-being of communities. No impact on Welsh Language.
<b>A Globally Responsible Wales (Well-being Goal 7)</b>		
<b>Objective 17</b>	Climate Change*	Resilience of new development to aspects of Climate Change can be achieved via the design and location of new developments. Developments can provide opportunities to minimise carbon by providing opportunities for renewable energy generation, seeking to reduce commuting, supporting use of ultra-low emission vehicles and public transport, and the provision of quality Green Infrastructure. The current pandemic has emphasised the need to enable such responses in delivering sustainable and resilient communities.

### Integrated Sustainability Appraisal (ISA) Analysis

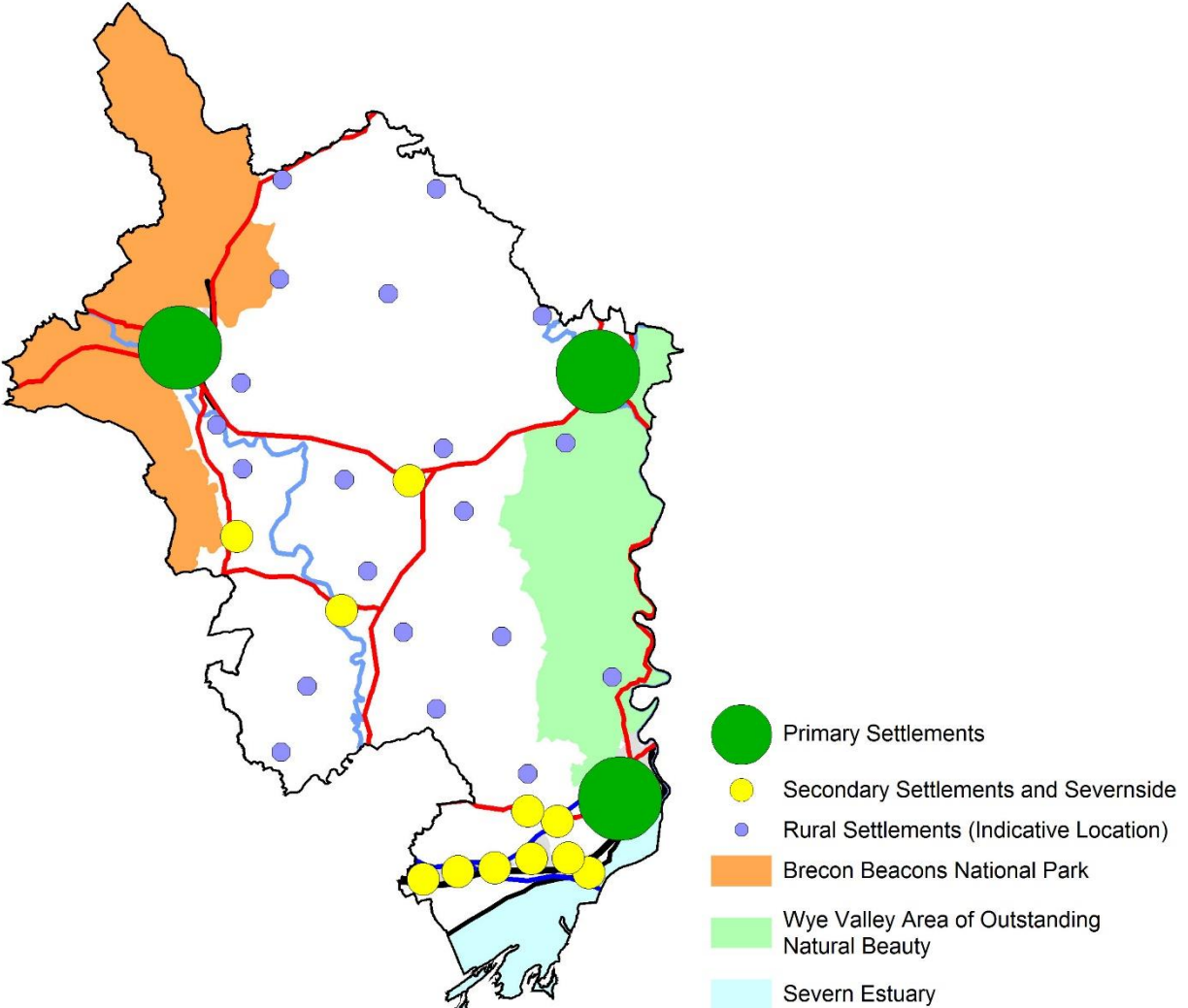
- 3.10 The findings of the ISA note that this option, performs positively, and is found to have the potential for significant long term positive effects against the ISA themes relating to economy/employment, population/communities, health/wellbeing and equalities compared to the other options. This option focuses growth in the Main Towns, with some development in Severnside where there is greater need and better access to public transport, existing employment and facilities/services. Option 1 also scores positively in regard to equalities as it seeks to support and sustain a hierarchy of vibrant centres across the County, directing the majority of growth to the most sustainable settlements while also still delivering some growth in the secondary settlements and rural areas. The ISA appraisal notes Option 1 would perform positively in terms of providing housing to meet the identified needs of the County and would provide affordable housing throughout the settlement hierarchy, ensuring a range and choice of homes are delivered, particularly where there is a need for affordable housing, to assist in regaining a balanced population. Additionally, opportunities to maximise levels of self-containment of existing settlements are more likely to be taken through Option 1, addressing localised economic issues and supporting a well-connected diverse economy. Furthermore, Options 1 is anticipated to lead to long

term positive effects through reducing inequalities between rural and urban areas, along with supporting and sustaining a hierarchy of vibrant town and village centres across the County as a whole, which have been highlighted of particular importance during the current pandemic. The ISA notes that this option will likely positively address existing demographic issues, encouraging younger people to reside and work in the County.

- 3.11 The appraisal found that there is little to differentiate between the options at this stage with regard to the historic environment and biodiversity themes, noting that all options have the potential to result in negative effects. However, it is recognised the mitigation could be provided and development has the potential to deliver positive effects secured at the project scale. Given the precise location of growth is unknown at this stage, all options were found to have an uncertain effect on landscape and climate change themes. All options have the potential to result in negative effects for natural resources, albeit it is recognised that mitigation could be provided and the nature and significance of effects will be dependent on the scale and location of development.
- 3.12 The findings in the ISA note that while there are some small differences between Options 1 and 2 in terms of how growth is distributed during the Plan period, these differences are not significant enough to warrant one option being ranked higher or lower than the other against the ISA themes. As a consequence and as a comparison of all four options, Spatial Options 1 and 2 perform the best overall.

## Option 2 Distribute Growth Proportionately across the County's most Sustainable Settlements

Table 16 – Option 2

Option 2: Distribute Growth Proportionately across the County's most Sustainable Settlements.
<p><b>Description of Option:</b></p> <p>Growth, including jobs and affordable housing, would be distributed across the County's most sustainable settlements<sup>33</sup>, with the level of growth proportionate to that settlement's size and amenities, affordable housing need as identified in the LHMA, the capacity for growth and/or the need for development to sustain the community.</p>
<p><b>Map of option:</b></p>  <p>Legend:</p> <ul style="list-style-type: none"> <li>Primary Settlements</li> <li>Secondary Settlements and Severnside</li> <li>Rural Settlements (Indicative Location)</li> <li>Brecon Beacons National Park</li> <li>Wye Valley Area of Outstanding Natural Beauty</li> <li>Severn Estuary</li> </ul>
<p><b>Advantages:</b></p> <ul style="list-style-type: none"> <li>• Would meet housing needs, both market and affordable housing, throughout the County, including in rural areas where growth has been limited previously.</li> </ul>

<sup>33</sup> A Sustainable Settlement Appraisal will be published to inform the Preferred Strategy to identify these settlements. This will consider settlements in terms of their location, level of service provision, capacity and their role and function within the area.



## **Option 2: Distribute Growth Proportionately across the County's most Sustainable Settlements.**

- Affordable housing would be provided in all housing market areas, with development focused in the most sustainable settlements identified in the LHMA as having the greatest need.
- Would provide growth in sustainable areas that have existing access to facilities/services, active travel links and employment opportunities. These settlements have the amenities to reduce the need to travel and in many cases to support 20 minute neighbourhoods.
- Would utilise existing infrastructure, particularly in the Primary and Severnside Settlements, by distributing development across the most sustainable settlements. Development will generate opportunities to both provide new infrastructure and enhance the existing.
- Would help to support facilities in existing settlements and address the day-to-day needs of residents including in those rural areas where facilities are struggling/declining. Proportionate distribution of growth across the County's most sustainable settlements may also attract additional facilities in these settlements.
- Proportionate development across the most Sustainable Settlements would assist in ensuring a more balanced demography throughout the County. The current pandemic has clearly demonstrated the importance of ensuring our communities are balanced and socially sustainable, particularly in terms of demography.
- Allocation of employment land in line with the findings of the Employment Land Review and other Council aspirations will ensure employment land is located in the right areas to attract specific sectors/employers.
- This option would facilitate growth consistent with emerging National Planning Policy, Future Wales: the National Plan 2040, which seeks the designation of a Green Belt "around Newport and Eastern parts of the Region".

### **Disadvantages:**

- Some rural areas could be disadvantaged as they would not all benefit from additional housing to help support existing facilities or attract additional facilities.
- Preference for brownfield development over greenfield development. Growth would be predominately located on greenfield sites, however, it is recognised that there are limited opportunities for brownfield development within the County. Similarly, there are limited opportunities for development on lower grade agricultural land, much of which is floodplain.
- Some of the most Sustainable Settlements currently have infrastructure capacity issues which would need to be addressed to enable growth in these areas, for example Monmouth in relation to the provision of mains drainage and Chepstow in relation to capacity of road networks.

**Table 17 – Assessment of Option 2 against RLDP Objectives**

RLDP Objective Number	RLDP Objective - Headline	Performance of Option 2 against the RLDP Objectives
*Denotes those RLDP objectives that are considered to have increased emphasis and importance in light of Covid-19 as referred to in paragraph 3.8		
<b>A Prosperous Wales (Well-being Goal 1)</b>		
<b>Objective 1</b>	Economic Growth/ Employment*	Distributing growth proportionately across the County's most sustainable settlements would encourage greater indigenous business growth across the County as a whole while at the same time encouraging inward investment. Provides opportunity to create a thriving, well-connected, diverse economy, which is of particular importance in light of the current pandemic.
<b>Objective 2</b>	Retail centres*	Would provide the opportunity to add to the customer base in existing retail centres through growth in the most sustainable settlements. May also attract additional facilities in sustainable settlements. The role and function of the high street in the local community has been highlighted of particular importance in the current pandemic.
<b>A Resilient Wales (Well-being Goal 2)</b>		
<b>Objective 3</b>	Green Infrastructure, Biodiversity and Landscape*	Likely to result in further pressure on the natural environment. New developments in these locations could nevertheless improve Green Infrastructure and Ecological connectivity through opportunities to create new linkages. The value and importance of having access to locally accessible open/green spaces to assist in recreation and health and well-being has been heightened during the current pandemic.
<b>Objective 4</b>	Flood risk	Distributing growth proportionately to the most sustainable settlements could result in development in areas such as Abergavenny, Chepstow, Monmouth, Raglan and Usk, which all have areas of floodplain. Developments can nevertheless be located away from areas at risk of flooding and will incorporate SUDs in accordance with National Planning Policy and SUDs legislation.
<b>Objective 5</b>	Minerals and Waste	There would be no negative impact on minerals and waste, mineral landbank obligations can be met.
<b>Objective 6</b>	Land	Limited opportunities for brownfield development or development on lower grade agricultural land, however,

RLDP Objective Number	RLDP Objective - Headline	Performance of Option 2 against the RLDP Objectives
		some opportunities exist within the Primary Settlements. Likely to be predominately greenfield development.
<b>Objective 7</b>	Natural resources	There would be no negative impact on ability to promote the efficient use of natural resources. Any developments will be encouraged to be water and energy efficient.
<b>A Healthier Wales (Well-being Goal 3)</b>		
<b>Objective 8</b>	Health and Well-being*	There would be no negative impact on health and well-being. Any developments will be encouraged to support healthier lifestyles and provide sufficient open space, the value and importance of having access to locally accessible open/green spaces has been emphasised in light of Covid-19.
<b>A More Equal Wales (Well-being Goal 4)</b>		
<b>Objective 9</b>	Demography*	Housing would be distributed proportionately across all housing market areas to meet housing needs in the most sustainable settlements identified as having capacity for growth/or in need of development to sustain them. Affordable housing will be directed to those sustainable areas identified in the LHMA as having the greatest housing need, which would assist in ensuring a more balanced demography. Would provide increased opportunities through employment and housing provision for the younger population to live and work in Monmouthshire. The current pandemic has clearly demonstrated the importance of ensuring our communities are balanced and socially sustainable, particularly in terms of demography. This option would support/enable social sustainability and balanced communities across the County.
<b>A Wales of Cohesive Communities (Well-being Goal 5)</b>		
<b>Objective 10</b>	Housing*	Would provide opportunity for sufficient homes, although recognise this is dependent on the level of growth. Housing would be distributed proportionately across the County's most sustainable settlements to meet housing needs, including the provision of affordable housing in those sustainable areas identified in the LHMA as having the greatest housing need. The current pandemic has emphasised the need to ensure the provision of a range and choice of homes (housing mix) in future housing developments to address the County's affordability issues

RLDP Objective Number	RLDP Objective - Headline	Performance of Option 2 against the RLDP Objectives
		and to build sustainable and resilient communities throughout Monmouthshire.
<b>Objective 11</b>	Place-making	Any developments will need to enhance the character and identity of the Primary, Secondary, Severnside and Rural Settlements in accordance with national sustainable place-making principles, the value and importance of place-making has been emphasised in light of Covid-19.
<b>Objective 12</b>	Communities	Developments would be located in the most sustainable settlements in Monmouthshire in both urban and rural areas that have the best access to employment, retail, community facilities and social infrastructure (Primary Settlements, Secondary Settlements, Severnside and Rural Settlements). The current pandemic has clearly demonstrated the importance of ensuring our communities are balanced and socially sustainable, particularly in terms of demography. This option would support/enable social sustainability and balanced communities across the County.
<b>Objective 13</b>	Rural Communities	Housing would be distributed in both urban and rural areas, with a focus on the most sustainable settlements. Would help to support sustainable rural areas where facilities are struggling/declining by providing development to help sustain them.
<b>Objective 14</b>	Infrastructure*	Would utilise existing infrastructure, particularly in the Primary and Severnside Settlements, by distributing development across the most sustainable settlements. Development will generate opportunities to both provide new infrastructure and enhance the existing. Would also provide additional support for facilities in sustainable areas where growth has previously been limited. The current pandemic has highlighted the importance of the provision of digital infrastructure and active travel options to support/enable increased home/remote working and support local communities.
<b>Objective 15</b>	Accessibility	New residential development would be distributed proportionately across the County's most sustainable settlements, providing more choice of areas for people to live and work. However, there is no guarantee that residents would live and work in the same area. Although it should be recognised that in light of Covid-19 there has been an increase in agile and home working, which is

RLDP Objective Number	RLDP Objective - Headline	Performance of Option 2 against the RLDP Objectives
		likely to continue over the longer term <sup>34</sup> . The increased reliance on access to local facilities and services during the current pandemic, has highlighted their importance to communities. While many of the settlements already have sustainable travel links in place through existing rail and bus links, any new developments will need to fully consider active travel and integrated sustainable transport opportunities.
<b>A Wales of Vibrant Culture &amp; Thriving Welsh Language (Well-being Goal 6)</b>		
<b>Objective 16</b>	Culture, Heritage and Welsh Language	Dependent on location of sites, has the potential to impact on the heritage of a number of settlements in Monmouthshire. However, through design developments can protect and enhance the built environment as well as providing benefits for the economy, tourism and well-being of communities. No impact on Welsh Language.
<b>A Globally Responsible Wales (Well-being Goal 7)</b>		
<b>Objective 17</b>	Climate Change*	Resilience of new development to aspects of Climate Change can be achieved via the design and location of new developments. Developments can provide opportunities to minimise carbon by providing opportunities for renewable energy generation, seeking to reduce commuting, supporting use of ultra-low emission vehicles and public transport, and the provision of quality Green Infrastructure. The current pandemic has emphasised the need to enable such responses in delivering sustainable and resilient communities.

### Integrated Sustainability Appraisal (ISA) Analysis

- 3.13 The ISA appraisal considers that Option 2 would perform positively and has the potential for significant long-term positive effects against the ISA themes relating to economy/employment, population/communities, health/wellbeing and equalities compared to the other options. This option focuses growth in the Primary Settlements, with some development in Severnside where there is greater need and better access to public transport, existing employment and facilities/services. Option 2 also scores positively in regard to equalities as it seeks to support and sustain a hierarchy of vibrant centres across the County, directing the majority of growth to the most sustainable settlements while also still delivering growth in the Secondary

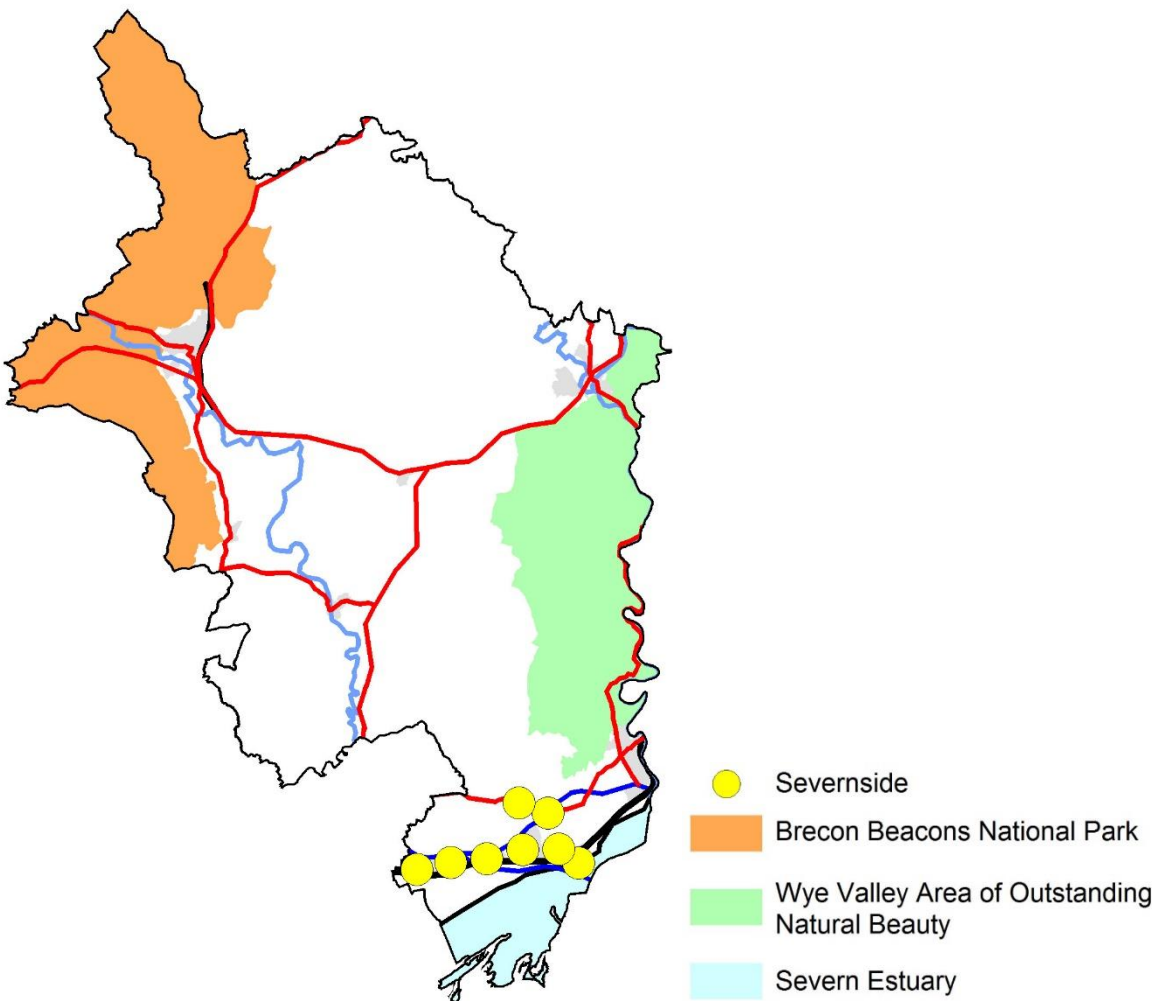
<sup>34</sup> Welsh Government announced in September 2020 that they have a long-term ambition for around 30% of the Welsh workforce to work remotely either from home or near to home using community-based remote working hubs <https://gov.wales/aim-30-welsh-workforce-work-remotely>

Settlements and Rural Settlements. The ISA appraisal notes Option 2 would perform positively in terms of providing housing to meet the identified needs of the County and would provide affordable housing throughout the settlement hierarchy, ensuring a range and choice of homes are delivered, particularly where there is a need for affordable housing, to assist in regaining a balanced population. Additionally, opportunities to maximise levels of self-containment of existing settlements are more likely to be taken through Option 2, addressing localised economic issues and supporting a well-connected diverse economy. Furthermore, Options 2 is anticipated to lead to long term positive effects through reducing inequalities between rural and urban areas, along with supporting and sustaining a hierarchy of vibrant town and village centres across the County as a whole, which have been highlighted of particular importance during the current pandemic. The ISA notes that this option will likely positively address existing demographic issues, encouraging younger people to reside and work in the County.

- 3.14 The appraisal found that there is little to differentiate between the options at this stage with regard to the historic environment and biodiversity themes, noting that all options have the potential to result in negative effects. However, it is recognised the mitigation could be provided and development has the potential to deliver positive effects secured at the project scale. Given the precise location of growth is unknown at this stage, all options were found to have an uncertain effect on landscape and climate change themes. All options have the potential to result in negative effects for natural resources, albeit it is recognised that mitigation could be provided and the nature and significance of effects will be dependent on the scale and location of development.
- 3.15 The findings in the ISA note that while there are some small differences between Options 1 and 2 in terms of how growth is distributed during the plan period, these differences are not significant enough to warrant one option being ranked higher or lower than the other against the ISA themes. As a consequence, and as a comparison of all four options, Spatial Options 1 and 2 perform the best overall.

### Option 3 Focus Growth on the M4 corridor

Table 18 – Option 3

Option 3: Focus Growth on the M4 corridor
<p><b>Description of Option:</b></p> <p>Growth would be predominantly located in the South of the County in the Severnside area close to the M4/M48, to capitalise on its strategic links to the Cardiff Capital Region and South West England, existing economic opportunities and regional infrastructure connections, including via the South Wales Main rail line at Severn Tunnel Junction. Affordable Housing would be directed to those sustainable areas in the South of the County identified in the LHMA as having the greatest housing need.</p>
<p><b>Map of option:</b></p> 
<p><b>Advantages:</b></p> <ul style="list-style-type: none"> <li>• Would provide opportunities for building more sustainable communities and achieving infrastructure improvements/provision in the South of the County.</li> <li>• Would provide growth in sustainable settlements in the South of the County that have existing access to facilities/services, active travel links and employment opportunities. These settlements have the amenities to reduce the need to travel and in many cases to support 20 minute neighbourhoods.</li> </ul>

### Option 3: Focus Growth on the M4 corridor

- Opportunity to enable investment in public transport and possibly promote a modal shift from the car to more sustainable means of travel in the South of the County.
- Less pressure on greenfield edge of settlement sites and higher grade agricultural land outside the Severnside area.
- Would provide the potential to link housing and employment growth due to opportunities for a choice and range of employment land with good links to the M4 corridor and rail links via Severn Tunnel Junction and Caldicot.
- This option would facilitate growth consistent with emerging National Planning Policy, Future Wales: the National Plan 2040, which seeks the designation of a Green Belt “around Newport and Eastern parts of the Region”.

#### Disadvantages:

- Does not enable opportunities for sustainable development in all of the Primary and Secondary Settlements and runs the risk of perpetuating existing problems of lack of social and community facilities and high levels of out-commuting in Severnside if opportunities to link housing and employment growth are not harnessed effectively. However, with increased sustainable remote and home working likely over the Plan period there will be a reduction in commuting levels.
- Lack of employment opportunities outside the Severnside area would exacerbate out-commuting in other areas and would not assist in improving self-containment of the Primary and Secondary Settlements outside this area (i.e. Abergavenny/Llanfoist, Chepstow, Monmouth, Usk and Raglan). However, with increased sustainable remote and home working likely over the Plan period there will be a reduction in commuting levels.
- Would not support existing facilities or enable provision of additional facilities and infrastructure in areas outside of Severnside. Rural areas outside Severnside in particular will be disadvantaged as they would not benefit from additional housing to help support existing facilities or attract additional facilities.
- Does not directly assist in sustaining rural communities.
- Affordable housing provision would not be met across all housing market areas, both urban and rural, that are currently identified in the LHMA as in need as provision would be limited to the South of the County only.
- Preference for brownfield development over greenfield development. Growth would be predominately located on greenfield sites in the Severnside area, however, it is recognised that there are limited opportunities for brownfield development within the County. Similarly, there would be limited opportunities for development on lower grade agricultural land.



**Table 19 – Assessment of Option 3 against Draft LDP Objectives**

RLDP Objective Number	RLDP Objective - Headline	Performance of Option 3 against the RLDP Objectives
*Denotes those RLDP objectives that are considered to have increased emphasis and importance in light of Covid-19 as referred to in paragraph 3.8		
<b>A Prosperous Wales (Well-being Goal 1)</b>		
<b>Objective 1</b>	Economic Growth/ Employment*	While this option would provide the opportunity to link housing and employment growth, particularly due to proximity of the M4 corridor and railway links at Caldicot/Severn Tunnel Junction, it would be unlikely to have a significant impact on employment growth across the County as a whole as development would be limited to the South of the County in the Severnside area. The opportunity to create a thriving, well-connected, diverse economy, across the whole of the County is of particular importance in light of the current pandemic.
<b>Objective 2</b>	Retail centres*	Would provide the opportunity to add to the customer base/footfall in the Severnside area but there would be less of a focus on the main County Towns of Abergavenny, Chepstow and Monmouth, which would have a detrimental impact on the retail centres in these areas. Growth in this area may nevertheless attract additional facilities where they do not currently exist and support regeneration aspirations of Caldicot Town Centre, but would not offer the same to the town of Usk. The role and function of the high street in the local community has been highlighted of particular importance in the current pandemic, this option would not provide sufficient support to existing retail facilities across the County.
<b>A Resilient Wales (Well-being Goal 2)</b>		
<b>Objective 3</b>	Green Infrastructure, Biodiversity and Landscape*	Likely to result in further pressure on the natural environment. New developments in these locations could nevertheless improve Green Infrastructure and Ecological connectivity through opportunities to create new linkages. The value and importance of having access to locally accessible open/green spaces to assist in recreation and health and well-being has been heightened during the current pandemic.
<b>Objective 4</b>	Flood risk	Development across the Severnside area could result in development in the Gwent Levels, which is designated as floodplain. Developments can nevertheless be located away from areas at risk of flooding and will incorporate

RLDP Objective Number	RLDP Objective - Headline	Performance of Option 3 against the RLDP Objectives
		SUDs in accordance with National Planning Policy and SUDs legislation.
<b>Objective 5</b>	Minerals and Waste	There could be potential impact on minerals and waste, however, mineral landbank obligations can be met. Due to the focus of development in the South of the County, there could be some impact on the Limestone Mineral Safeguarding Area.
<b>Objective 6</b>	Land	Limited opportunities for brownfield development or development on lower grade agricultural land in the Severnside area, likely to be predominately greenfield development.
<b>Objective 7</b>	Natural resources	There would be no negative impact on ability to promote the efficient use of natural resources. Any developments would be encouraged to be water and energy efficient.
<b>A Healthier Wales (Well-being Goal 3)</b>		
<b>Objective 8</b>	Health and Well-being*	There would be no negative impact on health and well-being. Any developments will be encouraged to support healthier lifestyles and provide sufficient open space, the value and importance of having access to locally accessible open/green spaces has been emphasised in light of Covid-19.
<b>A More Equal Wales (Well-being Goal 4)</b>		
<b>Objective 9</b>	Demography*	Market and affordable housing provision would be focussed in the South of the County in the Severnside area. No growth is proposed in other Primary and Secondary Settlements outside of this area or the Rural Settlements, impacting on both market and affordable housing provision, which would in turn impact on demography as the younger population would be priced out in these areas. This option could also lead to rural isolation. Would provide some opportunities through employment and housing provision for the younger population to live and work in Monmouthshire in the Severnside area only and would not increase opportunities across the County as a whole. The current pandemic has clearly demonstrated the importance of ensuring our communities are balanced and socially sustainable, particularly in terms of demography. This option would not support/enable social sustainability and balanced communities across the County.

RLDP Objective Number	RLDP Objective - Headline	Performance of Option 3 against the RLDP Objectives
<b>A Wales of Cohesive Communities (Well-being Goal 5)</b>		
<b>Objective 10</b>	Housing*	Housing would be provided in the South of the County in the Severnside area and would not meet housing needs across all housing market areas, negatively impacting on the provision of affordable housing including in areas identified in the LHMA as having the greatest need. This would in turn impact on demography as the younger population will be priced out in these areas. The current pandemic has emphasised the need to ensure the provision of a range and choice of homes (housing mix) in future housing developments, this option would not address the County's affordability issues or build sustainable and resilient communities throughout Monmouthshire.
<b>Objective 11</b>	Place-making	Any developments would need to enhance the character and identity of the Settlements in the South of the County in accordance with national sustainable place-making principles, the value and importance of place-making has been emphasised in light of Covid-19.
<b>Objective 12</b>	Communities	Developments would only be located in the South of the County in the Severnside area with best access to employment, retail, community facilities and social infrastructure. Likely to result in a detrimental impact on rural areas, particularly in relation to rural isolation, and also the Primary and Secondary Settlements as no development would be directed to these locations. The current pandemic has clearly demonstrated the importance of ensuring our communities are balanced and socially sustainable. This option would not support/enable social sustainability and balanced communities across the County.
<b>Objective 13</b>	Rural Communities	Housing would only be directed to the South of the County in the Severnside area and would not address rural need in other rural areas across the County. This would in turn impact on demography as the younger population would be priced out of these other rural areas. This would also impact on the sustainability of existing rural areas as there would be no additional support to help maintain rural facilities nor would there be any rural developments to attract additional rural employment opportunities. This option could also lead to rural isolation.

RLDP Objective Number	RLDP Objective - Headline	Performance of Option 3 against the RLDP Objectives
<b>Objective 14</b>	Infrastructure*	Pressure on infrastructure would be limited to the South of the County in Severnside, in an area with good links to the M4 and other sustainable travel links including rail at Caldicot and Severn Tunnel Junction Train Stations. However, appropriate infrastructure should be in place/can be provided to accommodate for any new development in this area. Lack of development outside this area would not generate sufficient infrastructure improvements and gains in other areas across the County. Would provide additional support for facilities in the Severnside area only, additional support for facilities in other areas unlikely to be achieved. The current pandemic has highlighted the importance of the provision of digital infrastructure and active travel options to support/enable increased home/remote working and support local communities.
<b>Objective 15</b>	Accessibility	Development would be focused in the South of the County in the Severnside area where there are existing employment opportunities, however, there is no guarantee that residents will live and work in the same area. Although it should be recognised that in light of Covid-19 there has been an increase in agile and home working, which is likely to continue over the longer term <sup>35</sup> . The increased reliance on access to local facilities and services during the current pandemic, has highlighted their importance to communities. While many of the Severnside settlements already have sustainable travel links in place through existing rail and bus links, any new developments will need to fully consider active travel and integrated sustainable transport opportunities. Development in this area benefits from good links to Cardiff Capital Region and the South West via the M4. However, the focus on the South of the County will result in limited opportunities to enhance accessibility in the rest of the County.
<b>A Wales of Vibrant Culture &amp; Thriving Welsh Language (Well-being Goal 6)</b>		
<b>Objective 16</b>	Culture, Heritage and Welsh Language	Dependent on location of sites, has the potential to impact on the heritage of a number of settlements in the

<sup>35</sup> Welsh Government announced in September 2020 that they have a long-term ambition for around 30% of the Welsh workforce to work remotely either from home or near to home using community-based remote working hubs <https://gov.wales/aim-30-welsh-workforce-work-remotely>

RLDP Objective Number	RLDP Objective - Headline	Performance of Option 3 against the RLDP Objectives
		South of Monmouthshire, however, would be minimal development in the historic towns of Abergavenny, Chepstow and Monmouth. However, through design developments can protect and enhance the built environment as well as providing benefits for the economy, tourism and well-being of communities. No impact on Welsh Language.
<b>A Globally Responsible Wales (Well-being Goal 7)</b>		
<b>Objective 17</b>	Climate Change*	Resilience of new development to aspects of Climate Change can be achieved via the design and location of new developments. Developments can provide opportunities to minimise carbon by providing opportunities for renewable energy generation, seeking to reduce commuting, supporting use of ultra-low emission vehicles and public transport, and the provision of quality Green Infrastructure. The current pandemic has emphasised the need to enable such responses in delivering sustainable and resilient communities.

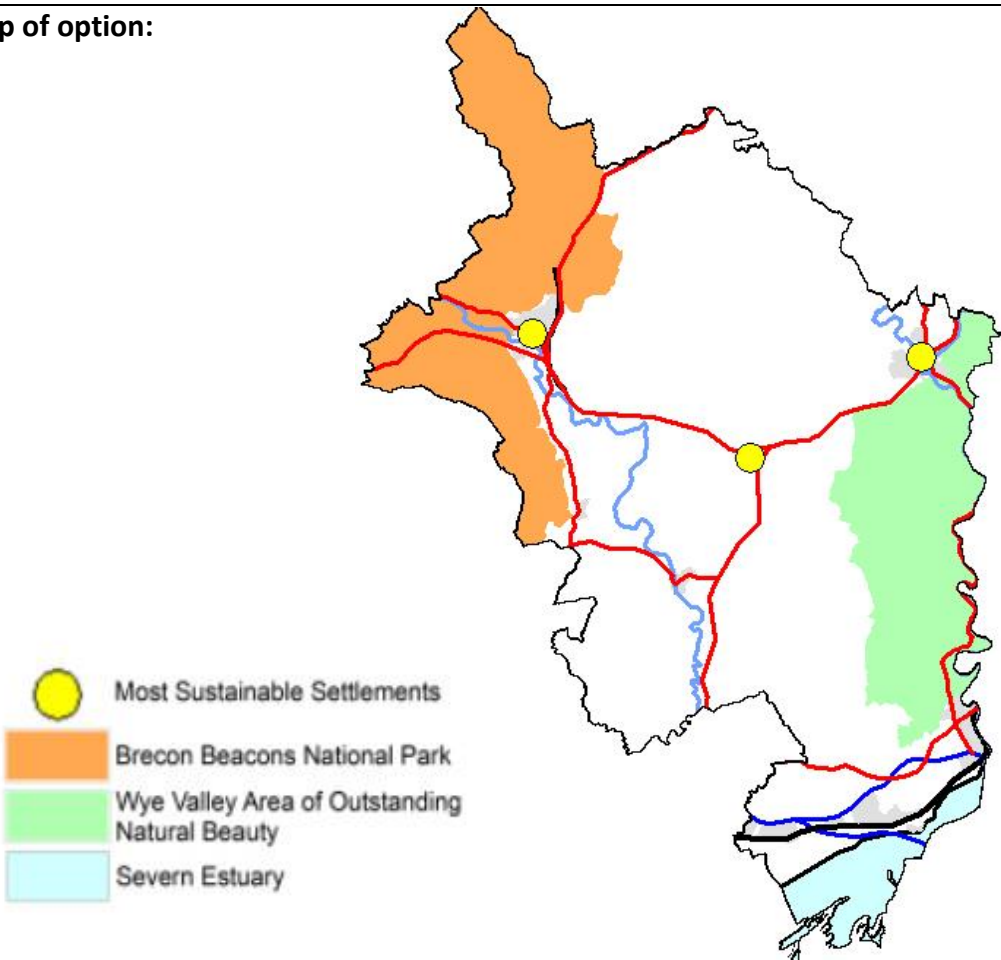
### **Integrated Sustainability Appraisal (ISA) Analysis**

- 3.16 The findings in the ISA note that Option 3 capitalises upon opportunities associated with the Cardiff Capital City Region Deal, the South East Wales Metro, and the continuing economic growth of the Bristol/ South West region. However, limited growth to the rest of the County would restrict economic growth in the wider County, and would not assist in sustaining Monmouthshire's existing communities, exacerbating existing demographic issues and levels of out-commuting. Rural areas in particular will be disadvantaged as they would not benefit from additional housing to help support existing facilities or attract additional facilities. Housing will be delivered to the South of the County only, resulting in needs not being met across all market areas which could in turn have potential impact on house prices arising in this context, given the delivery of affordable homes will only be focussed in the South, and not meet needs more widely. This option, along with Option 4, performs least well in terms of equalities, diversity and social inclusion due to the likely isolation of communities and continuation of imbalanced demographic profile across Monmouthshire as a whole.
- 3.17 The appraisal found that there is little to differentiate between the options at this stage with regard to the historic environment and biodiversity themes, noting that all options have the potential to result in negative effects. However, it is recognised the mitigation could be provided and development has the potential to deliver positive

effects secured at the project scale. Given the precise location of growth is unknown at this stage all options were found to have an uncertain effect on landscape and climate change themes. This option was, however, ranked the highest for both themes given that it concentrates growth along the M4 corridor in a predominately urban area, located away from nationally designated landscapes to the east and north west of the County, and, is in an area that is not identified in the Flood Risk Management Plan as being significantly constrained in terms of fluvial flood risk. All options have the potential to result in negative effects for natural resources albeit it is recognised that mitigation could be provided and the nature and significance of effects will be dependent on the scale and location of development.

## Option 4 Focus Growth in the North of the County

Table 20 – Option 4

Option 4: Focus Growth in the North of the County
<p><b>Description of Option:</b></p> <p>Growth would be predominantly located in the most sustainable 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 towards Herefordshire via the A449 and A40, along with rail links to Newport, Cardiff and the North via the Welsh Marches line. Affordable Housing would be directed to those sustainable areas in the North of the County identified in the LHMA as having the greatest housing need.</p>
<p><b>Map of option:</b></p> 
<p><b>Advantages:</b></p> <ul style="list-style-type: none"> <li>• Would provide opportunity for building sustainable communities through the provision of homes and jobs and improve levels of self-containment, and achieving infrastructure improvements/provision in the North of the County.</li> <li>• Opportunity to enable investment in public transport and possibly promote a modal shift from car to more sustainable means of train and bus travel in Abergavenny.</li> <li>• Would provide growth in sustainable areas in the North of the County that have existing access to facilities/services, active travel links and employment opportunities.</li> </ul>

#### Option 4: Focus Growth in the North of the County

- This option would facilitate growth consistent with emerging National Planning Policy, Future Wales: the National Plan 2040, which seeks the designation of a Green Belt “around Newport and Eastern parts of the Region”.
- Potential to develop links from Abergavenny to the wider Cardiff Capital Region.

#### Disadvantages:

- Does not enable opportunities for sustainable development in all of the Primary, Secondary and Rural Settlements or the Severnside area.
- Lack of employment opportunities outside North Monmouthshire would exacerbate out-commuting in areas in the South of the County and would not assist in improving self-containment in these areas (i.e. Chepstow and Severnside).
- Would not support existing facilities or enable provision of additional facilities and infrastructure in areas outside North Monmouthshire. Settlements outside the North of the County, both urban and rural, would be disadvantaged as they would not benefit from additional growth to help support and sustain existing facilities or attract additional facilities.
- Does not assist in sustaining rural communities outside of the North of the County.
- Affordable housing provision would not be met across all housing market areas, both urban and rural, that are currently identified in the LHMA as in need as it would be limited to the North of the County only.
- Growth would be predominately located on greenfield sites, however, it is recognised that there are limited opportunities for brownfield development within the County. Similarly, there would be limited opportunities for development on lower grade agricultural land.

**Table 21 – Assessment of Option 4 against RLDP Objectives**

RLDP Objective Number	RLDP Objective - Headline	Performance of Option 4 against the RLDP Objectives
*Denotes those RLDP objectives that are considered to have increased emphasis and importance in light of Covid-19 as referred to in paragraph 3.8		
<b>A Prosperous Wales (Well-being Goal 1)</b>		
<b>Objective 1</b>	Economic Growth/ Employment*	While this option would provide the opportunity to link housing and employment growth in the North of the County, it would be unlikely to have a significant impact on employment growth across the County as a whole as development would be focused in the most sustainable settlements in the North of the County. The opportunity to create a thriving, well-connected, diverse economy, across the whole of the County is of particular importance in light of the current pandemic.



RLDP Objective Number	RLDP Objective - Headline	Performance of Option 4 against the RLDP Objectives
<b>Objective 2</b>	Retail centres*	Would provide opportunity to add to the customer base/footfall main towns of Abergavenny, Monmouth and Raglan but would disadvantage the footfall and customer base of Chepstow, Caldicot, Usk and Magor. Growth in the North of the County unlikely to support regeneration aspirations of Caldicot and Usk town centres. The role and function of the high street in the local community has been highlighted of particular importance in the current pandemic, this option would not provide sufficient support to existing retail facilities across the County.
<b>A Resilient Wales (Well-being Goal 2)</b>		
<b>Objective 3</b>	Green Infrastructure, Biodiversity and Landscape*	Likely to result in further pressure on the natural environment. New developments in these locations could nevertheless improve Green Infrastructure and Ecological connectivity through opportunities to create new linkages. The value and importance of having access to locally accessible open/green spaces to assist in recreation and health and well-being has been heightened during the current pandemic.
<b>Objective 4</b>	Flood risk	While there are areas of Flood plain within the North of the County, developments can be located away from areas at risk of flooding and will incorporate SUDs in accordance with National Planning Policy and SUDs legislation.
<b>Objective 5</b>	Minerals and Waste	There would be no negative impact on minerals and waste, mineral landbank obligations can be met.
<b>Objective 6</b>	Land	Limited opportunities for development on brownfield land or lower grade agricultural land, however, some opportunities exist within the most Sustainable Settlements. Likely to be predominately greenfield development.
<b>Objective 7</b>	Natural resources	There would be no negative impact on ability to promote the efficient use of natural resources. Any developments will be encouraged to be water and energy efficient and incorporate appropriate renewable energy technologies.
<b>A Healthier Wales (Well-being Goal 3)</b>		
<b>Objective 8</b>	Health and Well-being*	There would be no negative impact on health and well-being. Any developments will be encouraged to support

RLDP Objective Number	RLDP Objective - Headline	Performance of Option 4 against the RLDP Objectives
		healthier lifestyles and provide sufficient open space, the value and importance of having access to locally accessible open/green spaces has been emphasised in light of Covid-19.
<b>A More Equal Wales (Well-being Goal 4)</b>		
<b>Objective 9</b>	Demography*	Market and affordable housing provision would be focussed in the North of the County, in the most sustainable Settlements. No growth is proposed in the South of the County impacting on both market and affordable housing provision, which would in turn impact on demography as the younger population would be priced out in these areas. This option could also lead to rural isolation within rural settlements, outside of North Monmouthshire. Would provide some opportunities through employment and housing provision for the younger population to live and work in Monmouthshire in the North of the County only, and would not increase opportunities across the County as a whole. The current pandemic has clearly demonstrated the importance of ensuring our communities are balanced and socially sustainable, particularly in terms of demography. This option would not support/enable social sustainability and balanced communities across the County.
<b>A Wales of Cohesive Communities (Well-being Goal 5)</b>		
<b>Objective 10</b>	Housing*	Housing would be focused in the North of the County in the most sustainable Settlements and would not meet housing needs across all housing market areas, negatively impacting on the provision of affordable housing, particularly in areas identified in the LHMA as having the greatest need. This would in turn impact on demography as the younger population will be priced out in these areas. The current pandemic has emphasised the need to ensure the provision of a range and choice of homes (housing mix) in future housing developments, this option would not address the County's affordability issues or build sustainable and resilient communities throughout Monmouthshire.
<b>Objective 11</b>	Place-making	Any developments would need to enhance the character and identity of the Settlements in the North of the County in accordance with national sustainable place-making

RLDP Objective Number	RLDP Objective - Headline	Performance of Option 4 against the RLDP Objectives
		principles. The value and importance of place-making has been emphasised in light of Covid-19.
<b>Objective 12</b>	Communities	Developments would only be located in the North of the County with best access to employment, retail, community facilities and social infrastructure. Likely to result in a detrimental impact on settlements outside of North Monmouthshire, no development would be directed to these locations. The current pandemic has clearly demonstrated the importance of ensuring our communities are balanced and socially sustainable. This option would not support/enable social sustainability and balanced communities across the County.
<b>Objective 13</b>	Rural Communities	Housing would only be directed to the North of the County and would not address rural need in other rural areas across the County. This would in turn impact on demography as the younger population would be priced out in these other rural areas. This would also impact on the sustainability of existing rural areas as there would be no additional support to help maintain rural facilities nor would there be any rural developments to attract additional rural employment opportunities. This option could also lead to rural isolation.
<b>Objective 14</b>	Infrastructure*	Pressure on infrastructure would be limited to the North of the County in an area with good road links to the Heads of the Valleys and wider Cardiff Capital Region and rail links via the Welsh Marches line. However, appropriate infrastructure should be in place/ provided to accommodate for any new development in this area. Lack of development outside this area would not generate sufficient infrastructure improvements and gains in other areas across the County i.e. Chepstow and Severnside. Would provide additional support for facilities in the North of the County only, additional support for facilities in other areas unlikely to be achieved. The current pandemic has highlighted the importance of the provision of digital infrastructure and active travel options to support/enable increased home working and support local communities.
<b>Objective 15</b>	Accessibility	Development would be focused in the North of the County where there are existing employment opportunities, however, there is no guarantee that

RLDP Objective Number	RLDP Objective - Headline	Performance of Option 4 against the RLDP Objectives
		residents will live and work in the same area. Although it should be recognised that in light of Covid-19 there has been an increase in agile and home working, which is likely to continue over the longer term <sup>36</sup> . The increased reliance on access to local facilities and services during the current pandemic, has highlighted their importance to communities. While many of the North County settlements already have sustainable travel links in place through existing rail and bus links, any new developments will need to fully consider active travel and integrated sustainable transport opportunities. Development in Abergavenny would benefit from good links to Cardiff Capital Region via the A465. However, the focus on the North of the County will result in limited opportunities to enhance accessibility in the rest of the County.
<b>A Wales of Vibrant Culture &amp; Thriving Welsh Language (Well-being Goal 6)</b>		
<b>Objective 16</b>	Culture, Heritage and Welsh Language	Dependent on location of sites, has the potential to impact on the heritage of a number of settlements in North Monmouthshire, however would be minimal development in the historic towns elsewhere in the County. Nevertheless through design developments can protect and enhance the built environment as well as providing benefits for the economy, tourism and well-being of communities. No impact on Welsh Language.
<b>A Globally Responsible Wales (Well-being Goal 7)</b>		
<b>Objective 17</b>	Climate Change*	Resilience of new development to aspects of Climate Change can be achieved via the design and location of new developments. Developments can provide opportunities to minimise carbon by providing opportunities for renewable energy generation, seeking to reduce commuting, supporting use of ultra-low emission vehicles and public transport, and the provision of quality Green Infrastructure. The current pandemic has emphasised the need to enable such responses in delivering sustainable and resilient communities.

### Integrated Sustainability Appraisal (ISA) Analysis

<sup>36</sup> Welsh Government announced in September 2020 that they have a long-term ambition for around 30% of the Welsh workforce to work remotely either from home or near to home using community-based remote working hubs <https://gov.wales/aim-30-welsh-workforce-work-remotely>

- 3.18 The findings in the ISA note that Option 4 through its focus of growth in the most sustainable Settlements in the North of the County capitalises upon opportunities associated with the Cardiff Capital City Region Deal, notably the wider region via the A465, and towards Herefordshire via the A449 and A40 along with rail links to Newport, Cardiff and the North via the Welsh Marches line. However, limited growth to the rest of the County would restrict economic growth in the wider County, and would not assist in sustaining Monmouthshire's existing communities, exacerbating existing demographic issues and levels of out- commuting. Rural areas in particular will be disadvantaged as they would not benefit from additional housing to help support existing facilities or attract additional facilities. Housing will be delivered to the North of the County only, resulting in needs not being met across all market areas which could in turn have potential impact on house prices arising in this context, given the delivery of affordable homes will only be focussed in the North, and not meet needs more widely. This option along with Option 3 performs least well in terms of equalities, diversity and social inclusion due to the likely isolation of communities and continuation of imbalanced demographic profile across Monmouthshire as a whole.
- 3.19 The appraisal found that there is little to differentiate between the options at this stage with regard to the historic environment and biodiversity themes, noting that all options have the potential to result in negative effects, however it is recognised the mitigation could be provided and development has the potential to deliver positive effects secured at the project scale. Given the precise location of growth is unknown at this stage all options were found to have an uncertain effect on landscape and climate change themes. All options have the potential to result in negative effects for natural resources albeit it is recognised that mitigation could be provided and the nature and significance of effects will be dependent on the scale and location of development.

### RLDP Preferred Spatial Option

- 3.20 The Spatial Options presented provide alternative spatial strategy options for accommodating growth, having regard to the evidence base and policy aspirations. Based on the assessment set out above, Spatial Option 2 to Distribute Growth Proportionately across the County's most Sustainable Settlements<sup>37</sup> is the Council's preferred Spatial Option.
- 3.21 This option would provide proportionate growth in the most sustainable urban and rural areas, in accordance with the Sustainable Settlement Appraisal. 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. Fundamentally, this option will enable the provision of a sufficient range and choice of homes, both market and affordable to be provided throughout the County's most sustainable settlements, the need for which has been heightened by the current pandemic. This option will also assist in ensuring our communities are balanced and socially sustainable, particularly in terms of demography, which is a key RLDP objective and the importance of which has been clearly demonstrated during the current pandemic. Likewise, employment growth will be directed to sustainable locations across the County, which will assist in reducing the need to travel /levels of out-commuting, and promoting self-contained communities. It is, however, recognised that in light of Covid-19 there has been an increase in agile and home working, which is likely to continue over the longer term<sup>38</sup> and further reduce commuting levels over the Plan period. Appropriately located growth will increase the customer base and workforce, supporting local facilities, businesses and services. The increased reliance on access to local facilities and services during the current pandemic has highlighted their importance to our communities. This option would best meet the needs of and support both the urban and rural communities of Monmouthshire.
- 3.22 In addition to this, the ISA analysis ranks Spatial Option 2, along with Spatial Option 1, as performing the best overall. The findings in the ISA note that while there are some small differences between Options 1 and 2 in terms of how growth is distributed during the Plan period, these differences are not significant enough to warrant one option being ranked higher or lower than the other against the ISA themes. Accordingly, Spatial Option 2 performs positively overall, and is found to have the potential for significant long term positive effects against the ISA themes relating to economy/employment, population/communities, health/wellbeing, and equalities compared to the other options. The ISA notes that this option will likely positively address existing demographic issues, encouraging younger people to reside and work

---

<sup>37</sup> A Sustainable Settlement Appraisal will be published to inform the Preferred Strategy to identify these settlements. This will consider settlements in terms of their location, level of service provision, capacity and their role and function within the area.

<sup>38</sup> Welsh Government announced in September 2020 that they have a long-term ambition for around 30% of the Welsh workforce to work remotely either from home or near to home using community-based remote working hubs <https://gov.wales/aim-30-welsh-workforce-work-remotely>

in the County. This option would perform positively in terms of providing housing to meet the identified needs of the County and would provide affordable housing throughout the settlement hierarchy, ensuring a range and choice of homes are delivered, particularly where there is a need for affordable housing, to assist in regaining a balanced population.

- 3.23 Overall, this option is considered to be the most conducive to achieving the RLDP vision and the Council's core purpose of building sustainable and resilient communities across Monmouthshire.

#### **Consultation Questions**

- **Spatial Option 2 (Distribute Growth Proportionately across the County's most Sustainable Settlements) is our preferred option. On the basis on the evidence above, do you agree with our preferred spatial option? Please explain why and provide your reasons.**
- **If you have a preference for a different option, please state your preferred option and provide details of how this option addresses the issues/challenges facing Monmouthshire and meets the RLDP objectives?**

## **4**      **Next Steps**

- 4.1      Feedback from the non-statutory consultation on the Growth and Spatial Options Paper will be considered and, where appropriate, will inform the preferred growth and spatial strategy options which will be set out in the Preferred Strategy. The RLDP Preferred Strategy will be the subject of engagement/consultation in May-June 2021.



## **GLOSSARY**

- MR** Household membership rates are used to calculate the proportion of the household population in each household category by age group and sex i.e. 1 person households, 2 person households, etc. The household population is converted into households using average household size assumptions taken from the Welsh Government Household model. MR indicates that an assumption has been applied to the scenario which returns the household membership rates for young adult age groups (19-24, 25-29, 30-34) to their 2001 rates.
- CR\_R** Commuting ratio is reducing – the commuting ratio is the balance between the level of employment and the number of resident workers. A commuting ratio greater than 1.00 indicates that the size of the resident workforce exceeds the level of employment available in an area. The commuting ratio for Monmouthshire at the time of the 2011 Census was 1.12. CR\_R indicates that an assumption has been applied to the scenario which reduces the commuting ratio from its 2011 Census value to 1.10 by the end of the Plan period.
- AH** Affordable Housing - in addition to the initial modelling selected options have been the subject of additional testing to establish the impact on demography, dwellings, household formation and employment of an affordable-housing policy-led strategy. As a starting point, the additional testing models the impact of meeting 10% of the need identified in the Local Housing Market Assessment on affordable housing-led sites where at least 50% of the homes are affordable.
- PG** POPGROUP – forecasts have been developed using the POPGROUP suite of products. These enable forecasts to be derived for population, households and the labour force.

# Monmouthshire

Updating the RLDP Demographic Evidence

November 2020



## Acknowledgements

Demographic statistics used in this report have been derived from data from the Office for National Statistics licensed under the Open Government Licence v.3.0.

*The authors of this report do not accept liability for any costs or consequential loss involved following the use of the data and analysis referred to here; this is entirely the responsibility of the users of the information presented in this report.*

# Contents

Acknowledgements.....	i
Contents.....	ii
1 Introduction .....	1
2 Area Profile .....	2
3 Demographic Scenarios .....	10
4 Employment-led Scenarios .....	18
5 Summary.....	21
Appendix A Scenario Summary .....	23
Appendix B Age Profiles .....	24
Appendix C Outside Brecon Beacon NP .....	25
Appendix D POPGROUP Methodology .....	26
Appendix E Data Inputs & Assumptions.....	28

# 1 Introduction

## Context

- 1.1 Monmouthshire County Council has commenced preparation of its Replacement Local Development Plan (RLDP), covering the plan period 2018–2033. The RLDP is to be informed by the latest demographic statistics and forecasts, updating the previous evidence provided to the Council in 2019.
- 1.2 In August 2020, the Welsh Government (WG) published its 2018-based population and household projections, a first update since the 2014-based equivalents.
- 1.3 These new WG projections provide the *baseline* for the RLDP demographic evidence, to be considered alongside a range of growth scenarios. The Council is seeking to update the suite of trend, dwelling-led and employment-led scenarios configured in June 2019, incorporating the latest WG evidence. The Council has also outlined the requirement for additional scenarios, using alternative assumptions on fertility, mortality and migration. These additional scenarios incorporate a 2019 mid-year estimate, published by ONS in June 2020.
- 1.4 The Council is seeking to draw conclusions from the updated growth options, taking the evidence forward in a process of consultation for the RLDP.

## Approach

- 1.5 Edge Analytics is a specialist in Data Science, with a particular expertise in demographic modelling and forecasting and has worked with the majority of local planning authorities across Wales in the development and presentation of evidence to support LDP formulation.
- 1.6 Edge Analytics has used POPGROUP technology to configure an updated range of growth scenarios for Monmouthshire, incorporating demographic statistics from both ONS and WG, to produce forecasts for a 2018–2033 plan period.
- 1.7 Section 2 updates the Monmouthshire Area Profile with the latest demographic statistics. Section 3 presents the demographic growth scenarios, with the employment-led options detailed in Section 4. A summary of the evidence is provided in Section 5. The Appendices provide supplementary detail on the scenario outputs, alongside the methodology, data and assumptions used in the formulation of the analysis.

# 2 Area Profile

## Geography

- 2.1 Located in the South East Wales region, Monmouthshire borders Powys to the North, and Newport, Torfaen, and Blaenau Gwent to the West (Figure 1). Monmouthshire also borders England, with Herefordshire and Gloucestershire to the East, and Bristol and the surrounding authorities available via the Severn crossings. The Brecon Beacons National Park intersects the North West of the Unitary Authority (UA).

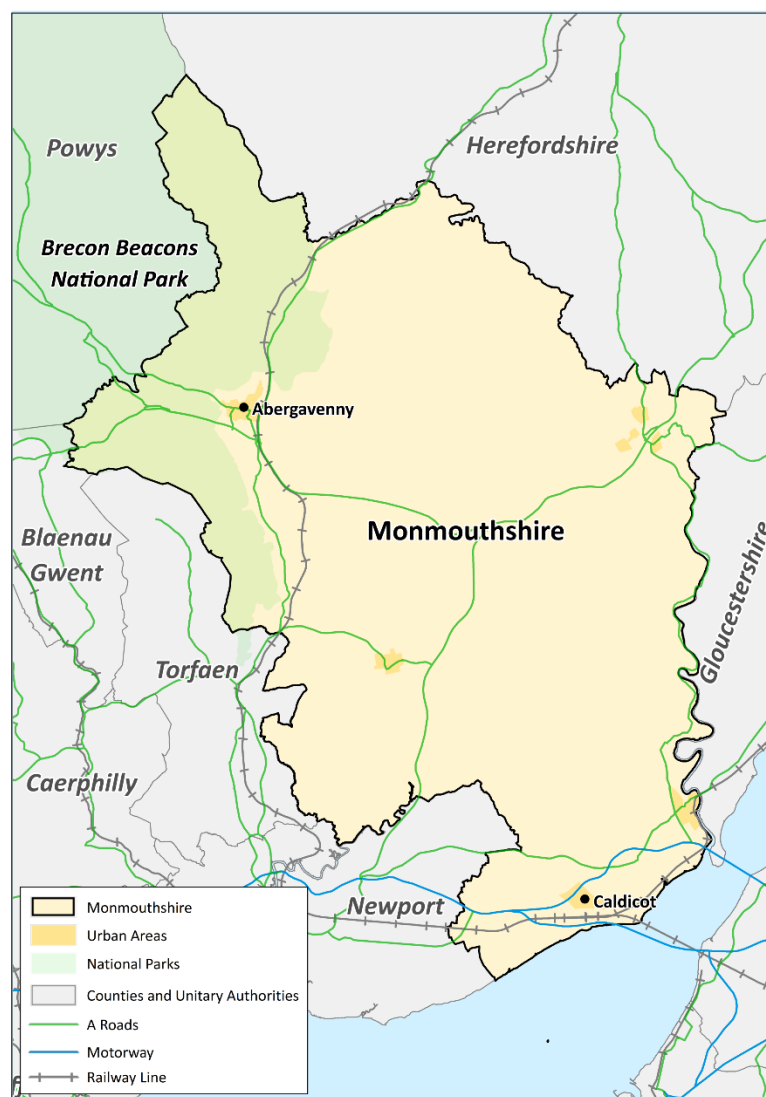


Figure 1: Monmouthshire UA – Geographical Context

## Population Change

- 2.2 As of mid-year 2019, Monmouthshire's population was estimated to be approximately 94,000; an increase of 9,606 (11.3%) since 2001 (Figure 2).

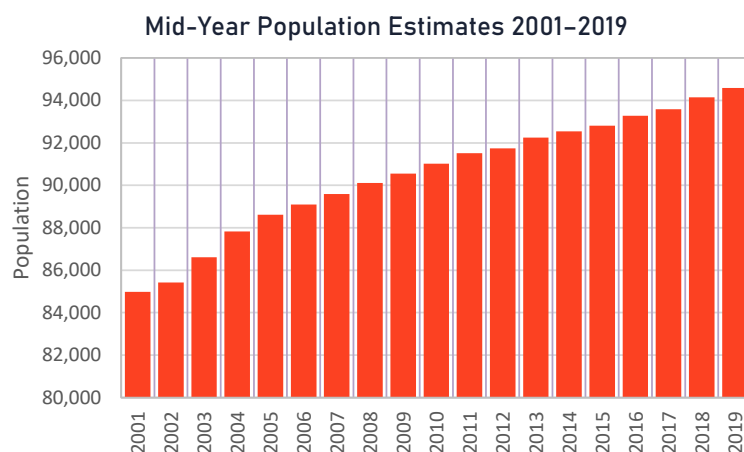


Figure 2: Mid-Year Population Estimates, 2001–2019 (Source: ONS)

- 2.3 Across Wales, population growth since 2001 has ranged from -3.6%–18.3%, with just two unitary authorities experiencing population decline (Figure 3). Monmouthshire's growth rate has been exceeded only by Cardiff (18.3%), Bridgend (14.2%), Newport (12.4%) and The Vale of Glamorgan (12.0%). Ceredigion and Blaenau Gwent have experienced population decline since 2011, at -3.6% and -0.2%, respectively.

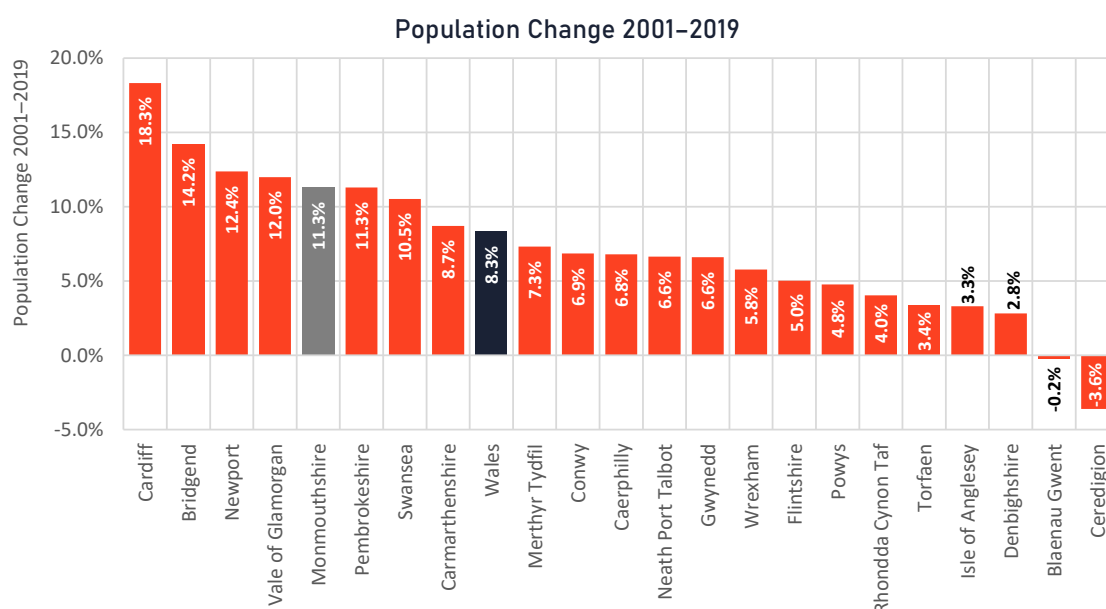


Figure 3: Population Growth Comparison – Wales, 2001–2019 (Source: ONS)

- 2.4 Monmouthshire's population has increased year-on-year since 2001/02, with the highest annual population growth recorded in 2002–04 (Figure 4). Since 2005/06, annual population growth in Monmouthshire has fluctuated around +400 per year.

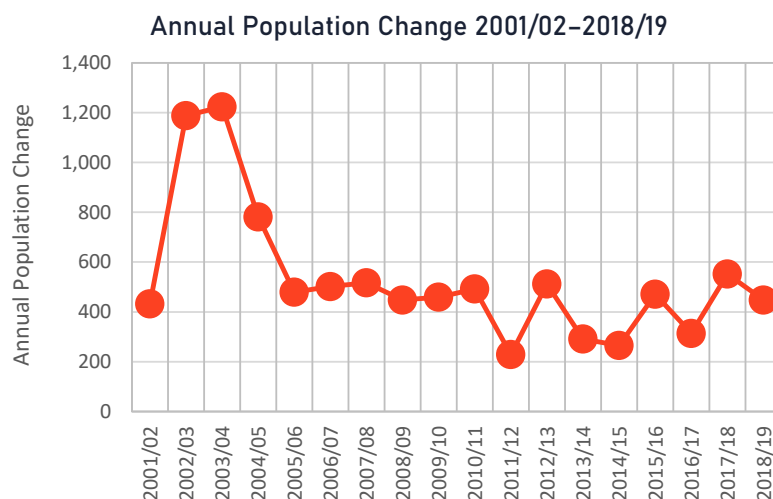
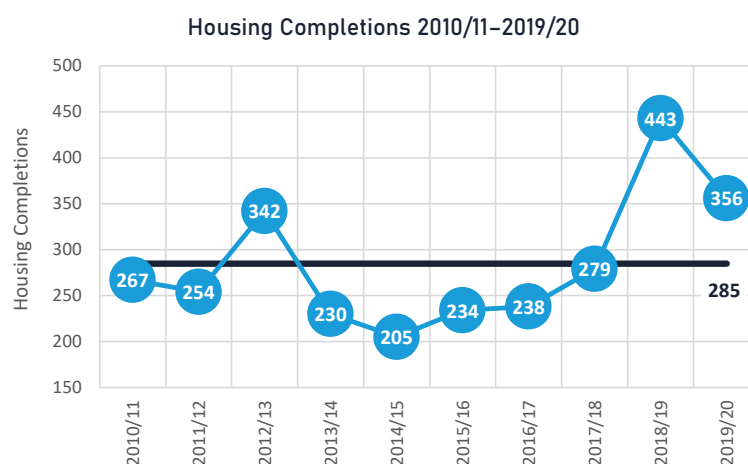


Figure 4: Population Change, 2001/02–2018/19 (Source: ONS)

- 2.5 Since 2010/11, Monmouthshire's annual housing completions have averaged 285 dwellings per annum (dpa), with an uplift in the last two years (Figure 5).



(Source: Monmouthshire Joint Housing Land Availability Report, 2019 & Monmouthshire County Council)

Figure 5: Housing Completions, 2010/11–2019/20

- 2.6 An index of population growth for each of four broad age-groups (0–15, 16–64, 65+, 80+), reveals the important demographic changes that are taking place within Monmouthshire, ageing its population over time (Figure 6).



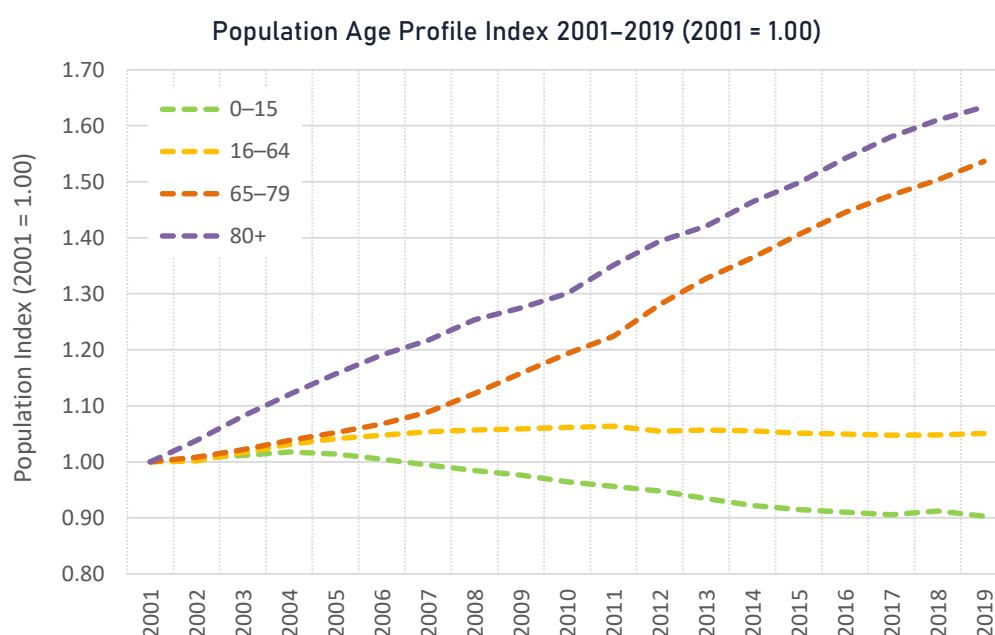


Figure 6: Population Age Profile Index, 2001–2019

- 2.7 Since 2001, the 65–79 and 80+ age-groups have increased in size by 54% and 63% respectively. In contrast, the 0–15 age-group is 10% smaller than its 2001 total. The size of the 16–64 age-group, the student and labour force age-group, has remained relatively stable since 2006, approximately 5–6% higher than in 2001.

## Births, Deaths & Migration

- 2.8 Examination of the ‘components’ of population change for Monmouthshire, reveals the factors that are estimated to have driven the change in population since 2001, including an upward adjustment (unattributable population change) to its population following the 2011 Census (Figure 7).
- 2.9 Natural change (the difference between births and deaths) has generally had a negative impact upon population change, with growth in the net loss since 2011. A net inflow from internal migration has been the main contributor to Monmouthshire’s population growth since 2001/02, falling to its lowest net inflow in 2008/09, increasing thereafter. Net international migration impacts have been smaller but with a net inflow estimated in all years since 2012.

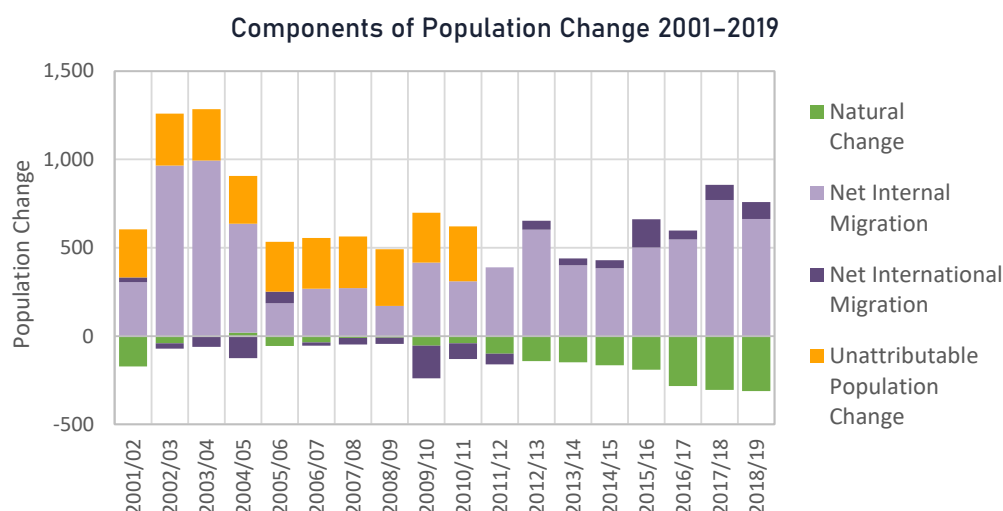


Figure 7: Components of Population Change, 2001/02–2017/18 (Source: ONS)

2.10 A closer examination of birth and death trends reveals that the number of deaths has exceeded births in all years except 2004/05 (Figure 8). A peak in birth numbers in 2003/04 to 2008/09 has been followed by a steady decline, with the 2018/19 birth total being the lowest recorded over the 2001–2019 period. With correspondingly higher death totals, the population decline resulting from natural change has increased since 2015/16.

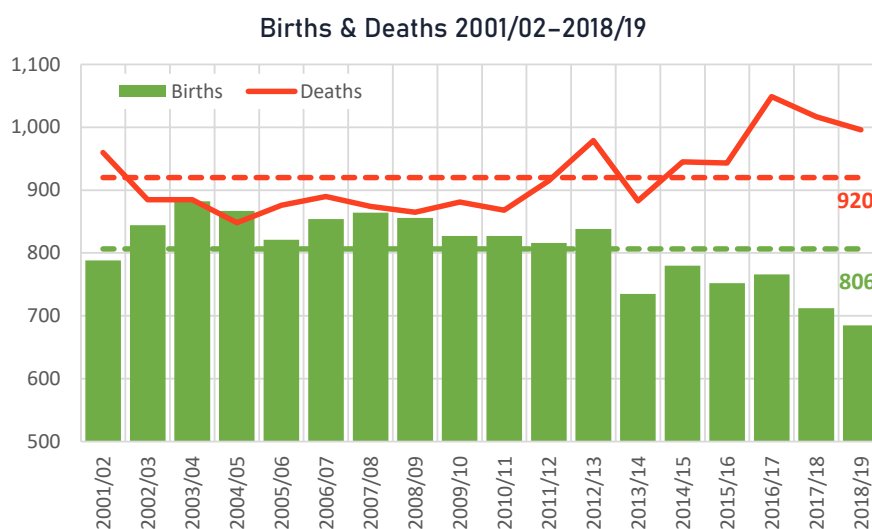


Figure 8: Births & Deaths, 2001/02–2017/18 (Source: ONS)

2.11 A more detailed scrutiny of Monmouthshire's internal migration statistics reveals the annual fluctuations in both inflows and outflows. The inflow of internal migrants was at its lowest in 2008/09 at +3,796, rising steadily thereafter to its peak of +5,097 in 2018/19. The Higher Education Leavers Methodology (HELM)<sup>1</sup>, designed to better reflect the speed and pattern of movement of students

<sup>1</sup> Population estimates for the UK, mid-2019 methods guide, July 2020

following graduation, may have contributed to the relatively high net migration total experienced since 2016/17 (Figure 9).

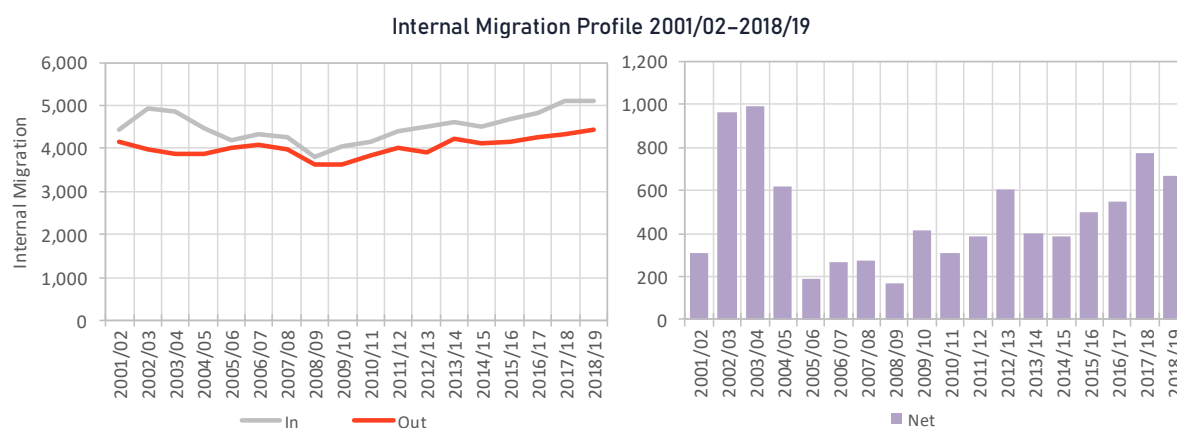


Figure 9: Internal Migration Profile, 2001/02 – 2018/19 (Source: ONS)

- 2.12 The importance of the student outflow to higher education is emphasised in Monmouthshire's age-profile of internal migration. This indicates a large net outflow in the 15-19 student age-group. All other age-groups record a net inflow through internal migration, confirming Monmouthshire's attractiveness as a destination for migrants across all family, labour-force and older ages (Figure 10).

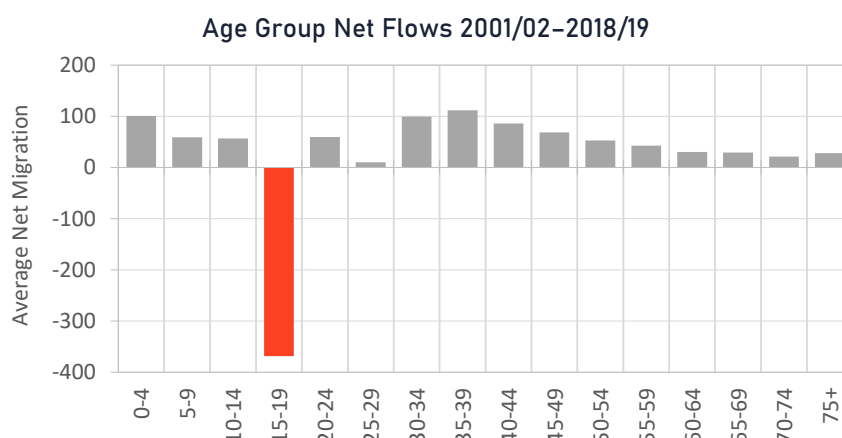


Figure 10: Internal Migration Age Profile, 2001/02–2018/19 (Source: ONS)

- 2.13 The recent rise in Monmouthshire's net migration inflow may be influenced to some degree by the 'return' of students aged 20–24, but in the last two years the net inflow increase has been experienced across the majority of age-groups, with the exception of 15–19 year-olds (Figure 11). This suggests an in-migration of young people and families to Monmouthshire, in line with the increased level of housing provision.

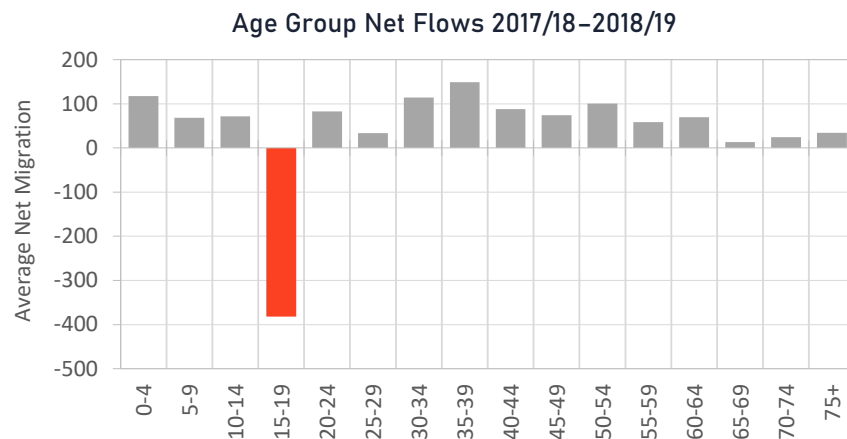


Figure 11: Internal Migration Age Profile, 2017/18–2018/19 (Source: ONS)

2.14 Geographically, Monmouthshire’s most significant net migration inflow exchange (2001–2019) has been from South Gloucestershire and Bristol with an average net inflow of +89 pa and +62 pa respectively. In contrast, its net migration outflow exchange has been greatest with Swansea and Carmarthenshire (Figure 12).

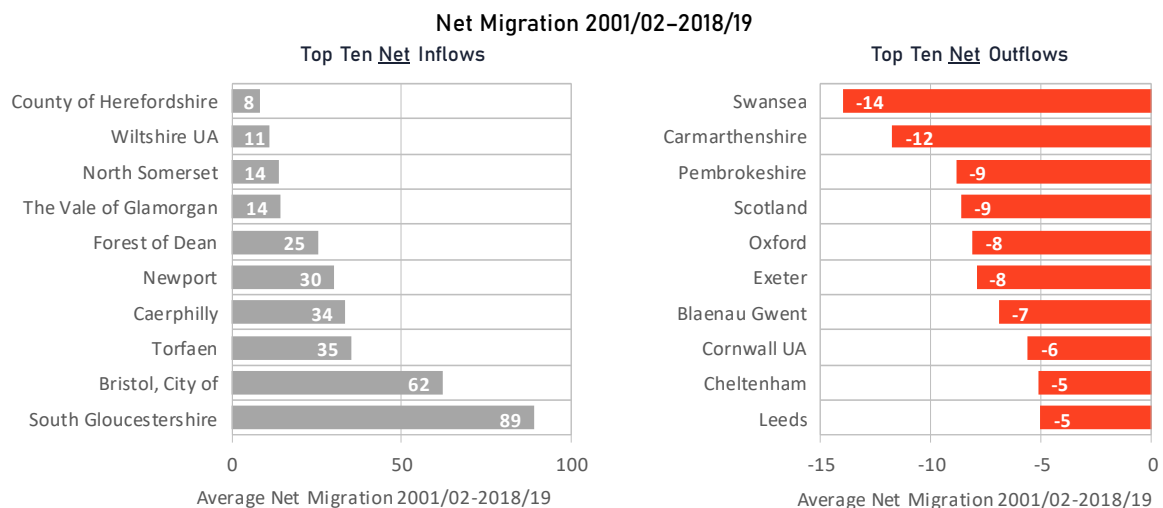


Figure 12: Top Ten Net Migration Inflows and Outflows, 2001/02–2018/19 (Source: ONS)

2.15 In the last two years of migration evidence, in-migration from South Gloucestershire and Bristol has risen substantially, with additional flows from the Forest of Dean and Caerphilly (Figure 13).

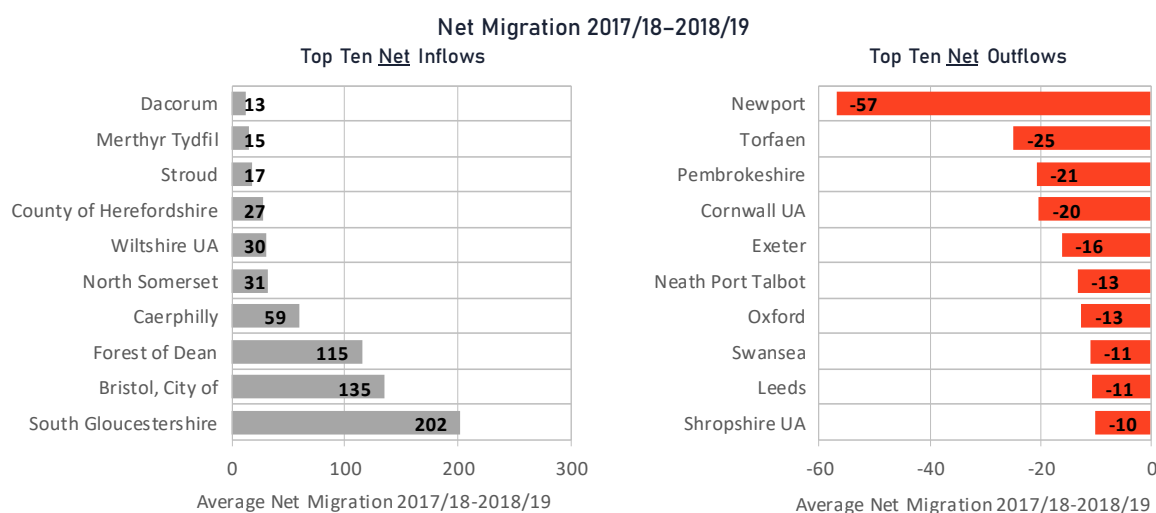


Figure 13: Top Ten Net Migration Inflows and Outflows, 2017/18–2018/19 (Source: ONS)

2.16 International migration continues to be the most difficult component to estimate robustly; so much so that ONS has downgraded its output to ‘experimental statistics’ status, whilst improvements continue<sup>2</sup>. The International Passenger Survey (IPS) is the mainstay of the UK’s immigration and emigration estimates but this is due to be dropped in autumn 2020, in favour of a mix of administrative datasets, including the patient register, higher education statistics and national insurance number (NINo) registrations.

2.17 International migration has had a more limited impact on Monmouthshire’s population change but its contribution has been positive in the majority of years since 2011, peaking at +160 in 2015/16 (Figure 7). NINo statistics provide a complementary illustration of international migration inflow to Monmouthshire; different to ONS mid-year population estimate statistics in that they refer only to work-based in-migration and include migrants whose stay may be shorter than 12 months (Figure 14).

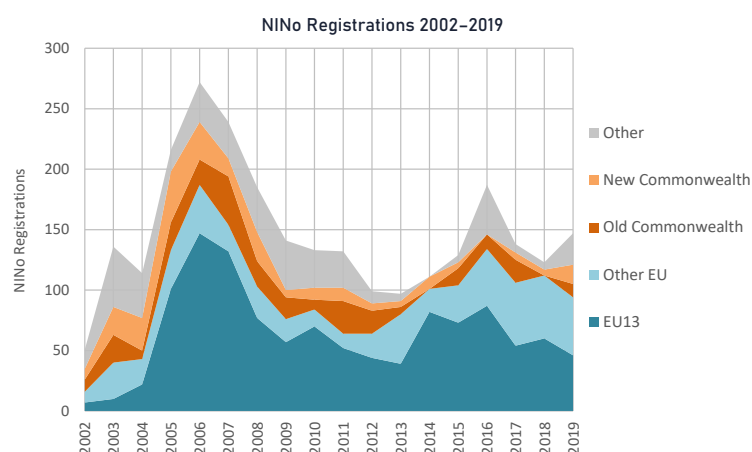


Figure 14: NINo registrations by country of origin, 2002–2019 (Source: DWP)

2.18 Total NINo registrations have fluctuated between 100–150 per year since the peak in 2007, with the large majority of migrants having a country of origin from within the European Union (EU).

<sup>2</sup> [Statement from the ONS on the reclassification of international migration statistics, August 2019](#)

# 3 Demographic Scenarios

## Scenario Definition

- 3.1 POPGROUP technology (see Appendix C) has been used to configure a suite of growth scenarios for Monmouthshire. Additional detail on all scenario data inputs and assumptions is provided in Appendix E of this document.
- 3.2 The **WG** scenarios include the full suite of variants that make up the 2018-based WG projections.
- 3.3 POPGROUP (**PG**) trend scenarios consider growth outcomes based on a continuation of long-term migration histories (**PG Long Term**), incorporating a **2019** base year. Alternative **PG Long Term** scenarios are presented, evaluating the potential effects of higher net in-migration associated with the relaxation of Severn Bridge tolls (**PG Long Term Adj**).
- 3.4 The **Dwelling-led** scenarios consider how a continuation of a 5-year, 10-year, and 15-year history of housing completion rates would impact upon future population growth, with a **2019** base year.
- 3.5 An extended range of **Employment-led** scenarios have also been configured for Monmouthshire. These scenarios are presented separately in Section 4.
- 3.6 Under each scenario, population, household, migration, dwelling and employment growth is presented over a 2018–2033 plan period, in line with Monmouthshire’s RLDP period.
- 3.7 For all scenarios, household and dwelling growth is estimated using assumptions from the WG 2018-based household projection model. An additional household membership rate return (**MR**) has been applied to all demographic scenarios, which considers the impact of higher household formation in the young adult age-groups. The household membership rates for the young adult age-groups (19–24, 25–29, 30–34) have been ‘returned’ to their respective 2001 level over the 2018–2033 plan period.
- 3.8 In modelling the relationship between households and dwellings, a Monmouthshire vacancy rate of 4.5% has been applied, derived from 2011 Census statistics.
- 3.9 All scenario outcomes are summarised in Appendix A. For population, household, net migration and dwelling growth outcomes for Monmouthshire *excluding* the Brecon Beacon National Park, please refer to Appendix C.

Table 1: Scenario Definition

1.	WG-2018 (Principal)	Replicates the WG 2018-based <i>Principal</i> population projection, using historical population evidence for 2001-2018.
2.	WG-2018 (High)	Replicates the WG 2018-based <i>High</i> population projection, using historical population evidence for 2001-2018.
3.	WG-2018 (Low)	Replicates the WG 2018-based <i>Low</i> population projection, using historical population evidence for 2001-2018.
4.	PG Long Term	Uses an ONS 2019 MYE base year, with area-specific fertility and mortality assumptions derived from the WG 2018-based Principal projection. Migration assumptions are derived from an 18-year historical period (2001/02–2018/19).
5.	PG Long Term Adj (5yr)	Uses an ONS 2019 MYE base year, with area-specific fertility and mortality assumptions derived from the WG 2018-based Principal projection. 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 toll. All other migration flows are consistent with the <b>PG Long Term</b> scenario.
6.	PG Long Term Adj (2yr)	Uses an ONS 2019 MYE base year, with area-specific fertility and mortality assumptions derived from the WG 2018-based Principal projection. Internal in-migration rates are adjusted to reflect higher in-migration (based on the last 2-years) from Bristol and South Gloucestershire, following the removal of the Severn Bridge toll. All other migration flows are consistent with the <b>PG Long Term</b> scenario.
7.	Net Nil	Uses an ONS 2019 MYE, with area-specific fertility and mortality assumptions derived from the WG 2018-based Principal projection. Internal and international migration flows are balanced between in- and out-flows, resulting in zero net migration.
8.	Dwelling-led (5yr)	Models the population impact of an average dwelling growth of +310 dpa, based on a 5-year history of housing completions. The dwelling growth is applied from 2020/21 onwards, fixed throughout the plan period.
9.	Dwelling-led (10yr)	Models the population impact of an average dwelling growth of +285 dpa, based on a 10-year history of housing completions. The dwelling growth is applied from 2020/21 onwards, fixed throughout the plan period.
10.	Dwelling-led (15yr)	Models the population impact of an average dwelling growth of +269 dpa, based on a 15-year history of housing completions. The dwelling growth is applied from 2020/21 onwards, fixed throughout the plan period.

## Scenario Summary

- 3.10 The 2001–2033 population growth trajectories for all demographic scenarios are presented in Figure 16. In Table 2 each of the demographic scenarios is summarised in terms of population and household growth for the 2018–2033 RLDP period, alongside the average annual net migration and dwelling growth outcomes.
- 3.11 Population change for the 2018–2033 period ranges from -6.6% under the **Net Nil** scenario to 13.0% under the **PG Long Term Adj (2yr)** scenario. Over the plan period, this range of population growth equates to an estimated dwelling growth requirement of -109 to +388 dpa.
- 3.12 The **WG-2018 (Principal)** scenario results in a higher growth outcome (4.9%) compared to the previous WG 2014-based projection (0.8%), despite the introduction of dampened assumptions on fertility and mortality in the latest WG projections. Monmouthshire’s recent history of higher net in-migration to the UA is the key drive of the higher growth outcome (Figure 15).

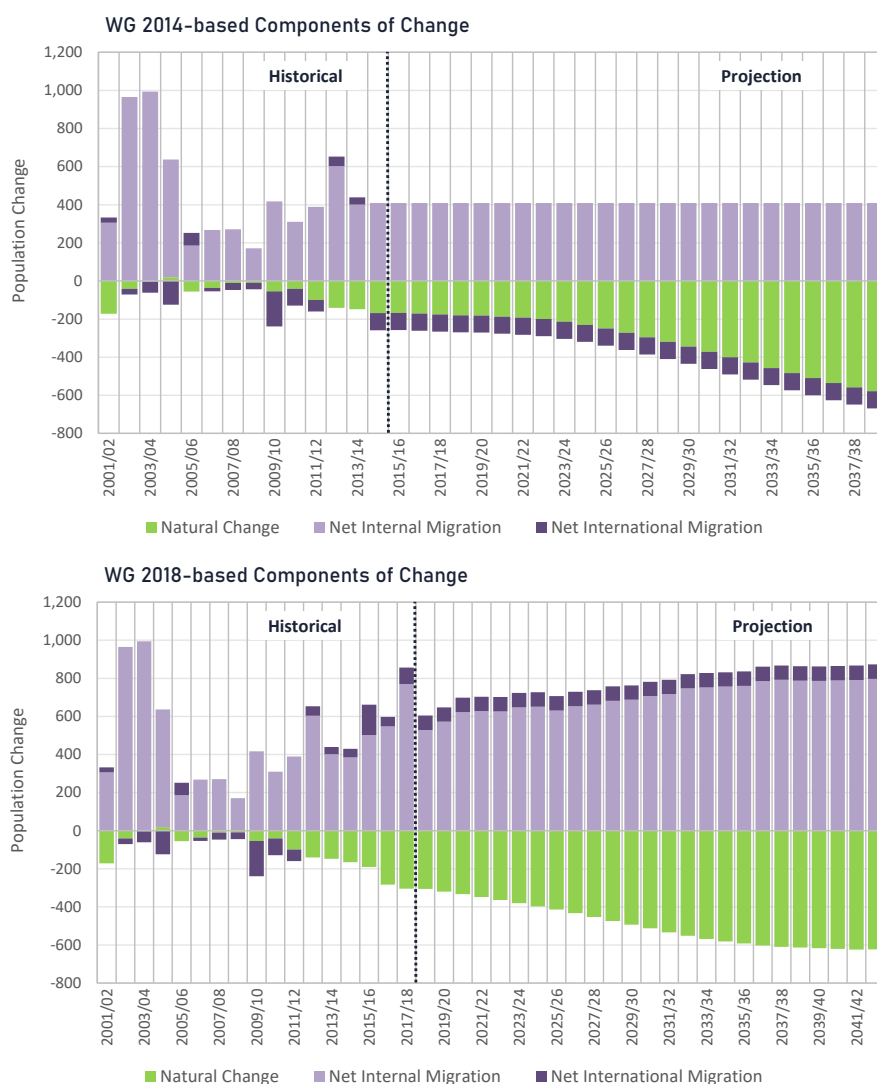


Figure 15: WG Principal Projections - Components of Population Change, 2001/02–2042/43 (Source: WG)



- 3.13 The **WG-2018 (High)** and **WG-2018 (Low)** scenarios provide alternative outcomes to the *Principal* projection, incorporating *High* and *Low* fertility, mortality and migration assumptions for Monmouthshire. The **WG-2018 (High)** and **WG-2018 (Low)** scenarios estimate population growth of 6.7% and 2.4% respectively, with an accompanying dwelling requirement of +236 and +136 dpa.
- 3.14 The **PG Long Term** scenario, drawing its migration assumptions from a 2001–2019 history, projects population growth of 6.3% and a dwelling requirement of +223 dpa. With the adjustment of internal in-migration rates to reflect higher in-migration from Bristol and South Gloucestershire (based on a 5-year or 2-year history), the **PG Long Term Adj (5yr)** and **PG Long Term Adj (2yr)** scenarios estimate higher population growth of 11.9% and 13.0% respectively and a dwelling requirement of +361 dpa and +388 dpa.
- 3.15 The **Net Nil** scenario, which assumes *balanced* net migration over the plan period, estimates population decline of -6.6% over the plan period. As a result, this scenario estimates a surplus in current dwelling stock.
- 3.16 The **Dwelling-led** scenarios (**Dwelling-led (5yr)**, **Dwelling-led (10yr)**, and **Dwelling-led (15yr)**), which continue the average rate of historical completions, estimate population growth of 9.8%, 8.9% and 8.4% respectively, with average net migration of +1,018, +969 and +937.

## Monmouthshire Growth Outcomes 2018–2033

### Demographic Scenarios

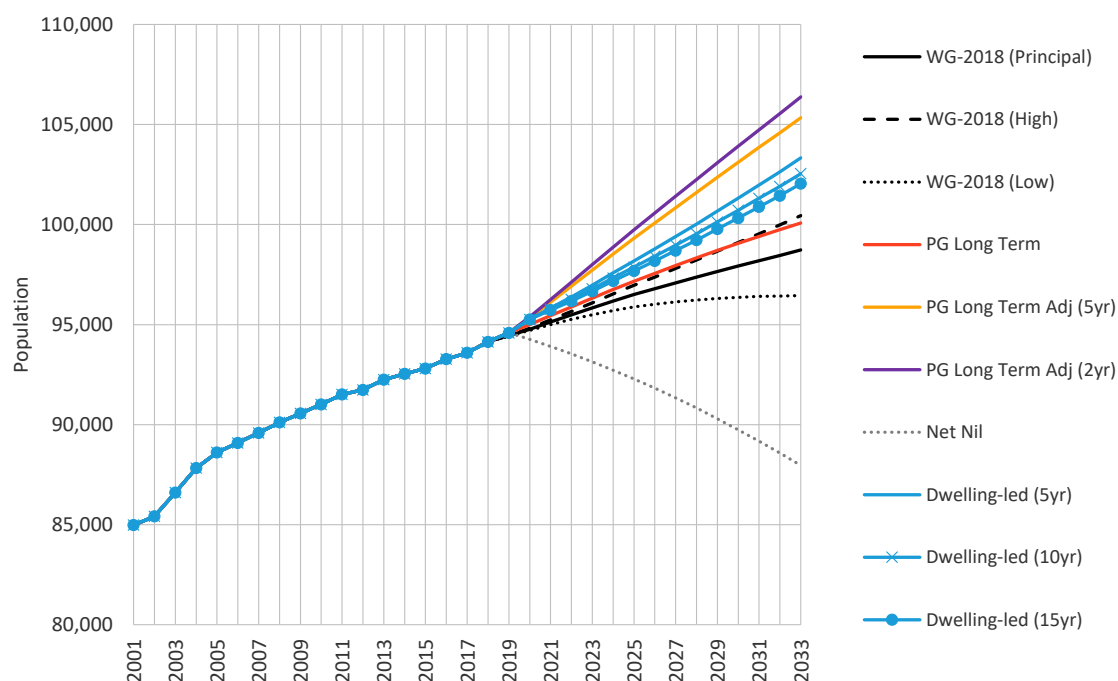


Figure 16: Monmouthshire Population Growth Scenarios, 2001–2033

Table 2: Population, Household, Migration, and Dwelling growth under each scenario, 2018–2033

Scenario	Change 2018–2033				Average per year	
	Population Change	Population Change %	Households Change	Households Change %	Net Migration	Dwellings
PG Long Term Adj (2yr)	12,236	13.0%	5,556	13.8%	1,188	388
PG Long Term Adj (5yr)	11,194	11.9%	5,164	12.9%	1,126	361
Dwelling-led (5yr)	9,190	9.8%	4,481	11.2%	1,018	322
Dwelling-led (10yr)	8,404	8.9%	4,170	10.4%	969	300
Dwelling-led (15yr)	7,901	8.4%	3,972	9.9%	937	286
WG-2018 (High)	6,309	6.7%	3,381	8.4%	774	236
PG Long Term	5,935	6.3%	3,199	8.0%	811	223
WG-2018 (Principal)	4,584	4.9%	2,732	6.8%	726	191
WG-2018 (Low)	2,306	2.4%	1,941	4.8%	677	136
Net Nil	-6,182	-6.6%	-1,555	-3.9%	51	-109

Note: Scenario outcomes include the 2018/19 mid-year population estimate. The **Net Nil** scenario applies 'balanced' migration assumptions from 2019/20 onward. The **Dwelling-led** scenarios include two years of dwelling completions data (2018/19, 2019/20).

## Membership Rate Sensitivity

- 3.17 Although the latest evidence continues to suggest that the level of household formation has fallen from historical levels, many LDPs are responding to national policy initiatives aimed at reversing this trend. It is likely that it is the younger age-groups that have seen the most significant change in household formation, due to a combination of housing undersupply and affordability issues, which in some areas may have led to 'supressed' rates of household formation.
- 3.18 An alternative set of household membership rates (**MR**) have been generated for Monmouthshire, in which the WG 2018-based rates for the young adult age-groups (19–24, 25–29, 30–34) have been adjusted to 'return' to their 2001 values between 2018–2033. This sensitivity analysis estimates how a return to higher household formation rates could manifest itself in higher dwelling growth outcomes for each scenario (Table 3).
- 3.19 For the **Dwelling-led** scenarios, the application of WG 2018-based 'return' household membership rates (**MR**) results in lower population growth outcomes over the plan period.

Table 3: Population & Dwelling Growth under alternative Household Membership Rates, 2018–2033

Scenario	Change 2018–2033		Average Annual Dwelling Growth	
	Population Change	Population Change %	2018-based	MR
Dwelling-led (5yr)	9,190	9.8%	322	
Dwelling-led (10yr)	8,404	8.9%	300	
Dwelling-led (15yr)	7,901	8.4%	286	
Dwelling-led (5yr) ( <b>MR</b> )	7,445	7.9%		322
Dwelling-led (10yr) ( <b>MR</b> )	6,688	7.1%		300
Dwelling-led (15yr) ( <b>MR</b> )	6,203	6.6%		286
PG Long Term Adj (2yr)	12,236	13.0%	388	441
PG Long Term Adj (5yr)	11,194	11.9%	361	413
WG-2018 (High)	6,309	6.7%	236	288
PG Long Term	5,935	6.3%	223	274
WG-2018 (Principal)	4,584	4.9%	191	242
WG-2018 (Low)	2,306	2.4%	136	186
Net Nil	-6,182	-6.6%	-109	-70

## Age Profiles

- 3.21 The changing age profile associated with Monmouthshire’s future population growth is an important consideration in planning for housing and in the development of the resident labour force. The updated suite of demographic projections has incorporated both revised fertility and mortality assumptions from the WG 2018-based projections and updated mid-year population estimates. These factors have had an effect upon the resulting age-structure associated with Monmouthshire’s projected population growth to 2033.
- 3.22 To illustrate, the lower growth **WG-2018 (Principal)** scenario is compared to the higher growth **PG Long Term Adj (2yr)** scenario (Figure 17). The changing age profile under each scenario is presented in Appendix B.

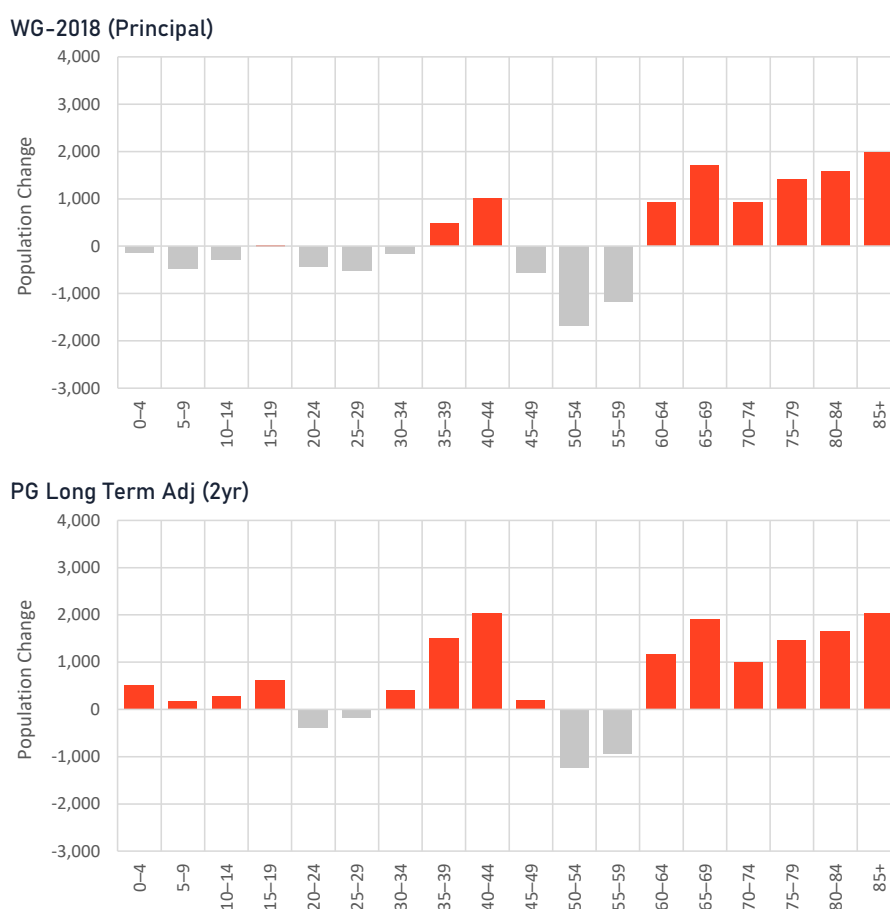


Figure 17: Population Change by Age-Group, 2018–2033

- 3.23 Under both scenarios, the 60+ age-groups reveal a similar growth profile, a reflection of the fact that this level of change is immutable, whichever scenario is being considered. The **PG Long Term Adj (2yr)** scenario estimates higher levels of growth (or smaller decline) in each of the school-age and younger adult age-groups, particularly 30–44 year-olds. The higher growth in these age-groups is particularly important when considering the link between Monmouthshire’s population change and the size and profile of the resident labour force.

## Linking Population and Employment

- 3.24 The estimated impact of each demographic scenario upon employment growth in Monmouthshire, is presented for the plan period 2018–2033. In each scenario, average annual employment growth has been estimated using 2011 Census economic activity rates adjusted in line with the latest Office for Budget Responsibility's (OBR) analysis of labour market trends in its 2018 Fiscal Sustainability Report<sup>3</sup>. A fixed 2011 Census commuting ratio has been applied (**CR\_F**), plus a 2019 unemployment rate, also fixed throughout the plan period.
- 3.25 A commuting ratio sensitivity has also been applied to all scenarios (**CR\_R**), evaluating the employment growth impact of a reduction in the net-out commute. Under this sensitivity, the commuting ratio reduces from its 2011 Census value (1.12) to 1.10 by the end of the plan period.
- 3.26 Over the 2018–2033 plan period, application of a fixed commuting ratio (**CR\_F**) to each scenario results in a range of employment growth outcomes that varies from a decline of -203 per year under the **Net Nil** scenario to average annual employment growth of +417 per year under the **PG Long Term Adj (2yr)** scenario (Figure 18). A reduction in the net-out commute over the plan period (**CR\_R**), results in an uplift to the average annual employment change estimated under each scenario.

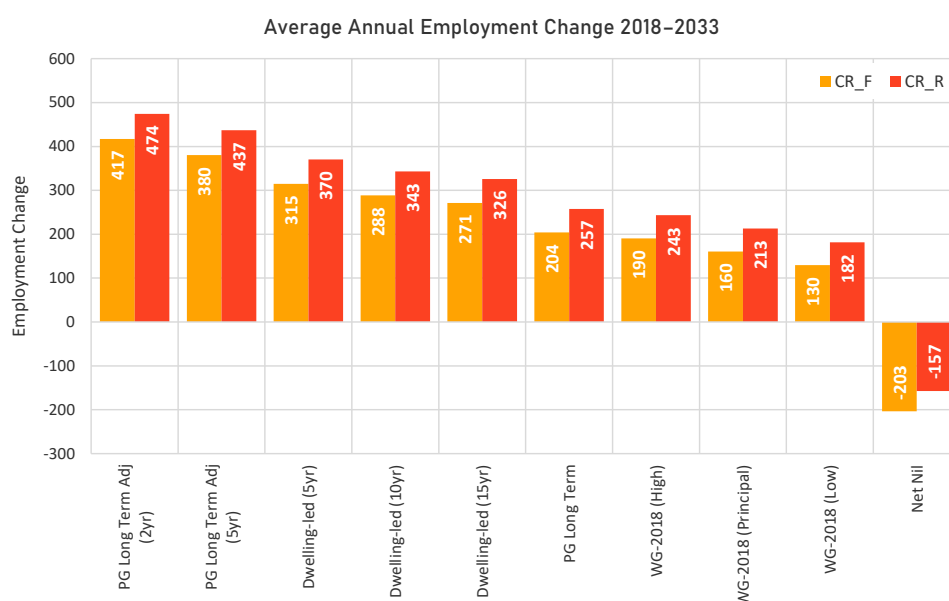


Figure 18: Average Annual Employment Change, 2018–2033

- 3.27 The age-structure differences between the lower and higher growth scenarios result in a more positive impact upon labour force projections, with higher growth evident in the younger adult age-groups over the RLDP plan period.
- 3.28 The following section presents a range of **Employment-led** scenarios, for comparison to the demographic scenarios and their population, dwelling and employment outcomes.

<sup>3</sup> [OBR, Fiscal sustainability report – July 2018](#)

# 4 Employment-led Scenarios

## Scenario Definition

- 4.1 The previous demographic analysis informing Monmouthshire’s RLDP formulation (June 2019) considered employment growth forecasts published by BE Group, Hatch and perConsulting as part of the ‘Economies of the Future’ report<sup>4</sup>.
- 4.2 The analysis considered the potential impact of alternative employment growth scenarios: a ‘Baseline’ scenario underpinned by an Oxford Economics 2018 forecast; plus, accelerated growth scenarios referred to as ‘UK Growth Rate’ and ‘Radical Structural Change’.
- 4.3 Whilst the employment growth forecasts have not been updated since the 2018 analysis, the ‘Baseline’, ‘UK Growth Rate’ and ‘Radical Structural Change’ employment growth forecasts have been used here to configure a range of updated **Employment-led** scenarios for Monmouthshire.
- 4.4 The updated **Employment-led** scenarios use a 2019 base year and incorporate the latest fertility and mortality assumptions from the WG 2018-based ‘*Principal*’ projection. The scenarios model the population, household and dwelling growth outcomes of the employment growth forecasts, and consider a reduced commuting ratio (Table 4).
- 4.5 Under each **Employment-led** scenario, population, household, migration, dwelling and employment growth is presented over a 2018–2033 plan period, in line with Monmouthshire’s RLDP period.
- 4.6 For all scenarios, household and dwelling growth is estimated using assumptions from the WG 2018-based household projection model. In modelling the relationship between households and dwellings, a Monmouthshire vacancy rate of 4.5% has been applied, derived from 2011 Census statistics.
- 4.7 All scenario outcomes are summarised in Appendix A. For population, household, net migration and dwelling growth outcomes for Monmouthshire *excluding* the Brecon Beacon National Park, please refer to Appendix C.

---

<sup>4</sup>BE Group, Hatch and perConsulting, 2018. *Future Monmouthshire: Economies of the Future Analysis*

Table 4: Employment-led Scenario Definition

11. <b>Employment-led Baseline (CR_R)</b>	Average annual employment growth of +73 is applied from 2019/20 onward, based on the 2018 Oxford Economics 'Baseline' forecast. Commuting ratio reduces from 2011 Census value (1.12) to 2001 Census value (1.10) over the plan period.
12. <b>Employment-led UK Growth Rate (CR_R)</b>	Average annual employment growth of +154 is applied from 2019/20 onward, incorporating uplifts in identified underperforming sectors to match UK growth levels. Commuting ratio reduces from 2011 Census value (1.12) to 2001 Census value (1.10) over the plan period.
13. <b>Employment-led Radical Structural Change (Lower) (CR_R)</b>	Average annual employment growth of +262 is applied from 2019/20, to consider the potential impact of substantial economic changes in Monmouthshire's economy. Commuting ratio reduces from 2011 Census value (1.12) to 2001 Census value (1.10) over the plan period.
14. <b>Employment-led Radical Structural Change (Higher) (CR_R)</b>	Average annual employment growth of +560 is applied from 2019/20, to consider the potential impact of substantial economic changes in Monmouthshire's economy. Commuting ratio reduces from 2011 Census value (1.12) to 2001 Census value (1.10) over the plan period.

## Scenario Summary

- 4.14 The 2001–2033 population growth trajectories for all scenarios are presented in Figure 19. In Table 5 each of the **Employment-led** scenarios is summarised in terms of population and household growth for the 2018–2033 RLDP period, alongside the average annual net migration and dwelling growth outcomes.
- 4.15 Assuming a reduction in the net-out commute (to 1.10) over the plan period, it is estimated that a population growth range of 1.8% to 16.1% would be required to support the employment growth range of +73 to +560 per year outlined in the **Employment-led Baseline (CR\_R)** and **Employment-led Radical Structural Change (Higher) (CR\_R)** scenarios. Over the plan period, this would result in an average dwelling growth requirement of +105 to +480 dpa.
- 4.16 The **Employment-led Radical Structural (Lower) (CR\_R)** scenario, assuming average annual employment growth of +262, projects population growth of 7.3% over the plan period. This level of population growth would result in an average dwelling growth requirement of +250 dpa.
- 4.17 The **Employment-led UK Growth Rate (CR\_R)** scenario, assuming average annual employment growth +154, estimates population growth of 4.1%, with average annual dwelling growth of +167 dpa.

## Monmouthshire Growth Outcomes 2018–2033

### Employment-led Scenarios

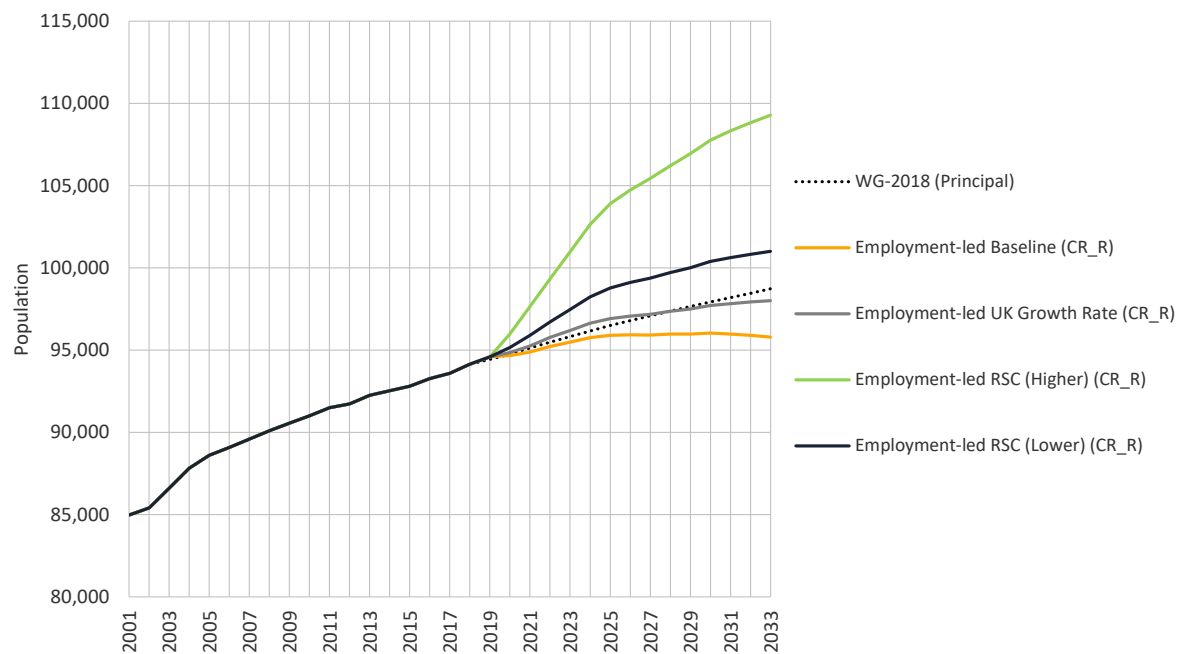


Figure 19: Monmouthshire Employment-led Population Growth Scenarios, 2001–2033

Table 5: Employment-led Scenario Growth Outcomes, 2018–2033

Scenario	Change 2018–2033				Average per year	
	Population Change	Population Change %	Households Change	Households Change %	Net Migration	Dwellings
<b>WG-2018 (Principal)</b>	<b>4,584</b>	<b>4.9%</b>	<b>2,732</b>	<b>6.8%</b>	<b>726</b>	<b>191</b>
Employment-led RSC (Higher) (CR_R)	15,142	16.1%	6,871	17.1%	1,382	480
Employment-led RSC (Lower) (CR_R)	6,872	7.3%	3,585	8.9%	866	250
Employment-led UK Growth Rate (CR_R)	3,871	4.1%	2,388	6.0%	678	167
Employment-led Baseline (CR_R)	1,653	1.8%	1,508	3.8%	538	105



# 5 Summary

## Growth Outcomes

- 5.1 Monmouthshire County Council is in the process of updating its RLDP. As part of this process, the Council has sought to collate the latest demographic evidence to inform its housing growth options. Monmouthshire's recent profile of population growth has been characterised by higher net in-migration, particularly from Bristol and South Gloucestershire. Even with the introduction of dampened assumptions on fertility and mortality in the latest round of WG projections, its growth outlook is positive relative to the WG 2014-based evidence.
- 5.2 POPGROUP technology has been used to configure a suite of updated trend, **Dwelling-led** and **Employment-led** scenarios for Monmouthshire. Under each scenario, population, household, migration, dwelling and employment growth is presented over a 2018–2033 plan period.
- 5.3 Under the trend and **Dwelling-led** scenarios, household growth has been estimated using household membership rate assumptions from the WG's 2018-based household projection model, with the implications of a household membership rate sensitivity (**MR**) also evaluated. Under the **Employment-led** scenarios, household growth has been estimated using household membership rate assumptions from the WG's 2018-based household projection model. Associated dwelling growth has been estimated using a dwelling vacancy rate of 4.5% for Monmouthshire.
- 5.4 Estimates of the changing size of Monmouthshire's labour force and the employment growth that results from the variant population growth outcomes have been calculated using a combination of economic activity rates, an unemployment rate and a commuting ratio for the UA.
- 5.5 Over the 2018–2033 plan period, population change of 16.1% to -6.6% is estimated under the range of scenarios, with a corresponding household growth of 17.1% to -3.9%. The associated average annual dwelling growth ranges from +480 to -109 dpa (Figure 20).

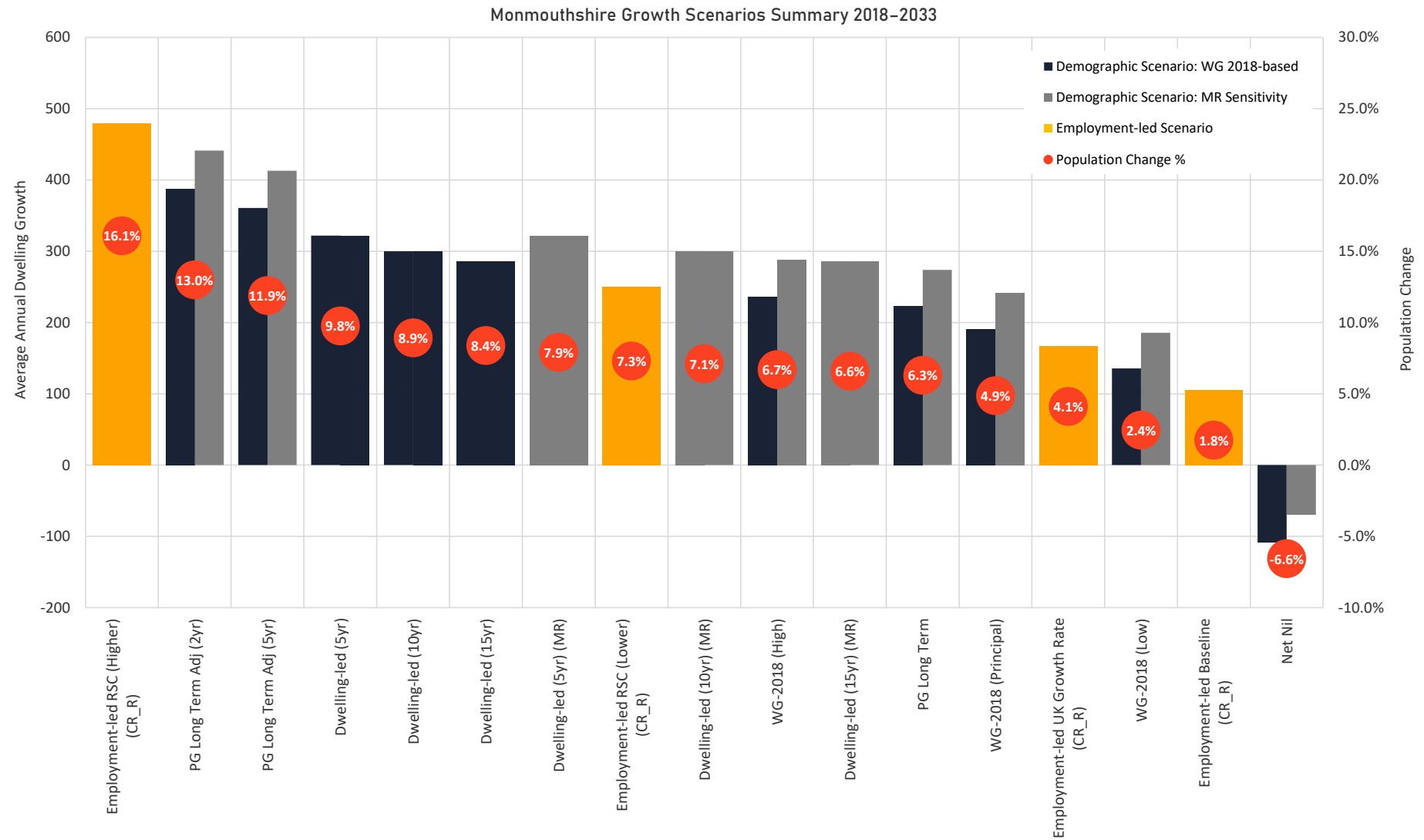


Figure 20: Monmouthshire Growth Scenarios Summary, 2018–2033

## LDP Development and COVID-19

- 5.6 The updated growth scenarios, presented as evidence to inform the RLDP for Monmouthshire, have been formulated at a time of extraordinary social and economic upheaval. Following the political turbulence of Brexit, the global COVID-19 pandemic has resulted in an unprecedented interruption to the daily lives of all UK citizens.
- 5.7 The latest round of WG population projections have introduced a dampened outlook for fertility and mortality, with the recovery from COVID-19 likely to confirm this, at least in the short-term. At the same time, the future impact of international migration is highly uncertain due both to the COVID-19 impact and with the impending introduction of the UK's new points-based system for immigration control.
- 5.8 The UK government has implemented unprecedented labour market interventions in an effort to mitigate the worst effects of the crisis, protecting incomes and providing a platform for economic recovery. But UK GDP is forecast to decline substantially during 2020, with the last two quarters of negative growth placing the country officially 'in recession'.
- 5.9 Whilst the latest news on vaccine development is very positive, the trajectory of social economic recovery will not be uniform across industry sectors and across geographical areas. Food service, retail, hotels, transport and the construction industry have been particularly badly affected. In line with previous economic recessions, it is likely that people on lower wages are going to be hardest hit by the economic impacts of a COVID-19-induced recession, with longer-lasting impacts upon economic inequalities and the geographical concentrations of income deprivation.
- 5.10 Planning for the future development of housing at such a moment, presents a real challenge. The gradual easing of the COVID-19 social restrictions will see businesses and communities adapting to different rules and guidelines for all aspects of daily life, including workplace activities, retailing, travel, education, healthcare, and leisure activities. The housing industry will be a critical component of the economic bounce-back and a key driver of the future growth and distribution of population.
- 5.11 The Minister for Housing and Local Government has emphasised that the planning system remains at the heart of shaping Wales' future, ensuring that the principles of sustainable development are not sacrificed in the pursuit of economic recovery at any cost<sup>5</sup>. The forthcoming completion of the postponed new Future Wales: the national plan 2040 (National Development Framework) remains critical to framing regional development in Wales, post-pandemic, and Planning Policy Wales (PPW 10) provides the guiding principles and policies to help drive recovery<sup>6</sup>.
- 5.12 Currently, there is insufficient evidence to inform an assessment of the COVID-19 impact upon long term demographic trends. The latest scenario evidence provides a timely and robust suite of outcomes from which Monmouthshire County Council can consider its RLDP options, reviewed and scrutinised in the light of social, economic and demographic changes that will result from the post-COVID-19 recovery.

---

<sup>5</sup> Letter from Julie James, Minister for Housing and Local Government to Local Authority Leaders and Chief Executives, July 7, 2020.

<sup>6</sup> [Building Better Places - Placemaking and the COVID-19 recovery, July 2020](#)

## Appendix A Scenario Summary

Table 6: All Scenario Outcomes, 2018–2033

Scenario	Change 2018–2033				Average per year	
	Population Change	Population Change %	Households Change	Households Change %	Net Migration	Dwellings
Employment-led RSC (Higher) (CR_R)	15,142	16.1%	6,871	17.1%	1,382	480
PG Long Term Adj (2yr) (MR, CR_R)	12,236	13.0%	6,317	15.7%	1,188	441
PG Long Term Adj (2yr)	12,236	13.0%	5,556	13.8%	1,188	388
PG Long Term Adj (5yr) (MR, CR_R)	11,194	11.9%	5,915	14.7%	1,126	413
PG Long Term Adj (5yr)	11,194	11.9%	5,164	12.9%	1,126	361
Dwelling-led (5yr)	9,190	9.8%	4,481	11.2%	1,018	322
Dwelling-led (5yr) (CR_R)	9,190	9.8%	4,481	11.2%	1,018	322
Dwelling-led (10yr)	8,404	8.9%	4,170	10.4%	969	300
Dwelling-led (10yr) (CR_R)	8,404	8.9%	4,170	10.4%	969	300
Dwelling-led (15yr)	7,901	8.4%	3,972	9.9%	937	286
Dwelling-led (15yr) (CR_R)	7,901	8.4%	3,972	9.9%	937	286
Dwelling-led (5yr) (MR)	7,445	7.9%	4,539	11.3%	908	322
Employment-led RSC (Lower) (CR_R)	6,872	7.3%	3,585	8.9%	866	250
Dwelling-led (10yr) (MR)	6,688	7.1%	4,229	10.5%	860	300
WG-2018 (High) (MR, CR_R)	6,309	6.7%	4,123	10.3%	774	288
WG-2018 (High)	6,309	6.7%	3,381	8.4%	774	236
Dwelling-led (15yr) (MR)	6,203	6.6%	4,030	10.0%	829	286
PG Long Term (MR, CR_R)	5,935	6.3%	3,921	9.8%	811	274
PG Long Term	5,935	6.3%	3,199	8.0%	811	223
WG-2018 (Principal) (MR, CR_R)	4,584	4.9%	3,462	8.6%	726	242
WG-2018 (Principal)	4,584	4.9%	2,732	6.8%	726	191
Employment-led UK Growth Rate (CR_R)	3,871	4.1%	2,388	6.0%	678	167
WG-2018 (Low) (MR, CR_R)	2,306	2.4%	2,660	6.6%	677	186
WG-2018 (Low)	2,306	2.4%	1,941	4.8%	677	136
Employment-led Baseline (CR_R)	1,653	1.8%	1,508	3.8%	538	105
Net Nil (MR, CR_R)	-6,182	-6.6%	-996	-2.5%	51	-70
Net Nil	-6,182	-6.6%	-1,555	-3.9%	51	-109

## Appendix B Age Profiles

B.1 The age profiles for all demographic scenarios are presented (Figure 21), indicating the estimated population change by age-group over the plan period 2018–2033.



Figure 21: Age Profile for all Demographic Scenarios: Population Change, 2018–2033

## Appendix C Outside Brecon Beacon NP

### Scenario Outcomes

C.1 The population growth outcomes under each of the Council's chosen scenarios, *excluding* the part that falls within Brecon Beacon National Park, are presented in Figure 22 and Table 7.

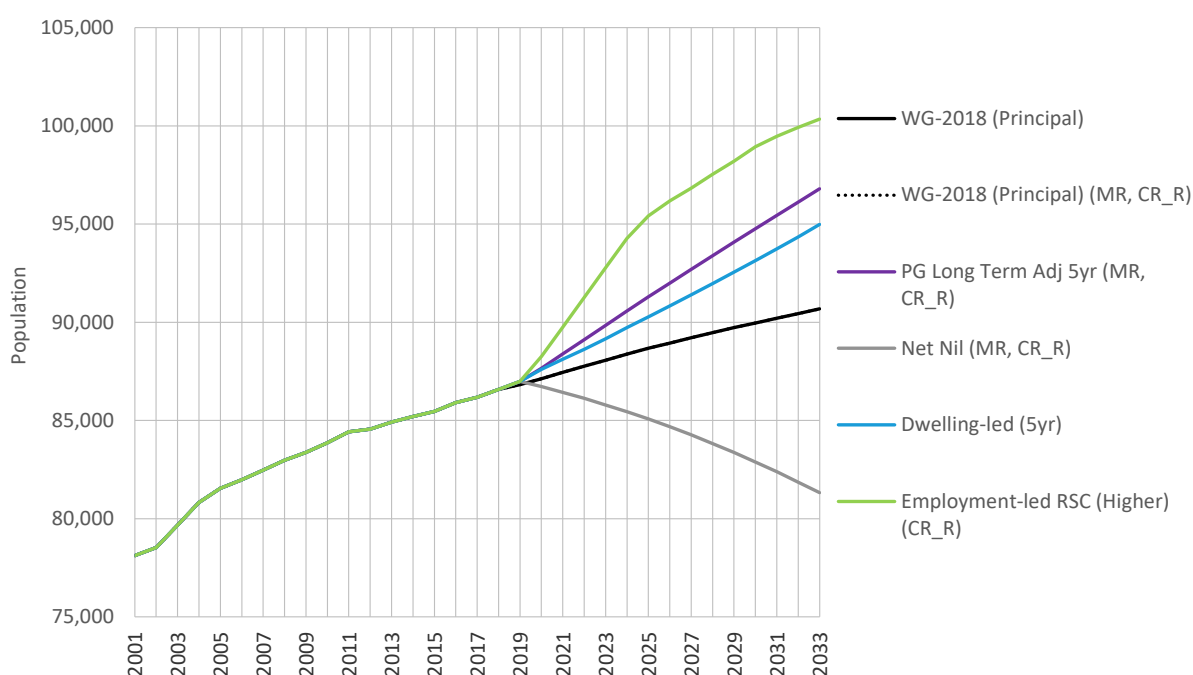


Figure 22: Monmouthshire (excluding the Brecon Beacon National Park) Scenario Outcomes, 2001–2033

Table 7: Monmouthshire (excluding Brecon Beacon NP) Scenario Outcomes, 2018–2033

Scenario	Change 2018–2033				Average per year	
	Population Change	Population Change %	Households Change	Households Change %	Net Migration	Dwellings
Employment-led RSC (Higher) (CR_R)	13,760	15.9%	6,274	17.1%	1,179	437
PG Long Term Adj 5yr (MR, CR_R)	10,213	11.8%	5,454	14.8%	961	380
Dwelling-led (5yr)	8,393	9.7%	4,131	11.2%	860	297
WG-2018 (Principal) (MR, CR_R)	4,106	4.7%	3,180	8.6%	589	222
<b>WG-2018 (Principal)</b>	<b>4,106</b>	<b>4.7%</b>	<b>2,503</b>	<b>6.8%</b>	<b>589</b>	<b>174</b>
Net Nil (MR, CR_R)	-5,255	-6.1%	-679	-1.8%	17	-47

## Appendix D POPGROUP Methodology

- D.1 Demographic forecasts have been developed using the POPGROUP suite of products. POPGROUP is a family of demographic models that enables forecasts to be derived for population, households and the labour force, for areas and social groups. The main POPGROUP model (Figure 23) is a cohort component model, which enables the development of population forecasts based on births, deaths and migration inputs and assumptions.
- D.2 The Derived Forecast (DF) model sits alongside the population model (Figure 24) providing an associated model for both household and labour-force projections and the basis for the dwelling-led and employment-led scenario options.
- D.3 For further information on POPGROUP, please refer to the Edge Analytics website: [www.edgeanalytics.co.uk](http://www.edgeanalytics.co.uk).

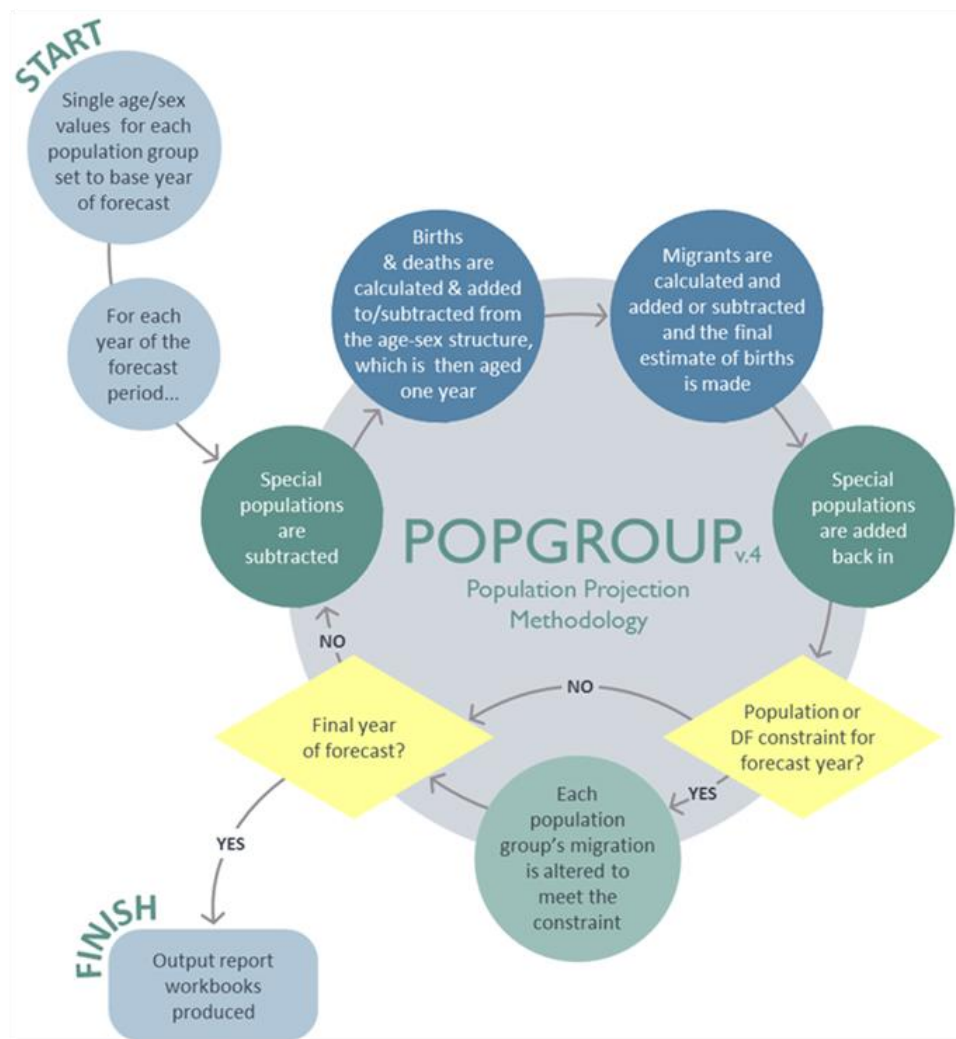


Figure 23: POPGROUP Population Projection Methodology

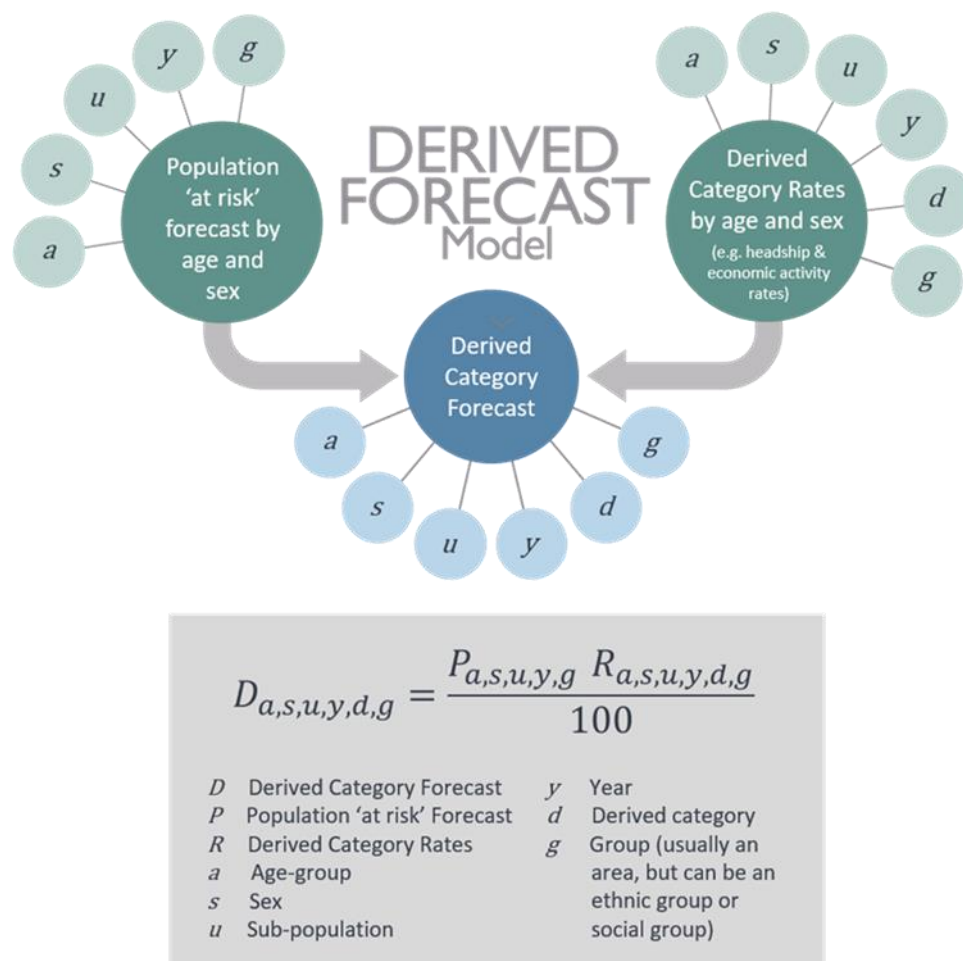


Figure 24: Derived Forecast (DF) methodology



## Appendix E Data Inputs & Assumptions

### Population

- E.1 In each scenario, historical population statistics are provided by ONS mid-year population estimates (MYE), with all data disaggregated by single year of age and sex. The **WG** scenarios use MYE populations up to the 2018 base year. Each of the **PG**, **Dwelling-led** and **Employment-led** scenarios uses an ONS 2019 MYE as its base year.

### Births & Fertility

- E.2 In each scenario, historical mid-year to mid-year counts of births by sex have been sourced from the ONS MYEs. Under the **WG** scenarios, historical births counts have been used up to 2018.
- E.3 For the **PG**, **Dwelling-led** and **Employment-led** scenarios, birth counts are used from 2001/02 to 2018/19. From 2019/20, an area-specific and age-specific fertility rate (ASFR) schedule is derived from the WG 2018-based National Population Projections (NPP).
- E.4 In combination with the 'population-at-risk' (i.e. all women between the ages of 15-49), these ASFR assumptions provide the basis for the calculation of births in each year of the forecast period.
- E.5 In each of the **WG** scenarios, the future *counts* of births are specified from 2018 onwards to ensure consistency with the respective population growth outcomes.

### Deaths & Mortality

- E.6 In each scenario, historical mid-year to mid-year counts of deaths by sex and 5-year age group have been sourced from the ONS MYEs. Under the **WG** scenarios, historical deaths counts have been used up to 2018.
- E.7 For the **PG**, **Dwelling-led** and **Employment-led** scenarios, death totals are used from 2001/02 to 2018/19. From 2019/20, an area-specific and age-specific mortality rate (ASMR) schedule is derived from the latest WG 2018-based NPP.
- E.8 In each of the **WG** scenarios, the future counts of deaths are specified from 2018 onwards to ensure consistency with the respective population growth outcomes.

### Internal Migration

- E.9 In each scenario, historical mid-year to mid-year estimates of internal in- and out-migration by five-year age group and sex have been sourced from the 'components of change' data that underpin the ONS MYE statistics.
- E.10 In the **WG** scenarios, these historical estimates are used up to 2018, with future counts of migrants specified to remain consistent with the corresponding projection.

- E.11 Under the **PG Long Term** and **PG Long Term Adj** scenarios, an area and age-specific migration rate (ASMigR) schedule is derived from the full 18 year history of internal migration data (2001/02–2018/19), which then determines the future number of internal in- and out-migrants for the remainder of the plan period.
- E.12 Included in the **PG Long Term Adj** scenarios is an uplift to the internal *in-migration* schedule of rates, based on the last 2-years (**PG Long Term Adj (2yr)**) or the last 5-years (**PG Long Term Adj (5yr)**) of migration flows from Bristol and South Gloucestershire to Monmouthshire. The following steps summarise the method:
- **Step 1:** Calculate the historical 2-year (2017/18–2018/19) or historical 5-year (2014/15–2018/19) average migration flow from the combined Bristol & South Gloucestershire area to Monmouthshire.
  - **Step 2:** Calculate the schedule of migration rates by single-year of age and sex based on a long-term migration history (2001/02–2018/19) but including the ‘uplift’ estimated in Step 1. This results in a higher migration schedule for Monmouthshire.
  - **Step 3:** Apply the ‘adjusted’ schedule of migration rates to the respective **PG Long Term Adj** scenario to calculate future internal in-migration flows to Monmouthshire. Out-migration counts are consistent with the **PG Long Term** scenario.
- E.13 Under the **Dwelling-led** and **Employment-led** scenarios, future internal migration assumptions have been derived from the full eighteen-year historical period (**PG Long Term**), with migration altered to meet annual dwelling or employment growth requirements.

## International Migration

- E.14 Historical mid-year to mid-year counts of immigration and emigration by five-year age groups and sex have been sourced from the ‘components of population change’ data that underpin the ONS MYEs.
- E.15 In the **WG** scenarios, these counts are used up to 2018, with future counts of migrants specified directly from the projection statistics.
- E.16 In the **PG Long Term** and **PG Long Term Adj** scenarios, historical counts of immigration are used from 2001/02 to 2018/19. From 2019/20 onwards, an ASMigR schedule of rates is derived from an 18-year international migration history respectively, and used to distribute future counts by single year of age and sex.
- E.17 For the **Dwelling-led** and **Employment-led** scenarios, future international migration assumptions are derived from the full eighteen-year historical period (**PG Long Term**).

## Households & Dwellings

- E.18 A household is defined as, “one person living alone, or a group of people (not necessarily related) living at the same address who share cooking facilities and share a living room or sitting room or dining area”. A dwelling is defined as a unit of accommodation which can either be occupied by one household or vacant.

- E.19 Apart from the **Dwelling-led** scenarios, the household and dwelling implications of each population growth trajectory have been estimated through the application of household membership rates, communal population statistics and a dwelling vacancy rate. These assumptions have been sourced from the 2011 Census and the WG's 2018-based household projection model.
- E.20 In the **Dwelling-led** scenarios, these assumptions are used to determine the level of population growth required by the defined dwelling growth trajectory.

## Membership Rates

- E.21 The membership rates are used to calculate the proportion of the household population in each household category by age group and sex (Table 8), taken from the WG household model. The household population is converted into households using average household size assumptions, taken from the household model.

Table 8: WG Household Categories (Source: WG)

Household Category
1 person
2 person (No children)
2 person (1 adult, 1 child)
3 person (No children)
3 person (2 adults, 1 child)
3 person (1 adult, 2 children)
4 person (No children)
4 person (2+ adults, 1+ children)
4 person (1 adult, 3 children)
5+ person (No children)
5+ person (2+ adults, 1+ children)
5+ person (1 adult, 4+ children)

- E.22 For each trend and **Dwelling-led** scenario, a membership rate sensitivity has been applied. Under the membership rate sensitivity (**MR**), an adjustment is applied to the household membership rates of the young adult age-groups (19–24, 25–29, 30–34). For these age-groups, the household membership rates 'return' to their 2001 values between 2018–2033.

## Communal Population Statistics

- E.23 Household projections in POPGROUP exclude the population 'not-in-households' (i.e. the communal/institutional population). These data are drawn from the WG household projection. Examples of communal establishments include prisons, residential care homes and student halls of residence.
- E.24 For ages 0-74, the number of people in each age group 'not-in-households' is fixed throughout the forecast period. For ages 75-85+, the population not-in-households varies across the forecast period depending on the size of the population.

## Vacancy Rate

- E.25 The relationship between households and dwellings is modelled using a ‘vacancy rate’, derived from the 2011 Census using statistics on households (occupied household spaces) and dwellings (shared and unshared). A vacancy rate of 4.5% for Monmouthshire has been applied and fixed throughout the forecast period. Using the vacancy rate, the ‘dwelling requirement’ of each household growth trajectory has been evaluated.

## Labour Force & Jobs

- E.26 The labour force and jobs implications of each population growth trajectory have been estimated through the application of three key economic assumptions: economic activity rates, commuting ratio and an unemployment rate.

## Economic Activity Rates

- E.27 Economic activity rates are the proportion of the population that are actively involved in the labour force, either employed or unemployed and looking for work. Economic activity rates by five-year age group (ages 16-89) and sex for Monmouthshire have been derived from Census statistics, with adjustments made in line with the Office for Budget Responsibility’s (OBR) analysis of labour market trends in its 2018 Fiscal Sustainability Report<sup>7</sup> (Figure 25).

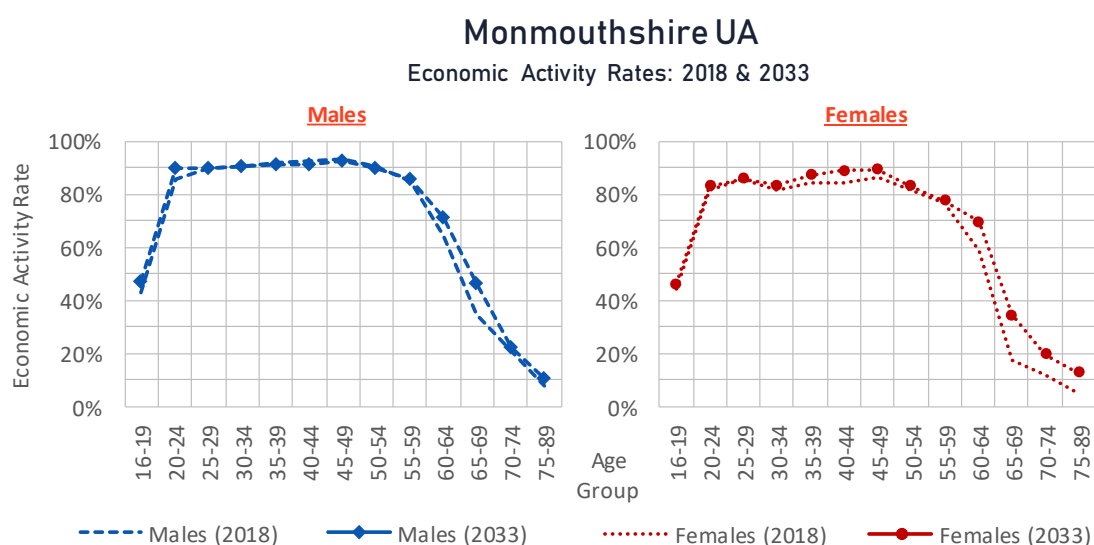


Figure 25: Economic Activity Rates for Monmouthshire, 2018-2033

## Commuting Ratio

- E.28 The commuting ratio indicates the balance between the level of employment and the number of resident workers. A commuting ratio greater than 1.00 indicates that the size of the resident workforce exceeds the level of employment available in the area, resulting in a net out-commute. A commuting ratio less than 1.00 indicates that employment in the area exceeds the size of the labour

<sup>7</sup> OBR, Fiscal sustainability report – July 2018

force, resulting in a net in-commute. The 2011 Census recorded 43,210 resident workers and 38,458 jobs in Monmouthshire. This results in a commuting ratio of 1.12, which is applied in the trend and **Dwelling-led** scenarios, fixed throughout the forecast period.

- E.29 A commuting ratio sensitivity has also been applied to the trend, **Dwelling-led** and **Employment-led** scenarios (**CR\_R**). Under each scenario, the commuting ratio reduces from its 2011 Census value (1.12) to 1.10 by the end of the plan period.

## Unemployment

- E.30 The unemployment rate is the proportion of unemployed people within the total economically active population. Historical unemployment rates are sourced from ONS model-based estimates. For Monmouthshire the 2019 rate of 2.9% has been applied in the trend, **Dwelling-led** and **Employment-led** scenarios, fixed throughout the forecast period.

## Employment-led Scenarios

- 5.13 The **Employment-led** scenarios model the demographic impact of a pre-determined level of annual employment growth, measured as work-place based employment. Workplace-based employment is a 'people-based' measure, rather than a jobs measure of economic activity. The two measures are directly related, but the jobs-based measure is typically reported in employment forecasts, including both full-time and part-time positions. The workplace-based employment figure measures the number of people employed, linking directly to people-based measures of unemployment, commuting and economic activity.
- E.31 The **Employment-led** scenarios (**Employment-led Baseline**, **Employment-led UK Growth Rate**, **Employment-led RSC (Higher)**, and **Employment-led RSC (Lower)**) model the demographic impact of the annual workplace based employment growth outlined in the respective employment forecasts. Under each of the **Employment-led** scenarios, historical mid-year population estimates are used up to 2018/19 with the annual change in employment applied from 2019/20 onward, as illustrated in Figure 26.

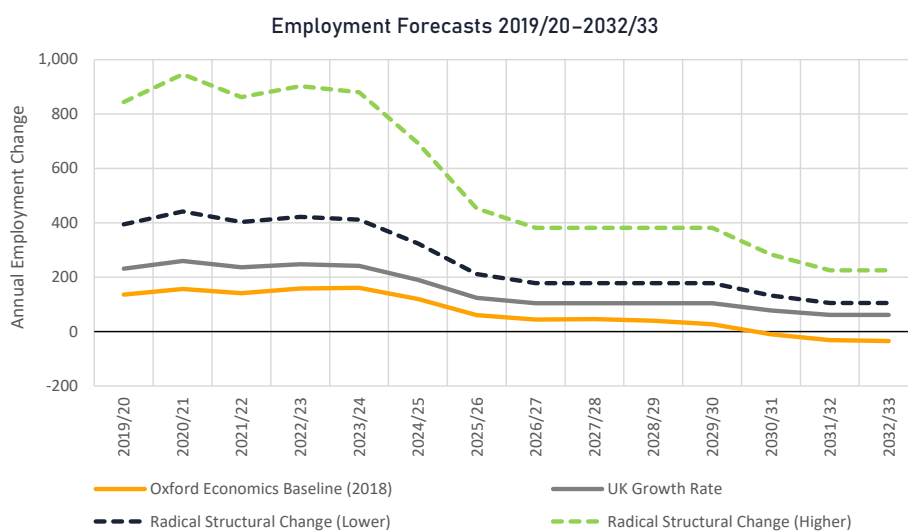
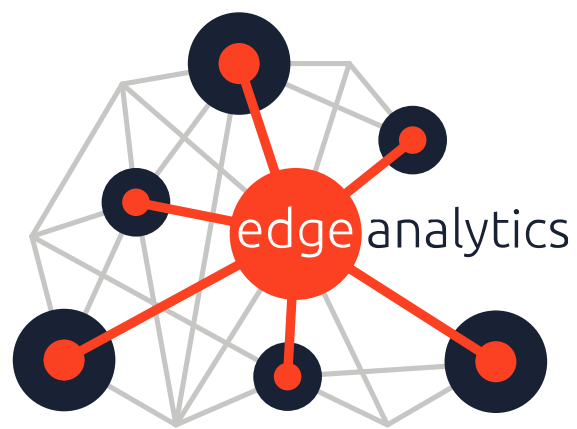


Figure 26: Annual Change in Employment, 2019/20–2032/33

- E.32 In running the **Employment-led** scenarios, economic activity rates and unemployment assumptions are consistent with the trend and **Dwelling-led** scenarios. A commuting ratio adjustment has been applied to all **Employment-led** scenarios, reducing from its 2011 Census value (1.12) to the 2001 Census value (1.10) over the plan period.



Edge Analytics Ltd

Nexus | Discovery Way | University of Leeds | Leeds | LS2 3AA

[www.edgeanalytics.co.uk](http://www.edgeanalytics.co.uk)

# Monmouthshire

## Affordable Housing Evidence

November 2020





## Acknowledgements

Demographic statistics used in this report have been derived from data from the Office for National Statistics licensed under the Open Government Licence v.3.0.

*The authors of this report do not accept liability for any costs or consequential loss involved following the use of the data and analysis referred to here; this is entirely the responsibility of the users of the information presented in this report.*

# Contents

Acknowledgements.....	i
Contents.....	ii
1 Context.....	1
Context.....	1
Approach.....	1
2 Scenario Definition .....	2
3 Demographic Outcomes .....	4
Population, Households and Migration .....	4
Linking Population and Employment.....	6
4 Household Growth.....	7
5 Summary.....	8

# 1 Context

## Context

- 1.1 This Addendum Report extends Monmouthshire's demographic evidence and should be read in conjunction with the main RLDP Demographic Evidence report, produced for Monmouthshire County Council in November 2020.
- 1.2 The Council are seeking additional evidence on the impact of policy-driven affordable housing provision, based upon the projected dwelling requirements of the Council's chosen scenario options.
- 1.3 The Council's chosen scenario options, presented in the previous analysis, are as follows:
  - Net Nil (MR, CR\_R)
  - WG-2018 (Principal)
  - WG-2018 (Principal) (MR, CR\_R)
  - Dwelling-led (5yr)
  - PG Long Term Adj 5yr (MR, CR\_R)
  - Employment-led RSC (Higher) (CR\_R)

## Approach

- 1.4 POPGROUP technology has been used to configure a range of additional **dwelling-led** scenarios for Monmouthshire, considering a range of policy-led affordable housing options.
- 1.5 Section 2 of this Addendum outlines the assumptions used in the configuration of the policy-led affordable housing scenarios.
- 1.6 Section 3 illustrates the demographic and employment outcomes of the policy-led affordable housing scenario, accounting for 'market' housing only.
- 1.7 Section 4 presents the household growth outcomes of the policy-led affordable housing scenarios that incorporate both the 'market' and 'affordable' housing elements.
- 1.8 A summary of the evidence is provided in Section 5.

## 2 Scenario Definition

- 2.1 Twelve additional **dwelling-led** scenarios have been configured. The scenarios use the Council's chosen scenario options as a starting point, applying a dwelling growth uplift to account for policy-led affordable housing provision (Table 1).
- 2.2 Under each policy-led affordable housing scenario, the base year is consistent with the Council's respective chosen scenario, presented in the previous analysis.
- 2.3 All household and labour force assumptions are also consistent with the previous analysis, including sensitivities applied to household membership rates and the commuting ratio. These assumptions are detailed in the previous RLDP Demographic Evidence report.

Table 1: Scenario Definition

1. Dwelling-led -43 dpa (Net Nil (MR, CR_R))	Models the demographic and employment impact of an average dwelling growth of -43 dpa. Average dwelling growth is based on a total uplift of +396 dwellings to the projected dwelling growth under the <b>Net Nil (MR, CR_R)</b> scenario, reflecting 396 additional 'market' homes over the plan period, from policy-led affordable housing provision.
2. Dwelling-led -17 dpa (Net Nil (MR, CR_R))	Models the demographic and employment impact of an average dwelling growth of -17 dpa. Average dwelling growth is based on a total uplift of +792 dwellings to the projected dwelling growth under the <b>Net Nil (MR, CR_R)</b> scenario, reflecting 396 additional 'market' homes and 396 additional 'affordable' homes over the plan period.
3. Dwelling-led 226 dpa (WG-2018 (Principal))	Models the demographic and employment impact of an average dwelling growth of 226 dpa. Average dwelling growth is based on a total uplift of +533 dwellings to the projected dwelling growth under the <b>WG-2018 (Principal)</b> scenario, reflecting 533 additional 'market' homes over the plan period.
4. Dwelling-led 262 dpa (WG-2018 (Principal))	Models the demographic and employment impact of an average dwelling growth of 262 dpa. Average dwelling growth is based on a total uplift of +1,066 dwellings to the projected dwelling growth under the <b>WG-2018 (Principal)</b> scenario, reflecting 533 additional 'market' homes and 533 additional 'affordable' homes over the plan period.

5. Dwelling-led 280 dpa (WG-2018 (Principal) (MR, CR_R))	Models the demographic and employment impact of an average dwelling growth of 280 dpa. Average dwelling growth is based on a total uplift of +570 dwellings to the projected dwelling growth under the <b>WG-2018 (Principal) (MR, CR_R)</b> scenario, reflecting 570 additional 'market' homes over the plan period.
6. Dwelling-led 318 dpa (WG-2018 (Principal) (MR, CR_R))	Models the demographic and employment impact of an average dwelling growth of 318 dpa. Average dwelling growth is based on a total uplift of +1,140 dwellings to the projected dwelling growth under the <b>WG-2018 (Principal) (MR, CR_R)</b> scenario, reflecting 570 additional 'market' homes and 570 additional 'affordable' homes over the plan period.
7. Dwelling-led 362 dpa (Dwelling-led 5yr)	Models the demographic and employment impact of an average dwelling growth of 362 dpa. Average dwelling growth is based on a total uplift of +601 dwellings to the projected dwelling growth under the <b>Dwelling-led (5yr)</b> scenario, reflecting 601 additional 'market' homes over the plan period.
8. Dwelling-led 402 dpa (Dwelling-led 5yr)	Models the demographic and employment impact of an average dwelling growth of 402 dpa. Average dwelling growth is based on a total uplift of +1,202 dwellings to the projected dwelling growth under the <b>Dwelling-led (5yr)</b> scenario, reflecting 601 additional 'market' homes and 601 additional 'affordable' homes over the plan period.
9. Dwelling-led 460 dpa (PG Long Term Adj (5yr) (MR, CR_R))	Models the demographic and employment impact of an average dwelling growth of 460 dpa. Average dwelling growth is based on a total uplift of +702 dwellings to the projected dwelling growth under the <b>PG Long Term Adj 5yr (MR, CR_R)</b> scenario, reflecting 702 additional 'market' homes over the plan period.
10. Dwelling-led 507 dpa (PG Long Term Adj (5yr) (MR, CR_R))	Models the demographic and employment impact of an average dwelling growth of 507 dpa. Average dwelling growth is based on a total uplift of +1,404 dwellings to the projected dwelling growth under the <b>PG Long Term Adj 5yr (MR, CR_R)</b> scenario, reflecting 702 additional 'market' homes and 702 additional 'affordable' homes over the plan period.
11. Dwelling-led 542 dpa (Employment-led RSC (Higher) (CR_R))	Models the demographic and employment impact of an average dwelling growth of 542 dpa. Average dwelling growth is based on a total uplift of +933 dwellings to the projected dwelling growth under the <b>Employment-led RSC (Higher) (CR_R)</b> scenario, reflecting 933 additional 'market' homes over the plan period.
12. Dwelling-led 604 dpa (Employment-led RSC (Higher) (CR_R))	Models the population impact of an average dwelling growth of 604 dpa. Average dwelling growth is based on a total uplift of +1,866 dwellings to the projected dwelling growth under the <b>Employment-led RSC (Higher) (CR_R)</b> scenario, reflecting 933 additional 'market' homes and 933 additional 'affordable' homes over the plan period.

# 3 Demographic Outcomes

## Population, Households and Migration

- 3.1 In this section, the demographic and employment growth outcomes are presented for the policy-led affordable housing scenarios that account for ‘market’ housing provision only.
- 3.2 The 2001–2033 population growth trajectories for the scenarios are presented in Figure 1. In Table 2, each of the scenarios is summarised in terms of population and household growth outcomes for the 2018–2033 RLDP period, alongside the average annual net migration outcomes.
- 3.3 Over the plan period, the additional policy-led affordable housing provision results in greater average annual net migration and population growth than the Council’s chosen scenarios, with population growth ranging from -5.4% to 18.5% under the **Dwelling-led -43 dpa (Net Nil (MR, CR\_R))** and **Dwelling-led 542 dpa (Employment-led RSC (Higher) (CR\_R))** scenarios, respectively.
- 3.4 The **Dwelling-led 542 dpa (Employment-led RSC (Higher) (CR\_R))** projects the highest population growth of all the policy-led affordable housing scenarios at 18.5%.
- 3.5 The **Dwelling-led 460 dpa (PG Long Term Adj (5yr) (MR, CR\_R))** scenario, incorporating adjusted household membership rates, estimates population growth of 13.2%.
- 3.6 Based on the **Dwelling-led 5yr** scenario, the **Dwelling-led 362 dpa (Dwelling-led 5yr)** scenario estimates population growth of 11.3% over the plan period, with average annual net migration of +1,110 people.
- 3.7 The **Dwelling-led 226 dpa (WG-2018 (Principal))** scenario estimates population growth of 6.4%. Accounting for higher rates of household formation in the young adult age-groups, the **Dwelling-led 280 dpa (WG-2018 (Principal) (MR, CR\_R))** projects population growth of 6.5%.
- 3.8 Based on the **Net Nil (MR, CR\_R)** scenario, the **Dwelling-led -43 dpa (Net Nil (MR, CR\_R))** scenario projects population *decline* over the plan period, with decline of 5.4% estimated.

## Monmouthshire Growth Outcomes 2018–2033

### Policy-led Affordable Housing Scenarios

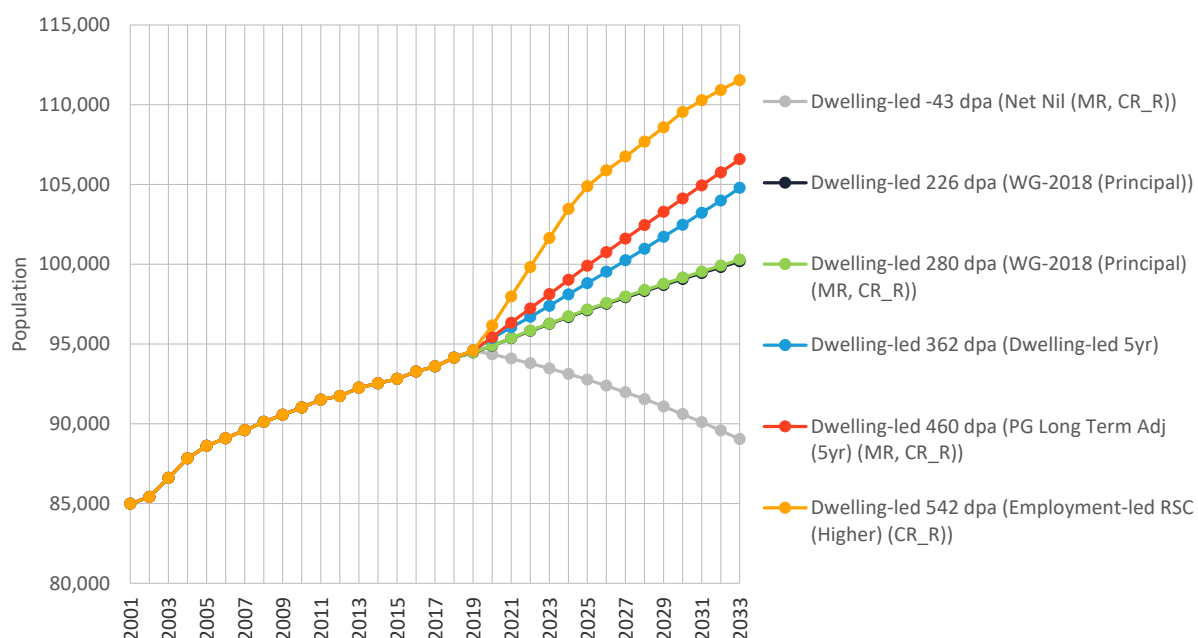


Figure 1: Monmouthshire Population Growth Scenarios, 2001–2033

Table 2: Population, Household, Migration, and Dwelling growth under each scenario, 2018–2033

Scenario	Change 2018–2033				Average per year	
	Population Change	Population Change %	Households Change	Households Change %	Net Migration	Dwellings
Dwelling-led 542 dpa (Employment-led RSC (Higher) (CR_R))	17,403	18.5%	7,762	19.3%	1,524	542
Dwelling-led 460 dpa (PG Long Term Adj (5yr) (MR, CR_R))	12,443	13.2%	6,585	16.4%	1,223	460
Dwelling-led 362 dpa (Dwelling-led 5yr)	10,641	11.3%	5,054	12.6%	1,110	362
Dwelling-led 280 dpa (WG-2018 (Principal) (MR, CR_R))	6,147	6.5%	4,007	10.0%	825	280
Dwelling-led 226 dpa (WG-2018 (Principal))	6,047	6.4%	3,240	8.1%	818	226
Dwelling-led -43 dpa (Net Nil (MR, CR_R))	-5,110	-5.4%	-618	-1.5%	108	-43

## Linking Population and Employment

- 3.9 The estimated impact of each policy-led affordable housing scenario upon employment growth in Monmouthshire, is presented for the plan period 2018–2033.
- 3.10 Estimates of average annual employment growth have been calculated using a combination of economic activity rates, an unemployment rate and a commuting ratio for the UA. In each scenario, the labour force assumptions are consistent with those applied in the Council’s respective chosen scenario.
- 3.11 Over the 2018–2033 plan period, the policy-led affordable housing scenarios result in a range of employment growth outcomes that varies from a decline of -120 per year under the **Dwelling-led -43 dpa (Net Nil (MR, CR\_R))** scenario to average annual employment growth of +642 under the **Dwelling-led 542 dpa (Employment-led RSC (Higher) (CR\_R))** scenario (Figure 2).

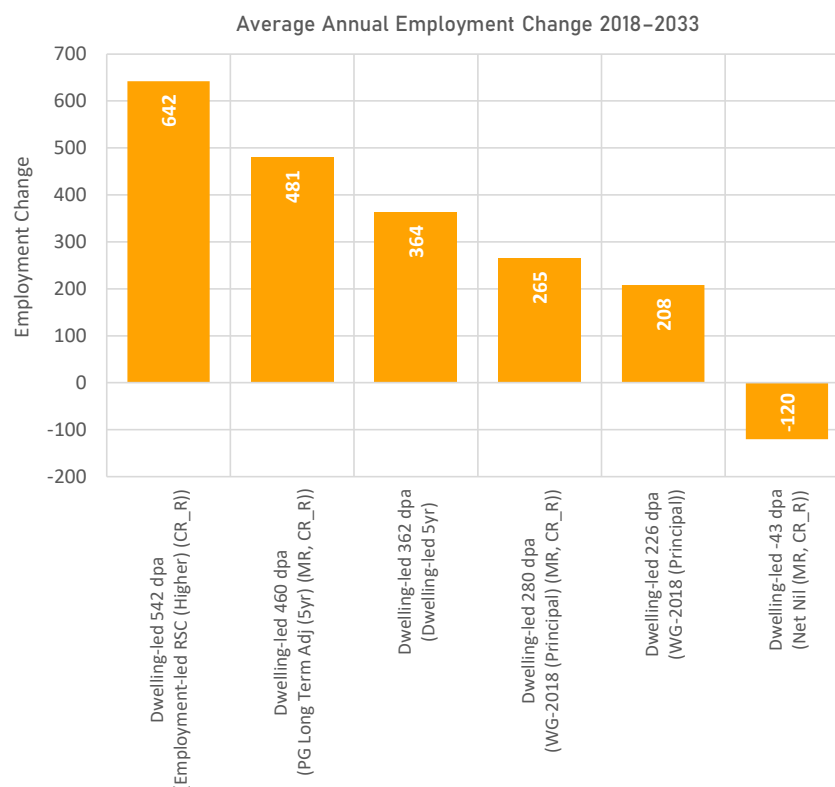


Figure 2: Average Annual Employment Change, 2018–2033



## 4 Household Growth

- 4.1 Section 4 outlines the household growth, by household type, under the policy-led affordable housing scenarios that include both the ‘market’ and ‘affordable’ housing elements.
- 4.2 Under each scenario, the change in households (by type) over the 2018–2033 plan period is presented in Table 3. Household growth is estimated under all policy-led affordable housing scenarios, with the exception of the **Dwelling-led -17 dpa (Net Nil (MR, CR\_R))**. Under all scenarios, one and two-person (no children) households have been projected to increase the most in absolute terms.

Table 3: Household Change by Household Type, 2018–2033

Household Type	Household Change 2018–2033					
	Dwelling-led -17 dpa (Net Nil (MR, CR_R))	Dwelling-led 262 dpa (WG-2018 (Principal))	Dwelling-led 318 dpa (WG-2018 (Principal) (MR, CR_R))	Dwelling-led 402 dpa (Dwelling-led 5yr)	Dwelling-led 507 dpa (PG Long Term Adj (5yr) (MR, CR_R))	Dwelling-led 604 dpa (Employment-led RSC (Higher) (CR_R))
1 person	1,074	1,680	2,372	2,145	3,104	2,914
2 person (No children)	248	1,372	1,718	1,928	2,537	2,845
2 person (1 adult, 1 child)	-72	24	73	80	156	169
3 person (No children)	-367	91	-30	241	159	454
3 person (2 adults, 1 child)	-244	136	174	306	414	578
3 person (1 adult, 2 children)	-24	90	70	131	124	198
4 person (No children)	-89	132	33	192	101	272
4 person (2+ adults, 1+ children)	-366	65	209	289	537	661
4 person (1 adult, 3 children)	-10	42	24	57	44	84
5+ person (No children)	-67	108	-41	133	-27	164
5+ person (2+ adults, 1+ children)	-322	-17	-64	94	84	271
5+ person (1 adult, 4+ children)	-1	25	13	32	21	44
<b>Total</b>	<b>-240</b>	<b>3,749</b>	<b>4,551</b>	<b>5,628</b>	<b>7,255</b>	<b>8,653</b>

# 5 Summary

- 5.1 POPGROUP technology has been used to configure a range of additional **dwelling-led** scenarios for Monmouthshire, which consider the impact of additional policy-driven affordable housing provision, based upon the projected dwelling requirements of the Council's chosen scenario options. For each scenario, population, household, migration, dwelling and employment growth is presented over a 2018–2033 plan period.
- 5.2 Under each of the scenarios, household and labour force assumptions are consistent with the Council's respective chosen scenario.
- 5.3 Over the 2018–2033 plan period, the uplift in policy-led housing provision, incorporated in the scenarios, results in higher population growth outcomes than the Council's chosen scenario options. Accounting for both 'market' and 'affordable' policy-led housing provision, population change of 18.5% to -5.4% is estimated, with corresponding household growth of 21.6% to -1.5% (Figure 3).

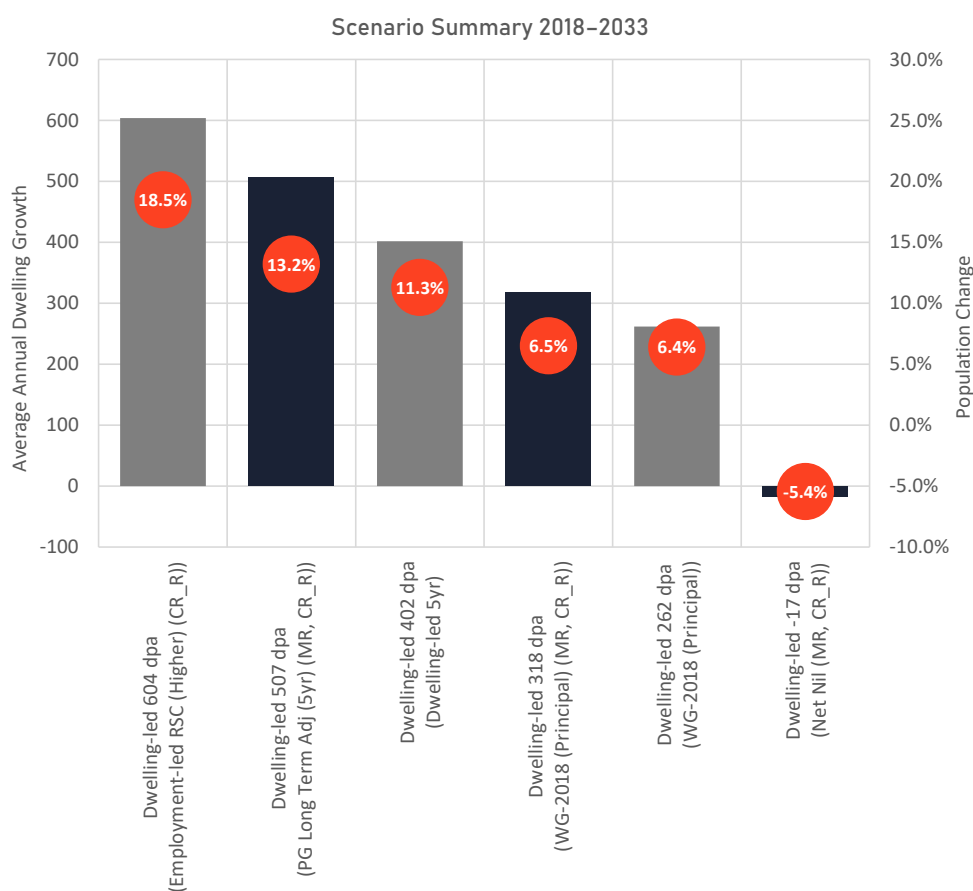
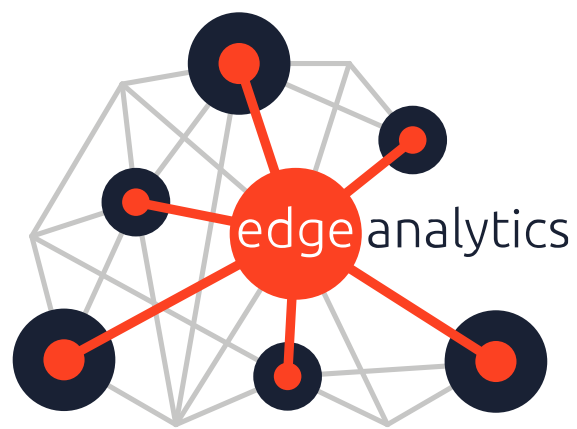


Figure 3: Scenario Summary, 2018–2033



Edge Analytics Ltd

Nexus | Discovery Way | University of Leeds | Leeds | LS2 3AA

[www.edgeanalytics.co.uk](http://www.edgeanalytics.co.uk)

## APPENDIX 3 – Replacement LDP Objectives

A Review of the Issues, Vision and Objectives was undertaken in June 2020 and incorporated into the RLDP Review of IVO and Evidence Base (September 2020)<sup>1</sup> which concluded the Plan's Issues, Vision and Objectives remain relevant in light of Covid-19 and that it is appropriate to continue with the preparation of the RLDP on the basis of these values. However, some objectives were concluded to have increased emphasis and importance in light of Covid-19, consistent with the priorities identified in the Welsh Government Building Better Places document published in July 2020. These objectives are denoted with an \* in the table below for clarity. Please refer to the RLDP Review of IVO and Evidence Base for further details of how the current pandemic has impacted on the RLDP objectives.

LDP Objective Number	Headline	LDP Objective
<b>*Denotes those RLDP objectives that are considered to have increased emphasis and importance in light of Covid-19</b>		
<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.
<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.
<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.
<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

<sup>1</sup> <https://www.monmouthshire.gov.uk/planning-policy/development-of-an-evidence-base/>

LDP Objective Number	Headline	LDP Objective
		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.
<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.
<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 opportunities for brownfield development.</li> </ul>
<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.
<b>A Healthier Wales (Well-being Goal 3)</b>		
<b>Objective 8</b>	Health and Well-being*	To improve access for all ages to recreation, sport, leisure activities, open space and the countryside and to enable healthier lifestyles.
<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.
<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.
<b>Objective 11</b>	Place-making	To promote good quality sustainable design and layouts that enhance the character and identity of Monmouthshire's settlements and countryside; create attractive, safe and accessible places to live, work and visit; and 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

LDP Objective Number	Headline	LDP Objective
		transport, active travel, healthcare, community and cultural facilities.
<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.
<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.
<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.
<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.
<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.

## APPENDIX 4 – Integrated Sustainability Appraisal (ISA) Objectives

ISA theme	ISA objective
<b>Economy and Employment</b>	To promote economic growth and maximise the economic contribution of the area to the Cardiff City Region, strengthening and diversifying the economy, promoting tourism, enhancing the vitality and viability of town centres and increasing prosperity for all.
	To increase levels of local employment and ensure distribution of opportunities, whilst improving educational attainment and increasing skill levels
<b>Population and Communities</b>	To provide a sufficient quantity of good quality market and affordable homes in sustainable locations to meet identified needs.
	To enhance design quality to create great places for people.
<b>Health and well-being</b>	To improve the health and well-being of the population including physical and mental health, social well-being and community safety.
<b>Equalities, diversity and social inclusion</b>	To reduce poverty and inequality; tackle social exclusion and promote community cohesion.
<b>Transport and Movement</b>	To improve access for all to the jobs, services and facilities they need whilst supporting a reduction in the use of private transport by promoting active travel and encouraging modal shift to sustainable transport, and improving access to high quality digital communications and utilities.
<b>Natural Resources (Air, Land, Minerals and Water)</b>	To identify and pursue any opportunities to reduce, or at least, minimise population exposure to air pollution.
	To make the best use of previously developed land and existing buildings to minimise pressure for greenfield development and protecting where possible higher grade agricultural land.
	To promote the circular economy by reducing waste generation and maximising reuse and recycling, ensuring the use of natural resources and the provision of an adequate supply of minerals.
	To conserve, protect and enhance the water environment, water quality and water resources.
<b>Biodiversity and Geodiversity</b>	To conserve, protect and enhance biodiversity and geodiversity interests within and surrounding Monmouthshire.
<b>Historic Environment</b>	To conserve and enhance the significance of the County's historic environment, cultural assets (including the use of the Welsh language) and heritage assets and their settings.
<b>Landscape</b>	To protect and enhance the quality and character of the landscape.

ISA theme	ISA objective
<b>Climate Change</b>	To mitigate and adapt to the effects of climate change through increasing energy efficiency and generation and use of low carbon and renewable energy sources.
<b>Flood Risk</b>	To reduce and manage the risk of flooding.



## APPENDIX 5 - Long list of Growth Scenarios

Scenario	Description	Initial Assessment	Take Forward
<b>Scenario 1 (version 1)</b>	WG 2018-based (Principal): this Replicates the WG 2018-based Principal population projection, using historical population evidence for 2001-2018.	This scenario is included within the options for further consideration in response to Welsh Government guidance which recommends that the latest local authority population and household projections should be used as a fundamental part of the evidence base for development plans. This includes the principal projection. However, LPAs retain the ability to alter some assumptions within the standardised modelling. This could be a result of localised factors which better reflect specific circumstances. Additional testing of the scenario has, therefore, been undertaken to establish the impact on demography, dwellings, household type and employment of an affordable-housing policy-led strategy which aims to meet 10% of the LHMA need arising from this option on housing sites which deliver 50% affordable housing. This scenario with the benefit of the additional testing has been selected as an option for consultation purposes.	Yes – Option 2 in main report
<b>Scenario 1 (version 2)</b>	WG 2018-based (Principal): this Replicates the WG 2018-based Principal population projection, using historical population evidence for 2001-2018.	As stated above LPAs retain the ability to alter some assumptions within the standardised modelling to reflect localised factors that the Plan wishes to address. Sensitivity testing has been applied to the output from this scenario to establish the impact on the projection of modelling adjustments to the household membership rates for three key younger age groups (19-24, 25-29, 30-34), whilst at the same time reducing out-commuting by retaining more of the resident workforce. Additional testing of the scenario has then been undertaken to establish the impact on demography, dwellings, household type and employment of an affordable-housing policy-led strategy which aims to meet 10% of the LHMA need arising from this option on housing sites which deliver 50% affordable housing. This scenario with the benefit of the sensitivity and	Yes – Option 3 in main report

Scenario	Description	Initial Assessment	Take Forward
		additional testing has been selected as an option for consultation purposes.	
<b>Scenario 2</b>	WG 2018-based (High): replicates the WG 2018-based 'High' population projection, using historical population evidence for 2001-2018.	Welsh Government guidance states that in terms of considering the level of housing provision for a plan, the most up-to- date suite of Welsh Government population and household projections are a fundamental part of the evidence base. This includes both the principal and variant projections. As these variant projections are based on alternative future scenarios of fertility, mortality and migration compared with the principal projection they are a useful indication of the impact on growth of changes to fertility and life expectancy. The 'high population' variant (based on high fertility, life expectancy and migration assumptions), provides an indication of uncertainty, but does not represent an upper limit of future demographic behaviour. Whilst this scenario based on a variant projection is included within the modelling it is not intended to take it forward for consultation.	No
<b>Scenario 3</b>	WG 2018-based (Low): replicates the WG 2018-based 'Low' population projection, using historical population evidence for 2001-2018.	Welsh Government guidance states that in terms of considering the level of housing provision for a plan, the most up-to- date suite of Welsh Government population and household projections are a fundamental part of the evidence base. This includes both the principal and variant projections. As these variant projections are based on alternative future scenarios of fertility, mortality and migration compared with the principal projection they are a useful indication of the impact on growth of changes to fertility and life expectancy. The 'low population' variant (based on low fertility, life expectancy and migration assumptions), provides an indication of uncertainty, but does not represent a lower limit of future demographic behaviour. Whilst this scenario based on a variant projection is included within the modelling it is not intended to take it forward for consultation.	No

Scenario	Description	Initial Assessment	Take Forward
<b>Scenario 4</b>	PG Long Term: Uses an ONS 2019 MYE base year, with area specific fertility and mortality assumptions derived from the WG 2018-based Principal projection. Migration assumptions are derived from an 18 year historical period (2001/02-2018/19).	Represents what would happen over the plan period if migration flows remain the same as over the past 18 years. This scenario uses the same assumptions as Scenarios 5 and 6 but without the benefit of the additional assumptions to model the impact going forward of the removal of the Severn Bridge toll. As this has been shown to have had an impact on migration it is felt that it is important to model this. This option has not been selected as an option for consultation purposes.	No
<b>Scenario 5</b>	PG Long Term Adjusted (5yr): Uses an ONS 2019 MYE base year, with area-specific fertility and mortality assumptions derived from the WG 2018-based Principal projection. 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 toll. All other migration flows are consistent with the PG Long Term scenario.	This scenario is based on the same base assumptions as scenario 4 but takes account of the increase in in-migration associated with the removal of the Severn Bridge Tolls. Migration levels are therefore based on an 18 year period for all groups with the exception of in-migration from Bristol and South Gloucestershire over the past 5 years. By extrapolating the recent migration levels for these two groups over the Plan period this gives an indication of likely trends going forward. As this scenario takes account of a longer period than that since the tolls were removed, it is more robust than Scenario 6 as it is expected that migration levels would not continue at the higher level seen over the past 2 years. Sensitivity testing has been applied to the output from this scenario to establish the impact on the projection of modelling adjustments to the household membership rates for three key younger age groups (19-24, 25-29, 30-34), whilst at the same time reducing out-commuting by retaining more of the resident workforce. Additional testing of the scenario has then been undertaken to establish the impact on demography, dwellings, household type and employment of an affordable-housing policy-led strategy which aims to meet 10% of the LHMA need arising from this option on housing sites which deliver 50% affordable housing. This	Yes – Option 5 in main report

Scenario	Description	Initial Assessment	Take Forward
		scenario with the benefit of the sensitivity and additional testing has been selected as an option for consultation purposes.	
<b>Scenario 6</b>	PG Long Term Adj (2yr) - Uses an ONS 2019 MYE base year, with area-specific fertility and mortality assumptions derived from the WG 2018-based Principal projection. Internal in-migration rates are adjusted to reflect higher in-migration (based on the last 2-years) from Bristol and South Gloucestershire, following the removal of the Severn Bridge toll. All other migration flows are consistent with the PG Long Term scenario.	This scenario is based on the same base assumptions as scenario 4 but takes account of the increase in in-migration associated with the removal of the Severn Bridge Tolls. Migration levels are therefore based on an 18 year period for all groups with the exception of in-migration from Bristol and South Gloucestershire over the past 2 years. By extrapolating the recent migration levels for these two groups over the Plan period this gives an indication of likely trends going forward. However, as this scenario is based on a short time frame it is felt that Scenario 5 is more robust for establishing trends going forward. This scenario has not been selected as an option for consultation purposes.	No
<b>Scenario 7</b>	Net Nil – Uses an ONS 2019 MYE, with area-specific fertility and mortality assumptions derived from the WG 2018-based Principal projection. Internal and international migration flows are balanced between in- and out-flows, resulting in zero net migration.	<p>This scenario provides a baseline of what would happen if there was to be no net migration into Monmouthshire, with all growth reliant on natural change i.e. the balance between births and deaths. Sensitivity testing has been applied to the output from this scenario to establish the impact on the projection of modelling adjustments to the household membership rates for three key younger age groups (19-24, 25-29, 30-34), whilst at the same time reducing out-commuting by retaining more of the resident workforce.</p> <p>Additional testing of the scenario has been undertaken to establish the impact on demography, dwellings, household type and employment of an affordable-housing policy-led strategy which aims to meet 10% of the LHMA need arising from this option on housing sites which deliver 50% affordable housing. The addition of the affordable housing element</p>	Yes – Option 1 in main report

Scenario	Description	Initial Assessment	Take Forward
		results in a low level of net migration. This scenario with the benefit of the sensitivity and additional testing is to be taken forward for consultation.	
<b>Scenario 8</b>	Dwelling-led (5yr Average): Annual dwelling growth is applied from 2020/21 onward, based on the last five years of completions (2015/16–2019/20). An annual dwelling growth of +310 is applied.	This scenario is based on dwelling completions from the past 5 years, as such it takes account of the recent completion rate as sites allocated in the Adopted LDP have come forward. At the same time as it is the same time period as Scenario 5 it will also take account of any impacts on dwelling delivery of the removal of the Severn Bridge Toll. Additional testing of the scenario has been undertaken to establish the impact on demography, dwellings, household type and employment of an affordable-housing policy-led strategy which aims to meet 10% of the LHMA need arising from this option on housing sites which deliver 50% affordable housing. This scenario with the benefit of the additional testing has been selected as an option for consultation purposes.	Yes – Option 4 in main report
<b>Scenario 9</b>	Dwelling-led (10yr Average): Annual dwelling growth is applied from 2020/21 onward, based on the last ten years of completions (2010/11–2019/20). An average annual dwelling growth of +285 pa is applied.	This scenario is based on dwelling completions from the past 10 years. As such completions are based on a period prior to the adoption of the LDP. Dwelling growth under the previous Plan, the Unitary Development Plan, was planned to be at a much lower level and as such would not address the issues and objectives that the RLDP needs to address. A continuation of this trend would not achieve the Plan's vision of creating sustainable and resilient communities. This scenario has not been selected as an option for consultation purposes.	No
<b>Scenario 10</b>	Dwelling-led (15yr Average): Annual dwelling growth is applied from 2020/21 onward, based on the last fifteen years of completions (2005/06–2019/20). An average	This scenario represents what would happen over the plan period if dwelling delivery remains the same as over the past 15 years, i.e. 'business as usual'. A continuation of this trend would not address the issues and objectives that the RLDP needs to address. A continuation of this trend would not achieve the Plan's vision of creating sustainable and	No

Scenario	Description	Initial Assessment	Take Forward
	annual dwelling growth of +269 pa is applied.	resilient communities. This scenario has not been selected as an option for consultation purposes.	
<b>Scenario 11</b>	Baseline (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 fixed at current value (2.9%).	The baseline is an employment-led scenario which sets economic growth on a low trajectory in the County, this would not support the Council's economic aspirations or meet key RLDP objectives with regard to the economy and demography. It is deemed unrealistic to assume that there would be a reduced commuting ratio by the end of the plan period without any significant employment growth, although it is recognised that there is likely to be an increased propensity for people to work at home as a result of Covid-19. This scenario has not been selected as an option for consultation purposes.	No
<b>Scenario 12</b>	UK Growth Rate (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 fixed at current value (2.9%).	Whilst this scenario models the implications of bringing Monmouthshire's employment growth in underperforming sectors in line with that of the UK, this would not support the Council's economic aspirations or meet key RLDP objectives with regard to the economy and demography. It is deemed unrealistic to assume that there would be a reduced commuting ratio by the end of the plan period without significant employment growth across all sectors, although it is recognised that there is likely to be an increased propensity for people to work at home as a result of Covid-19. This scenario has not been selected as an option for consultation purposes.	No
<b>Scenario 13</b>	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 fixed at current value (2.9%).	This scenario considers the impact of employment growth above the baseline, so would support the Council's economic aspirations and would begin to address the RLDPs key objectives. It also considers the impact on commuting of this higher level of job provision. However, even at this higher level of economic growth it is questioned whether this would be sufficient to impact to this degree on the commuting ratio, although it is recognised that there is likely to be an increased propensity for people to	No

Scenario	Description	Initial Assessment	Take Forward
		work at home as a result of Covid-19. This scenario has not been selected as an option for consultation purposes.	
<b>Scenario 14</b>	Radical Structure Change Higher (CR reducing): Assumes the 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 fixed at current value (2.9%).	This scenario considers the potential impact of a radical structural change in Monmouthshire's economy. This would support the Council's economic aspirations and would address the RLDPs key objectives. It is a useful scenario which shows the implications of going for this high level of growth over the plan period. This scenario is included within the options for further consideration as it is realistic to assume that the commuting ratio would reduce if this high level of growth was considered, with more of Monmouthshire's residents employed within the County.	Yes - Option 6 in main report

## APPENDIX 6 - Long list of Spatial Options

Option	Description	Initial Assessment	Take Forward
<b>Option 1 – Continuation of existing LDP Strategy</b>	Growth would be distributed around the County with a particular focus on Main Towns <sup>1</sup> , with some development in Severnside <sup>2</sup> and some development in the most sustainable rural areas to enable provision of affordable housing throughout the County. New residential development would be accompanied by new employment opportunities, where possible.	<p>This option replicates the existing strategy of the Adopted LDP. Evidence from the Annual Monitoring Report's suggest progress continues to be made towards the implementation of the spatial strategy, however, it does identify that the current housing provision policies are not being delivered as quickly as anticipated which in turn impacts on housing land supply, progress is nevertheless still being made in bringing the strategic sites forward. Further consideration will be given to a range of factors as part of the assessment of the option including infrastructure capacity, policy constraints, affordable housing and employment provision.</p> <p>This option is considered to be realistic and has been selected as an option for consultation purposes.</p>	Yes
<b>Option 2 – Distribute growth Proportionately across the County's most</b>	Growth, including jobs and affordable housing, would be distributed across the County's most sustainable settlements <sup>3</sup> , with the level of growth proportionate to that settlement's size and	This option would support the delivery of housing land in sustainable locations for development through distribution of growth in both sustainable urban areas and the most sustainable rural areas, in accordance with PPW 10. It would also direct affordable housing to areas identified in the LHMA as having the greatest need. Further consideration will be given to a range of factors as part of the assessment of the option including infrastructure capacity, policy constraints and employment provision.	Yes

<sup>1</sup> As identified in Policy S1 of the Adopted Local Development Plan (2014)

<sup>2</sup> As identified in Policy S1 of the Adopted Local Development Plan (2014)

<sup>3</sup> A Sustainable Settlement Appraisal will be published in preparation for the Preferred Strategy to identify these settlements. This will consider settlements in terms of their location, level of service provision, capacity and their role and function within the area.



Option	Description	Initial Assessment	Take Forward
<b>Sustainable Settlements</b>	amenities, affordable housing need as identified in the LHMA, the capacity for growth and/or the need for development to sustain the community.	This option is considered to be realistic and has been selected as an option for consultation purposes.	
<b>Option 3 – Focus Growth on the M4 corridor</b>	Growth would be predominantly located in the South of the County in the Severnside area close to the M4/M48, to capitalise on its strategic links to the Cardiff Capital Region and South West England, existing economic opportunities and regional infrastructure connections, including via the South Wales Main rail line at Severn Tunnel Junction. Affordable Housing would be directed to those sustainable areas in the South of the County identified in the LHMA as having the greatest housing need.	<p>This option focusses growth in areas in Severnside close to the M4/M48 corridor. Impact on housing need across the County as a whole, including, rural areas will need to be factored into a full appraisal. Further consideration will be given to a range of factors as part of the assessment of the option including infrastructure capacity, policy constraints, affordable housing and employment provision.</p> <p>This option is considered to be realistic and has been selected as an option for consultation purposes.</p>	Yes
<b>Option 4 – Focus Growth</b>	Growth would be predominantly located in the most sustainable settlements	This option focusses growth in the most sustainable settlements in the North of Monmouthshire i.e. Abergavenny, Raglan and Monmouth. Impact on housing need across the County as a whole, including, rural areas and the South of the	Yes

Option	Description	Initial Assessment	Take Forward
<b>in the North of the County</b>	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 towards Herefordshire via the A449 and A40, along with rail links to Newport, Cardiff and the north via the Welsh Marches line. Affordable Housing would be directed to those sustainable areas in North of the County identified in the LHMA as having the greatest housing need.	<p>County will need to be factored into a full appraisal. Further consideration will be given to a range of factors as part of the assessment of the option including infrastructure capacity, policy constraints, affordable housing and employment provision.</p> <p>This option is considered to be realistic and has been selected as an option for consultation purposes.</p>	
<b>Option 5 – Former Option A of Adopted Local Development Plan</b>	Focus development within or adjoining the three main towns of Abergavenny, Chepstow and Monmouth where there is the best access to jobs services and public transport.	<p>This relates to an option considered previously in the Adopted LDP.</p> <p>There is limited scope for significant or long term expansion of the Main Towns within the County due to a mix of physical, environmental and Policy constraints. Further significant or long term expansion in these areas would place additional pressure which outweighs the balance of benefits in terms of accessibility to existing services and jobs. This option would not meet housing or economic need across the County as a whole.</p> <p>This option is not considered to be realistic and as a consequence has not been selected as an option for consultation purposes.</p>	No

Option	Description	Initial Assessment	Take Forward
<b>Option 6 – Former Option D of Adopted Local Development Plan</b>	<p>Focus development on sites and settlements where opportunities exist for large scale mixed development to enable new residential development to be accompanied by an associated increase in employment opportunities.</p>	<p>This relates to an option considered previously in the Adopted LDP. The current LDP Strategy includes a number of Strategic Mixed Use Sites, however the provision of employment opportunities together with residential developments has not been fulfilled in all of the Strategic Mixed Use Sites allocated in the adopted LDP. This option would take this further by only allocating Mixed Use Sites which based on previous experience are likely to be subject to viability and deliverability issues and would not be a realistic option going forward. While a focus on mixed use sites would not be appropriate, where such sites are considered to be viable and deliverable they should be given further consideration. It would nevertheless be more beneficial to allocate Employment land in line with the findings of the Employment Land Review and other Council aspirations.</p> <p>This option would not meet housing need across Monmouthshire as a whole, particularly in rural areas of need. The inclusion of large scale development would also likely impact build rates, with a preference towards large house builders limiting the amount of small/medium house builders working across the County.</p> <p>This option is not considered to be realistic and as a consequence has not been selected as an option for consultation purposes.</p>	<p>No</p>

## APPENDIX 7 – Summary Matrix of Growth Options against the RLDP Objectives

	Option 1 – Balanced Migration (with added policy assumptions) (Net Nil Migration (MR, CR_R), AH )	Option 2 – WG 2018-based Principal Projection (AH)	Option 3 – WG 2018-based Principal Projection (with added policy assumptions) (WG 2018-based Principal (MR, CR_R), AH)	Option 4 – Dwelling-led Average (based on dwelling completion rates) (Dwelling-led 5 year average, AH)	Option 5 _ Population-led projection(with added policy assumptions) (PG Long Term (adjusted) (5yr) (MR, CR_R), AH)	Option 6 – Employment-led projection (with added policy assumptions) (Radical Structural Change Higher (CR_R), AH)
Economic Growth/Employment						
Retail centres						
Green Infrastructure, Biodiversity and Landscape						
Flood risk						
Minerals and Waste						
Land						
Natural resources						
Health and Well-being						
Demography						
Housing						
Place-making						
Communities						
Rural Communities						
Infrastructure						
Accessibility						
Culture, Heritage and Welsh Language						
Climate Change						

## APPENDIX 8 – Summary Matrix of Growth Options against the ISA Objectives

ISA theme		Categorisation and rank					
		Option 1 – Balanced Migration (with added policy assumptions) (Net Nil Migration (MR, CR_R), AH )	Option 2 – WG 2018-based Principal Projection (AH)	Option 3 Option 3 – WG 2018-based Principal Projection (with added policy assumptions) (WG 2018-based Principal (MR, CR_R), AH)	Option 4 – Dwelling-led Average (based on dwelling completion rates) (Dwelling-led 5 year average, AH)	Option 5 _ Population-led projection(with added policy assumptions) (PG Long Term (adjusted) (5yr) (MR, CR_R), AH)	Option 6 – Employment-led projection (with added policy assumptions) (Radical Structural Change Higher (CR_R), AH)
Economy and employment	Rank	5	4	3	2	1	1
	Significant effect?	Yes - negative	Uncertain	Uncertain	Uncertain	Yes - positive	Yes - positive
Population and communities	Rank	5	4	3	2	1	1
	Significant effect?	Yes - negative	Uncertain	Uncertain	Uncertain	Yes - positive	Yes - positive
Health and wellbeing	Rank	5	4	3	2	1	1
	Significant effect?	Yes - negative	Uncertain	Uncertain	Uncertain	No	No
Equalities, diversion and social inclusion	Rank	5	4	3	2	1	1
	Significant effect?	Yes - negative	Uncertain	Uncertain	Uncertain	No	Uncertain
Transport and movement	Rank	2	2	2	1	1	1
	Significant effect?	No	No	No	No	No	No
Natural resources (air, land, minerals and water)	Rank	1	2	3	4	5	6
	Significant effect?	No	Uncertain	Uncertain	Uncertain	Uncertain	Uncertain
Biodiversity and geodiversity	Rank	1	2	3	4	5	6
	Significant effect?	No	No	No	Uncertain	Uncertain	Uncertain
Historic environment	Rank	1	2	3	4	5	6
	Significant effect?	No	Uncertain	Uncertain	Uncertain	Uncertain	Uncertain

ISA theme		Categorisation and rank					
		Option 1 – Balanced Migration (with added policy assumptions) (Net Nil Migration (MR, CR_R), AH )	Option 2 – WG 2018-based Principal Projection (AH)	Option 3 Option 3 – WG 2018-based Principal Projection (with added policy assumptions) (WG 2018-based Principal (MR, CR_R), AH)	Option 4 – Dwelling-led Average (based on dwelling completion rates) (Dwelling-led 5 year average, AH)	Option 5 _ Population-led projection(with added policy assumptions) (PG Long Term (adjusted) (5yr) (MR, CR_R), AH)	Option 6 – Employment-led projection (with added policy assumptions) (Radical Structural Change Higher (CR_R), AH)
Landscape	Rank	1	2	3	4	5	6
	Significant effect?	No	Uncertain	Uncertain	Uncertain	Uncertain	Uncertain
Climate change (including flood risk)	Rank	6	5	4	3	2	1
	Significant effect?	No	No	No	No	No	No

## APPENDIX 9 – Summary Matrix of Spatial Options against RLDP Objectives

	Option 1 -Continuation of existing LDP Strategy	Option 2 – Distribute Growth across most sustainable settlements	Option 3 – Focus Growth on the M4 corridor	Option 4 – Focus Growth in the north of the County
Economic Growth/Employment				
Retail centres				
Green Infrastructure, Biodiversity and Landscape				
Flood risk				
Minerals and Waste				
Land				
Natural resources				
Health and Well-being				
Demography				
Housing				
Place-making				
Communities				
Rural Communities				
Infrastructure				
Accessibility				
Culture, Heritage and Welsh Language				
Climate Change				

## APPENDIX 10 – Summary Matrix of Spatial Options against the ISA Objectives

ISA Themes	Rank/Significant effects	Categorisation and rank			
		Option 1 – Continuation of the Existing LDP Strategy	Option 2 – Distribute Growth Proportionately across the County's most Sustainable Settlements	Option 3 – Focus Growth on the M4 Corridor	Option 4 – Focus Growth in the North of the County
Economy and employment	Rank	1	1	2	2
	Significant effect?	Yes - Positive	Yes - Positive	Uncertain	Uncertain
Population and communities	Rank	1	1	2	2
	Significant effect?	Yes - Positive	Yes - Positive	Uncertain	Uncertain
Health and wellbeing	Rank	1	1	3	2
	Significant effect?	Yes - Positive	Yes - Positive	Uncertain	Uncertain
Equalities, diversion and social inclusion	Rank	1	1	2	2
	Significant effect?	Yes - Positive	Yes - Positive	Uncertain	Uncertain
Transport and movement	Rank	1	1	2	3
	Significant effect?	Uncertain	Uncertain	Uncertain	Uncertain
Natural resources (air, land, minerals and water)	Rank	1	1	3	2
	Significant effect?	Yes - Negative	Yes - Negative	Yes - Negative	Yes - Negative
Biodiversity and geodiversity	Rank	=	=	=	=
	Significant effect?	Uncertain	Uncertain	Uncertain	Uncertain
Historic environment	Rank	=	=	=	=
	Significant effect?	Uncertain	Uncertain	Uncertain	Uncertain
Landscape	Rank	2	2	1	2
	Significant effect?	Uncertain	Uncertain	Uncertain	Uncertain
Climate Change	Rank	2	2	1	2
	Significant effect?	Uncertain	Uncertain	Uncertain	Uncertain