

Monmouthshire Replacement Local Development Plan

ISSUES, VISION AND OBJECTIVES PAPER

Updated December 2022



**Monmouthshire County Council
Replacement Local Development Plan**

Issues, Vision and Objectives Paper

Updated December 2022

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CONTENTS

	Page
Executive Summary	i
1. Introduction	1
2. Replacement LDP Issues	4
3. Replacement LDP Vision	14
4. Replacement LDP Objectives	15
Appendices:	
1. Seven Well-being Goals of the Well-being of Future Generations (Wales) Act 2015	23
2. Monmouthshire's Key Issues, Challenges and Opportunities	24

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) for the period 2018 to 2033. The RLDP is a key Council policy document that allocates land for development, designates areas for protection and contains policies to provide the basis for deciding planning applications. The RLDP will identify where and how much new, sustainable development will take place to 2033, underpinned by a clear and robust evidence base.
- ii. This Paper identifies the key issues, challenges and opportunities facing the County (economic, environmental, social and cultural) and sets out the vision and objectives for the RLDP. The preparation of the Issues, Vision and Objectives is one of the first key stages in the RLDP preparation process. Thirty-eight key issues have been identified (see **Table 2.1**), informed by a range of evidence, in particular the public engagement unpinning Monmouthshire's Public Service Board Well-being Plan.
- iii. The RLDP Issues, Vision and Objectives were reviewed in light of the Covid-19 pandemic and endorsed by Cabinet on 17th June 2020 as remaining relevant. Further to this in July 2020, Welsh Government published its planning priorities in Building Better Places – Placemaking and the Covid-19 Recovery, to assist in taking action in the recovery period after the Covid-19 pandemic crisis. A formal review of the RLDP Issues, Vision and Objectives and Evidence Base¹ was undertaken and agreed by Council in October 2020 to ensure consistency with Welsh Government's priorities. No new issues were identified through the review that are not already adequately covered within the Issues, Vision and Objectives and no amendments to the RLDP were proposed as part of this review
- iv. The Monmouthshire Replacement LDP Vision is -

By 2033 Monmouthshire will be a place where:
 - (1) People are living in sustainable, resilient communities that support the well-being of current and future generations and are more inclusive, equal, safe, cohesive, prosperous, vibrant and balanced demographically. Both urban and rural communities are well-connected with better access to local services and facilities, open space and employment opportunities.
 - (2) Communities and businesses are part of an economically thriving, ambitious and well-connected County.
 - (3) The best of the County's built heritage, countryside, biodiversity, landscape and environmental assets have been protected and enhanced to retain its distinctive character.

¹ <https://www.monmouthshire.gov.uk/app/uploads/2020/11/Monmouthshire-RLDP-Review-of-Issues-Vision-Objectives-and-Evidence-Base-in-Light-of-Covid.pdf>

- (4) People enjoy healthier, more sustainable lifestyles with improved access to public transport and active travel opportunities and have a minimised impact on the global environment, supporting our ambitions for a zero carbon county.**

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

- v. The role of the RLDP vision is to clarify the core purpose of the RLDP and provide a framework for developing the Preferred Strategy and future detailed policies. It should be unique to local circumstances, set out the vision of how Monmouthshire will develop, change or be protected over the plan period, and provide the land use emphasis of this.
- vi. Seventeen RLDP objectives (see below for a summary) have been drawn up to set out how the issues will be addressed and the vision delivered. The objectives are listed under the most relevant Well-being goals from the Well-being of Future Generations Act 2015, and matched against the LDP issues, the theme from Planning Policy Wales edition 11 (PPW11), and matched against the PSB Monmouthshire Well-being Plan (see **Table 4.1**). The objectives are kept under review and updated as necessary as part of the continued development of the RLDP evidence base, the latest update relates to minor amendments only.

Summary of RLDP objectives

1) Economic Growth/Employment

To support a thriving, well-connected, diverse economy, which provides a range of good quality employment opportunities to enable and encourage indigenous business growth and attract inward investment and competitive innovative businesses in appropriate growth sectors, including through the provision of start-ups and grow on spaces.

2) Town and Local Centres

To sustain and enhance the County's market towns of Abergavenny, Caldicot, Chepstow, Monmouth, and local centres of Magor, Raglan and Usk as vibrant and attractive centres serving the needs of their population and those of their surrounding hinterlands, and supporting adaptation to meet the needs of the evolving role of the high street.

3) Green Infrastructure, Biodiversity and Landscape

To protect, enhance and manage the resilience of Monmouthshire's natural environment, biodiversity and ecosystems and the connectivity between them, while at the same time maximising benefits for the economy, tourism,

health and well-being. 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.

4) Flood risk

To ensure that new development takes account of the risk of flooding, both existing and in the future, including the need to avoid inappropriate development in areas that are at risk from flooding or that may increase the risk of flooding elsewhere and the need to design development, including the use of natural flood management measures to appropriately manage flood risk and surface water run-off.

5) Minerals and Waste

To meet the County's regional and local obligations to manage and dispose of its waste and to safeguard and exploit its mineral resource in a sustainable fashion.

6) Land

To promote the efficient use of land, including the need to:

- maximise opportunities for development on previously developed land, whilst recognising that brownfield opportunities are limited in Monmouthshire.
- protect the best and most versatile (BMV) agricultural land whilst at the same time recognising that this will not always be possible given high proportion of BMV land in the County and the limited opportunities for brownfield development.
- support the adaptation and re-use of existing sustainably located buildings.

7) Natural Resources

To promote the efficient use of natural resources including providing increased opportunities for water efficiency, energy efficiency, renewable energy, recycling and waste reduction.

8) Health and Well-being

To improve access for all to recreation, sport, leisure activities, open space and the countryside and to enable healthier lifestyles. To support the Health Board to improve health infrastructure to meet community needs.

9) Demography

To increase opportunities for the younger population to both live and work within Monmouthshire, creating a more balanced demography and socially and economically sustainable communities.

10) Housing

To provide urgently needed affordable housing within exemplar, mixed, sustainable and well-connected places both for existing and future residents.

11) Placemaking

To create exemplar sustainable places through design, layout and mix of uses that enhance the character and identity of Monmouthshire's settlements and landscape; create attractive, safe and accessible places to live, work and visit; and promote people's prosperity, health, happiness and well-being.

12) Communities

To build sustainable resilient communities where people have good access to employment, shops, housing, public transport, active travel, healthcare, community and cultural facilities.

13) Rural Communities

To sustain existing rural communities as far as possible by providing affordable homes and 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.

14) Infrastructure

To ensure that appropriate physical and digital infrastructure (including community and recreational facilities, sewerage, water, transport, schools, health care and broadband etc.) is in place or can be provided to accommodate new development.

15) Accessibility

To seek to reduce the need to travel by promoting a mix of land use allocations and improved internet connectivity, and where travel is required, to provide opportunities for active travel and integrated sustainable transport above use of the private car.

16) Culture, Heritage and Welsh Language

To protect and enhance the built environment, culture and heritage of Monmouthshire for the future while maximising benefits for the economy, tourism and social well-being, including supporting and safeguarding the Welsh Language.

17) Climate and Nature Emergency

To strive to limit the increase in global temperatures to 1.5°C, supporting carbon reduction through a variety of adaptation measures including facilitating resilient ecosystems and nature recovery, the use of renewable energy, net zero ready homes, the design and location of new development, encouraging balanced job and population growth to reduce out-commuting,

the provision of broadband connectivity to reduce the need to travel, the provision of ultra-low emission vehicle charging infrastructure to reduce emissions and improve air quality, and the provision of quality Green Infrastructure.

1. Introduction

Purpose of this paper

- 1.1 This Paper plays a key role in informing the Replacement Local Development Plan (RLDP) Preferred Strategy. It sets out the key issues, challenges and opportunities facing the County informed by a range of evidence, including the Monmouthshire Public Service Board (PSB) Well-being Plan (February 2018), draft Community and Corporate Plan (October 2022), LDP Review Report (March 2018), LDP Annual Monitoring Reports (2014-2021) and RLDP Integrated Sustainability Appraisal Scoping Report (December 2022), along with wider contextual factors such as national guidance/legislation and the Cardiff Capital Region City Deal. It also sets out the RLDP vision and objectives to address the issues, challenges and opportunities identified.

Background

- 1.2 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) for the period 2018 to 2033. The RLDP is a key Council policy document that allocates land for development, designates areas for protection and contains policies to provide the basis for deciding planning applications. The RLDP will identify where and how much new, sustainable development will take place to 2033, underpinned by a clear and robust evidence base.
- 1.3 The preparation of the Issues, Vision and Objectives is one of the first key stages in the RLDP preparation process. This Paper identifies the key issues, challenges and opportunities facing the County and sets out the vision and objectives for the RLDP.

What are the Issues, Vision and Objectives?

- 1.4 The **issues** relate to the key issues, challenges and opportunities that the RLDP is seeking to address (economic, environmental, social and cultural aspects) and form the basis of the RLDP objectives. As noted in paragraph 1.1, the issues are informed by a wide range of evidence. The issues, challenges and opportunities are also informed by key sustainability matters which must be developed as part of the Integrated Sustainability Appraisal/Strategic Environmental Assessment (SA/SEA) of the RLDP. The sustainability issues must be addressed in order for the Plan as a whole to be considered sustainable. The sustainability issues are developed utilising baseline information, which describes the position of a number of different economic, social, cultural and environmental characteristics relating to the County at a set point in time (the baseline). This information is set out in the Baseline Characteristics of Monmouthshire (December 2022) an appendix to the Initial Sustainability Appraisal.
- 1.5 The role of the RLDP **vision** is to clarify the core purpose of the RLDP and provide a framework for developing the Preferred Strategy and future detailed policies. It should be unique to local circumstances, set out the vision of how Monmouthshire will develop, change or be protected over the plan period, and, provide the land use emphasis of this (Para 5.11, LDP Manual Edition 3, 2020).

- 1.6 The RLDP **objectives** reflect/elaborate on the Plan's Vision and set out how the issues, challenges and opportunities identified as facing the area will be addressed through the RLDP. The objectives identified should be capable of being addressed through the land use planning system. The objectives have regard to those set out in the Monmouthshire PSB Well-being Plan² and other corporate plans and are formed having undertaken a review of the national, regional and local policy context, baseline characteristics and SA Scoping Report. This has enabled us to understand the wider context and identify the main social, environmental, economic and cultural issues facing the County and set out objectives to address the issues to deliver sustainable development in Monmouthshire over the plan period.

RLDP Issues, Vision and Objectives

- 1.7 The Issues, Vision and Objectives have been updated since the Adopted LDP (2011 – 2021) to reflect the current position within Monmouthshire. Of note, a review of the adopted LDP Issues, Vision and Objectives was undertaken to support the LDP Review Report. The Monmouthshire PSB Well-being Plan (February 2018) provides well-being objectives and is a key contributor to the update of the issues, vision and objectives for the RLDP. Planning Policy Wales Edition 11 (February 2021) supports this approach, recognising the significance of local well-being plans as a key evidence source for LDPs (paragraphs 1.6 and 1.27).
- 1.8 The Adopted LDP Sustainability Issues have also been updated and are published in the RLDP Initial Sustainability Appraisal (SA) Report (December 2022). The Sustainability Issues have also been considered and incorporated as appropriate in this document, but are not repeated in their entirety.
- 1.9 The Issues and Objectives have been grouped in accordance with the Seven Well-being Goals as set out in the Well-being of Future Generations (Wales) Act 2015. The Well-being Goals are set out in Appendix 1. It should be noted that many of the issues and objectives cross a number of well-being goals, and have, therefore, been grouped as a best fit with the goals. However, the cross-cutting themes should not be overlooked.

Consultation on RLDP Issues, Vision and Objectives

- 1.10 As stated above, the issues, vision and objectives are heavily drawn from and reflect the PSB Well-being Plan which was extensively consulted upon by the Public Service Board in 2017 and resulted in contributions from more than 1,400 people. This approach reflects Welsh Government guidance which recognises the significance of local well-being plans as a key evidence source for LDP preparation (paragraphs 1.6 and 1.27, PPW11, February 2021). In view of this, and given that it is not a statutory requirement to consult on the RLDP issues, vision and objectives, it was not considered necessary to undertake a full public consultation exercise on this initial stage of the plan preparation process. Discussions on the draft issues, vision and objectives took place through the Area Committee and Area Cluster meetings in

² Paras 1.6 and 1.27 of Planning Policy Wales edition 11

January and February 2019, where views were sought on the Draft Paper. A RLDP Member Workshop also took place in January 2019 where views were sought on the draft issues, vision and objectives. Feedback from these meetings has been noted and considered, and where appropriate, has informed the final issues, vision and objectives set out in this paper. The RLDP vision and objectives have continued to be refined prior to inclusion in the Preferred Strategy to reflect the outcomes of further stakeholder engagement/consultation undertaken to date, the Council's declaration of a climate emergency, continued development of the RLDP evidence base and to reflect the new growth and spatial strategy.

Review of the RLDP Issues, Vision and Objectives in light of Covid-19

- 1.11 The RLDP Issues, Vision and Objectives were reviewed in light of the Covid-19 pandemic and endorsed by Cabinet on 17th June 2020 as remaining relevant. Further to this in July 2020, Welsh Government published its planning priorities in Building Better Places – Placemaking and the Covid-19 Recovery, to assist in taking action in the recovery period after the Covid-19 pandemic crisis. A formal review of the RLDP Issues, Vision and Objectives and Evidence Base³ was undertaken and agreed by Council in October 2020 to ensure consistency with Welsh Government's priorities. No new issues were identified through the review that are not already adequately covered within the Issues, Vision and Objectives and no amendments to the RLDP were proposed as part of this review. A number of issues were nevertheless found to have increased emphasis and importance in light of Covid-19, these are indicated in table 2.1 using an asterisk against both the headline and relevant individual Issue. An additional section has also been included within the table to provide further detail on how the RLDP can support such issues given their increased emphasis in light of Covid-19.

³ <https://www.monmouthshire.gov.uk/app/uploads/2020/11/Monmouthshire-RLDP-Review-of-Issues-Vision-Objectives-and-Evidence-Base-in-Light-of-Covid.pdf>

2. Replacement LDP Issues

- 2.1 In order to assist in the development of the RLDP vision and objectives, a number of key issues have been identified that will need to be addressed in the RLDP. The issues have been grouped in accordance with the seven well-being goals as set out in the Well-being of Future Generations (Wales) Act 2015 to ensure that they are framed within this context (Refer to Appendix 1). This allows for the appreciation of social, economic and environmental matters to be embedded into the Plan. The latest update relates to minor amendments only. Further detail/background information on the identified issues, challenges and opportunities is set out in Appendix 2.

Table 2.1: Issues and Opportunities

A Prosperous Wales (Well-being Goal 1)	
Employment & Economy*	
Issue	
Issue 1*	- There has been a slow uptake of employment land in the past. There is subsequently a need to consider whether existing available land is suitably located and fit for purpose for appropriate growth sectors. There is also a need to consider potential future demand for employment land along with Council aspirations for innovation across Monmouthshire in light of the ambitions and opportunities associated with the Cardiff Capital Region City Deal (CCRC) and Bristol region.
Issue 2*	- While unemployment is low there is a net-outflow of commuters, both levels of out commuting and distances travelled to work are relatively high. There is a need to provide support for inward investment and local employment growth/opportunities to reduce the need to travel to work.
Issue 3*	- Wage levels available for local jobs are lower than the average for Wales and the UK. Evidence continues to suggest that the income for economically active women who both live and work within the County is significantly lower than that of men within the same category. This coupled with high property prices makes it difficult for young people and future generations to live and work locally. Additional employment opportunities for young people are required to help reduce the numbers of this age group leaving the County.
Issue 4*	- Monmouthshire has a dual economy. The qualifications, skills and earnings of the residents are above the regional and national average, however, for those working in the area earnings are lower and employment is relatively less skilled.
Issue 5*	- The increasingly ageing population and shrinking working age population (the relative absence of 20-40 year olds and our median age of 48 years, compared to a median age of 34 years in Cardiff) is limiting employment growth within Monmouthshire and social sustainability of communities. This is exacerbated by limited job opportunities and affordable housing availability.
Issue 6*	- There is a need to sustain and regenerate the County's rural economy. There is current uncertainty regarding the impact of Brexit on agricultural subsidies.

Issue 7* - Higher levels of those in employment work at home compared to the Welsh average (2011 Census). Efficient digital infrastructure is essential to support home working and the general connectivity of the County's rural areas and to support economic growth⁴.

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

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

How can the RLDP Influence these Issues?

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

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

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

A(iv) The RLDP needs to take a role in strengthening the local economy, ensuring an appropriate economic base to enable people to live and work in the County.

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

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

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

<p>A(vii) The RLDP must contain policies that protect the vitality and viability of existing town centres, providing additional retail, commercial and social development opportunities where appropriate, including in relation to the regeneration of Caldicot and Usk, and ensure that the distribution of development supports these main centres in order to retain retail expenditure.</p> <p>A(viii) The RLDP will enable a review of the towns' primary shopping frontages (PSF) and related policies to have regard to the evolving role of the high street as a centre for a variety of retail, leisure and community uses. Sustainably located and well-connected development can support town centres.</p> <p>A(ix) The RLDP can contain policies that encourage tourism development while at the same time ensuring that the natural and built heritage that attracts visitors to the area is preserved and enhanced.</p>
<p>How can the RLDP support these Issues given increased emphasis in light of Covid-19</p>
<p>The RLDP will provide a positive planning policy framework to support and enable sustainable economic growth, including in relation to our high streets and tourism sector, over the Plan period, making our towns attractive places for residents and visitors to spend time and money.</p>
<p>A Resilient Wales (Well-being Goal 2)</p>
<p>Air</p>
<p>Issue</p>
<p>Issue 10 - While air pollution is not a major problem throughout Monmouthshire, it can cause significant problems for people's health and there are localised problems in Chepstow and Usk, each having an Air Quality Management Area. The greatest problems associated with air quality in the County are caused by vehicle emissions.</p>
<p>How can the RLDP Influence these Issues?</p>
<p>B(i) The RLDP can seek to minimise any polluting effects that might arise from new development in the County by ensuring it is sustainably located and well-connected to amenities. This can support modal shift to reduce the usage of private vehicles and to allow for increased walking, cycling and use of public transport. It can also take measures to ensure that the location of new development does not worsen conditions in existing Air Quality Management Areas or result in new ones. It can support the provision of ultra-low emission vehicle charging infrastructure.</p>
<p>Green Infrastructure, Biodiversity & Landscape*</p>
<p>Issue</p>
<p>Issue 11* - Monmouthshire is renowned for its beautiful landscapes and major biodiversity resources including River SACs. The best of these assets should be protected, managed and enhanced for future generations.</p> <p>Issue 12* - There is a need to improve connectivity within the landscape through protecting and improving existing wildlife networks and corridors, including both green and blue infrastructure, and creating new linkages to allow species to move and adapt to climate change impacts. GI is also beneficial to human well-being.</p>

How can the RLDP Influence these Issues?
<p>C(i) The RLDP should ensure that new development is sustainable, does not cause harm to international, national and locally protected sites and species and, that where appropriate, necessary mitigation measures are taken to avoid any such adverse effects. The River Wye and River Usk water bodies within the County are currently experiencing water quality issues, specifically in relation to phosphate levels. There is no identified strategic solution for phosphate mitigation at the Monmouth WwTW (upper River Wye Catchment) at this time. Without an identified strategic solution new site allocations cannot be included in the RLDP in the upper River Wye Catchment. The RLDP must also ensure development in the River Usk catchment area does not contribute to or increase phosphate levels.</p> <p>C(ii) The RLDP must ensure biodiversity is considered in any development in order to protect any interest on the site and encourage biodiversity enhancements.</p> <p>C(iii) It will be necessary to undertake a Habitats Regulations Assessment of the RLDP to ensure that any cumulative effects of development in Monmouthshire and adjoining areas does not result in harm to internationally designated nature conservation sites.</p> <p>C(iv) The RLDP can contain policies to protect and enhance the green and blue infrastructure networks across the County.</p>
How can the RLDP support these Issues given increased emphasis in light of Covid-19
The RLDP will provide a positive planning policy framework to support and enable placemaking and the provision of locally accessible open /green space and to protect/enhance our natural environment and biodiversity.
Flooding
Issue
Issue 13 - Parts of the County are vulnerable to flooding. Climate change is likely to increase the risk of flooding, so mitigating climate change and ensuring building resilience is crucial.
How can the RLDP Influence these Issues?
D(i) The RLDP must ensure new built development is located away from flood risk areas and has a role to play in terms of reducing the risk from present day flood risk, as well as in relation to climate change adaptation and resilience. The provision of green open spaces and SUDs drainage features help reduce the risk of flooding.
Minerals & Waste
Issue
<p>Issue 14 - Monmouthshire has made good progress in the promotion of the recycling and composting of waste, and the elimination of waste to landfill. Monmouthshire also has to make an appropriate contribution to the regional requirement for waste management.</p> <p>Issue 15 - Mineral extraction plays a limited role in Monmouthshire's economy but there is a need to safeguard the County's resources in order to make an appropriate contribution to the sustainable supply of aggregates to the South Wales economy as a whole.</p>

How can the RLDP Influence these Issues?
<p>E(i) The RLDP can identify sites that are appropriate for waste management or disposal facilities to meet local or regional requirements.</p> <p>E(ii) The RLDP can ensure that mineral resources are safeguarded and exploited in a sustainable fashion that also enables Monmouthshire to meet its obligation to make a contribution to the requirements of the South Wales region.</p>
Land
Issue
<p>Issue 16 - There are limited opportunities for brownfield development within the County's existing urban areas.</p> <p>Issue 17 - Monmouthshire has a significantly high percentage of best and most versatile agricultural land (i.e. Grade 1, 2 or 3a). While there is a need to conserve these resources, there are limited opportunities within the County for brownfield development and development on lower grades of agricultural land (i.e. Grade 3b, 4 and 5). Recent Welsh Government clarification of policy priorities of protecting BMV land over renewable energy development has implications for the findings of the Renewable Energy Assessment and for MCC's requirements to become carbon neutral by 2030.</p>
How can the RLDP Influence these Issues?
<p>F(i) The RLDP will seek to prioritise the use of previously developed land where opportunities arise.</p> <p>F(ii) The RLDP should seek to protect best and most versatile agricultural land whilst at the same time recognising that this will not always be possible where there is an overriding need for development.</p>
A Healthier Wales (Well-being Goal 3)
Human Health*
Issue
<p>Issue 18* - While Monmouthshire performs relatively well on indicators relating to health, there is a need to promote opportunities for healthy living particularly in the context of an ageing population.</p> <p>Issue 19* - While an ageing population brings many opportunities, it also brings challenges and increases in the number of people living with long term conditions can create pressures on existing health care provision.</p> <p>Issue 20* - On the whole Monmouthshire's residents have good access to public open space, however, there are deficiencies in many of the County's communities in relation to community and recreational facilities. This can contribute to rural isolation in certain areas.</p> <p>Issue 21* - Obesity is a growing problem throughout Wales. Although obesity rates in Monmouthshire are below the Welsh average consideration should be given to promoting healthy lifestyles.</p>
How can the RLDP Influence these Issues?

<p>G(i) The RLDP can assist in creating a healthier Monmouthshire by ensuring sufficient policies are in place to support the provision of blue and green infrastructure and retention and/or improvement of the existing resource.</p> <p>G(ii) The RLDP can provide policies to ensure health care provision is supported.</p> <p>G(iii) The RLDP can affect the provision of public open space and recreation by protecting, where necessary, existing open space and facilities as well as requiring new development to make a contribution to the provision of additional facilities.</p>
<p>How can the RLDP support these Issues given increased emphasis in light of Covid-19</p>
<p>The RLDP will provide a positive planning policy framework to support and enable placemaking and the provision of locally accessible open /green space, leisure and healthcare provision and to protect/enhance our natural environment.</p>
<p>A More Equal Wales (Well-being Goal 4)</p>
<p>Population*</p>
<p>Issue</p>
<p>Issue 22* - Monmouthshire is a predominantly rural county with almost half (47%) of the total population living in wards defined as being in rural areas (i.e. with a population of less than 10,000).</p> <p>Issue 23* - The population of Monmouthshire at the time of the 2021 census was 92,961 an increase of 1.8% since 2011, a slower rate of growth than seen previously over previous census periods, although still higher than the Welsh average at 1.4%. This growth is being fuelled by in-migration.</p> <p>Issue 24* - Monmouthshire has a significantly higher proportion of older age groups (65+) and lower proportion of young adults (16 – 44) compared to the Welsh average, the sharpest decline of which is in the working age population. The relative absence of young adults is often linked to the affordability of housing across the County and has an impact on future prospects of economic growth.</p>
<p>How can the RLDP Influence these Issues?</p>
<p>H(i) The RLDP must decide on the level of growth appropriate for Monmouthshire and the spatial distribution of this growth between different urban and rural communities to address the challenges we face (including demography and affordability), balancing the greater sustainability of urban settlements with the difficulties of maintaining services in rural areas.</p> <p>H(ii) There is a need to achieve a more balanced population structure to ensure there is a sufficient population of working aged people to support the Monmouthshire economy and to provide more opportunities for young people to both to stay within and move to the area. Due to the County's population shrinking due to more deaths than births, inward migration is essential to ensure communities are socially and economically sustainable. The RLDP needs to take a role in strengthening the local economy, ensuring an appropriate economic base to enable people to live and work in the County and ensuring that demand for homes is satisfied by providing good quality affordable homes for those who need them.</p>

H(iii) The RLDP can help to address issues surrounding the ageing population through facilitating the provision of accessible services supported by connective infrastructure to meet local population growth needs.
How can the RLDP support these Issues given increased emphasis in light of Covid-19
The RLDP growth levels will deliver positive demographic change over the Plan period that is essential to support and enable the provision of balanced communities throughout the County.
A Wales of Cohesive Communities (Well-being Goal 5)
Housing*
Issue
<p>Issue 25* - Average house prices in the County are high at £398,859 when compared to the Welsh average of £236,439 (Hometrack, November 2022)⁵. The most significant increases have been experienced in recent years. There is a need to consider the potential impact on house prices arising from the removal of the Severn Bridge Tolls in 2018, the ambitions and opportunities associated with the Cardiff Capital Region City Deal and the South East Wales Metro, together with the economic growth of the Bristol/SW region and the opportunities for Monmouthshire as a border county and its location between Bristol and Newport and Cardiff, the 'Great Western Cities'.</p> <p>Issue 26* - House prices are also high in relation to earnings and there is a pressing need for additional affordable housing in the County in both urban and rural areas to assist in ensuring a balanced population.</p> <p>Issue 27* - A range and choice of housing is needed to both meet the needs of an ageing population and to attract and retain the younger age groups.</p> <p>Issue 28* - There is limited scope for significant or long-term expansion of the existing urban areas within the County due to a mix of physical, environmental and policy constraints.</p>
How can the RLDP Influence these Issues?
<p>I(i) The RLDP will affect the amount of housing to be provided by both deciding on overall levels of growth/spatial options and by setting thresholds and proportions to determine the amount of this residential development that is affordable. It can also ensure a range and choice of homes are available in new developments and influence the type, tenure and nature of housing built within the County.</p> <p>I(ii) The RLDP will have to resolve the amount of housing to be built in rural areas, balancing the need to sustain rural settlements by supporting services and enabling people to remain in their communities with the need to protect the countryside and ensure sustainable patterns of development.</p> <p>I(iii) The RLDP can provide urgently needed affordable housing within exemplar, mixed, sustainable and well-connected places.</p>

⁵ Based on sales and valuations over six month period March 2022 – August 2022. Sales only over same period related to £351,643 for Monmouthshire and £224,101 for Wales. Data accessed on 02/11/2022.

How can the RLDP support these Issues given increased emphasis in light of Covid-19
The RLDP will ensure /enable a range and choice of homes (housing mix) in future housing developments to address affordability issues and to build sustainable and resilient communities. The Preferred Strategy allows for a level of growth and for affordable housing-led sites: this remains critical to addressing the issues and objectives. The density of development can support placemaking and ensure open greenspaces are incorporated, benefitting wellbeing.
Infrastructure*
Issue
<p>Issue 29* - Poor access to community facilities and declining local service provision is a particular issue for rural communities.</p> <p>Issue 30* - Limited public transport, particularly in rural areas, makes it harder to access jobs, services and facilities, which could be exacerbated by rising fuel prices. There are nevertheless future opportunities for investment in public transport through the Cardiff Capital Region City Deal and advances in technology.</p> <p>Issue 31* - There is a need to ensure that adequate physical, digital and social infrastructure is provided to support new development. This includes: broadband infrastructure, the provision of sufficient water and sewerage infrastructure, transport infrastructure and active travel to support non-car modes of travel.</p>
How can the RLDP Influence these Issues?
<p>J(i) The RLDP can consider allocating land for housing and employment in rural areas in an attempt to sustain existing rural community facilities and services, weighing this against the need to avoid unsustainable travel patterns.</p> <p>J(ii) The RLDP can help ensure adequate provision of infrastructure to serve new development and can contain support policies to enable improvements or enhancements for existing development, e.g. provision of electric vehicle (EV) charging, broadband connectivity and renewable energy.</p> <p>J(iii) The RLDP will contain allocations and policies to support the priorities of the emerging local transport plan and cycling strategy.</p>
How can the RLDP support these Issues given increased emphasis in light of Covid-19
The RLDP will ensure digital and charging infrastructure provision is in place or can be provided to accommodate new development and will support active travel opportunities.
A Wales of Vibrant Culture & Thriving Welsh Language (Well-being Goal 6)
Cultural Heritage
Issue
Issue 32 - Monmouthshire has a significant built heritage resource in terms of Scheduled Ancient Monuments, Listed Buildings, Conservation Areas, Historic Parks and Gardens and Archaeologically Sensitive Areas that, together with their settings, require protection and enhancement.

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

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

How can the RLDP Influence these Issues?

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

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

K(iii) Community involvement provides an opportunity to seek views on how Welsh language and culture interact with RLDP policies and proposals. The future of the Welsh language depends on a range of factors beyond the planning system, particularly education, demographic change, community activities and a sound economic base to maintain thriving sustainable communities. The planning system can contribute to the future well-being of the Welsh language by creating conditions for well-paid employment opportunities and a range of quality housing options resulting in sustainable communities. Planning policies must not seek to control housing occupancy on linguistic grounds⁶.

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

Landscape

Issue

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

How can the RLDP Influence these Issues?

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

⁶ Technical Advice Note 20 paragraphs 1.7.3, 2.2 and 2.6.4

A Globally Responsible Wales (Well-being Goal 7)
Climatic Factors*
Issue
<p>Issue 36* - The volume of traffic in the County has continued to increase, up nearly 19% in the nine years to 2019 (StatsWales, April 2019). There is a pattern of relatively long travel to work distances, high levels of car ownership and reliance on the private car.</p> <p>Issue 37* - Small Scale and Local Authority wide Renewable Energy schemes are generally supported across Monmouthshire, however, a more proactive approach should be undertaken for schemes of a local authority scale (i.e. 5MW - 25MW).</p> <p>Issue 38* - Monmouthshire's rurality, limited public transport, high levels of car ownership and the subsequent reliance on the private car, combined with high energy consumption and waste management can all contribute to carbon emissions. MCC recognises that we are in a climate and nature emergency and has committed to strive to limit the increase in global temperatures to 1.5°C.</p>
How can the RLDP Influence these Issues?
<p>M(i) Concerns about climate change require that efforts are made to reduce the reliance on the private car and the consequent impact of carbon dioxide emissions. The RLDP needs to consider appropriate patterns of development that promote a safe, efficient, accessible and sustainable transport system that provides opportunities for walking and cycling and encourages active travel in order to support carbon reduction. The RLDP will provide a mix of employment and housing allocations with the aim of reducing the need to travel, acknowledging however that the reasons why people live where they do is complex.</p> <p>M(ii) A renewable energy assessment is in progress to identify areas of potential for local authority and strategic renewable energy development.</p> <p>M(iii) The RLDP will consider ways to support carbon reduction through a variety of measures including the use of renewable energy, the design and location of new development, encouraging balanced job and population growth to reduce out-commuting, the provision of broadband connectivity to reduce the need to travel, the provision of ultra-low emission vehicle charging infrastructure to reduce emissions and improve air quality, and the provision of quality Green Infrastructure. Proposals will be considered against our commitment to strive to limit the increase in global temperatures to 1.5°C.</p>
How can the RLDP support these Issues given increased emphasis in light of Covid-19
The RLDP policy framework will support and enable renewable energy generation and provide opportunities for active travel and integrated sustainable transport solutions.

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

3. RLDP Vision (2018 – 2033)

- 3.1 The Vision clarifies the core purpose of the RLDP and provides a framework for developing the Preferred Strategy and future detailed policies. The Vision set out in the adopted LDP 2011-2021 has been reviewed and updated to take account of the issues, challenges and opportunities facing the County, key elements of the PSB Well-being Plan and draft Community and Corporate Plan⁷ and to reflect the new growth and spatial strategy.

By 2033 Monmouthshire will be a place where:

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

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

⁷ The draft Community and Corporate Plan 2022 sets out the Council's core purpose, principles, and priorities. It was endorsed by [Cabinet on 19th October 2022](#) and a developed version will be reported to Council in January 2023.

4. Replacement LDP Objectives

- 4.1 In order to address the key issues and challenges and deliver the Vision, 17 Objectives have been developed for the RLDP (as set out in Table 4.1). These build upon the Adopted LDP objectives and the well-being objectives set out in the Monmouthshire PSB Well-being Plan. The objectives are kept under review and updated as necessary as part of the continued development of the RLDP evidence base, the latest update relates to minor amendments only. The RLDP will deliver Council's objectives and address the core issues of delivering essential affordable homes at pace and scale, responding to the climate and nature emergency by delivering net zero carbon ready new homes in exemplar places, and ensuring our communities are socially and economically sustainable by attracting and retaining younger people to rebalance our ageing demographic.
- 4.2 The Objectives are sufficiently aspirational yet also achievable within a spatial planning context. As with the RLDP issues, the objectives have been grouped in alignment with the seven well-being goals as set out in the Well-being of Future Generations (Wales) Act 2015, and are aligned with the RLDP issues, the main policy themes identified in Planning Policy Wales (PPW11) and the Monmouthshire PSB Well-being Plan objectives, as set out in Table 1. The objectives are not listed in priority order.

Table 4.1 – RLDP Objectives

RLDP Objective Number	Headline	RLDP Objective	RLDP Issues addressed	Main PPW11 theme	Monmouthshire PSB Well-being Plan objective
A Prosperous Wales (Well-being Goal 1)					
Objective 1	Economic Growth/ Employment*	To support a thriving, well-connected, diverse economy, which provides a range of good quality employment opportunities to enable and encourage indigenous business growth and attract inward investment and competitive innovative businesses in appropriate growth sectors, including through the provision of start-ups and grow on spaces.	1, 2, 3, 4, 5, 6, 7, 24	Productive and enterprising places	Develop opportunities for communities and business to be part of an economically thriving and well-connected county.

RLDP Objective Number	Headline	RLDP Objective	RLDP Issues addressed	Main PPW11 theme	Monmouthshire PSB Well-being Plan objective
Objective 2	Town and Local Centres*	To sustain and enhance the County's market towns of Abergavenny, Caldicot, Chepstow, Monmouth, and local centres of Magor, Raglan and Usk as vibrant and attractive centres serving the needs of their population and those of their surrounding hinterlands, and supporting adaptation to meet the needs of the evolving role of the high street.	8	Active and social places	Develop opportunities for communities and business to be part of an economically thriving and well-connected county.
A Resilient Wales (Well-being Goal 2)					
Objective 3	Green Infrastructure, Biodiversity and Landscape*	To protect, enhance and manage the resilience of Monmouthshire's natural environment, biodiversity and ecosystems and the connectivity between them, while at the same time maximising benefits for the economy, tourism, health and well-being. 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.	11, 12, 35	Distinctive and natural places	Protect and enhance the resilience of our natural environment whilst mitigating and adapting to the impact of climate change.
Objective 4	Flood risk	To ensure that new development takes account of the risk of flooding, both existing and in the future, including the need to avoid inappropriate development in areas that are at risk from flooding or that may increase the risk of flooding elsewhere and the need to design development, including the use of	12, 13	Distinctive and natural places	Protect and enhance the resilience of our natural environment whilst mitigating and adapting to the impact of climate change.

RLDP Objective Number	Headline	RLDP Objective	RLDP Issues addressed	Main PPW11 theme	Monmouthshire PSB Well-being Plan objective
		natural flood management measures to appropriately manage flood risk and surface water run-off.			
Objective 5	Minerals and Waste	To meet the County's regional and local obligations to manage and dispose of its waste and to safeguard and exploit its mineral resource in a sustainable fashion.	14, 15	Productive and enterprising places	Protect and enhance the resilience of our natural environment whilst mitigating and adapting to the impact of climate change.
Objective 6	Land	<p>To promote the efficient use of land, including the need to:</p> <ul style="list-style-type: none"> • maximise opportunities for development on previously developed land, whilst recognising that brownfield opportunities are limited in Monmouthshire. • protect the best and most versatile (BMV) agricultural land whilst at the same time recognising that this will not always be possible given high proportion of BMV land in the County and the limited opportunities for brownfield development. • support the adaptation and re-use of existing sustainably located buildings. 	16, 17	Strategic and spatial choices	Protect and enhance the resilience of our natural environment whilst mitigating and adapting to the impact of climate change.
Objective 7	Natural resources	To promote the efficient use of natural resources including providing increased	14, 15, 31, 37	Productive and	Protect and enhance the resilience of our

RLDP Objective Number	Headline	RLDP Objective	RLDP Issues addressed	Main PPW11 theme	Monmouthshire PSB Well-being Plan objective
		opportunities for water efficiency, energy efficiency, renewable energy, recycling and waste reduction.		enterprising places	natural environment whilst mitigating and adapting to the impact of climate change.
A Healthier Wales (Well-being Goal 3)					
Objective 8	Health and Well-being*	To improve access for all to recreation, sport, leisure activities, open space and the countryside and to enable healthier lifestyles. To support the Health Board to improve health infrastructure to meet community needs.	18, 20, 21, 33, 35	Active and social places	Provide children and young people with the best possible start in life.
A More Equal Wales (Well-being Goal 4)					
Objective 9	Demography*	To increase opportunities for the younger population to both live and work within Monmouthshire, creating a more balanced demography and socially and economically sustainable communities.	2, 3, 4, 5, 24	Active and social places	Respond to the challenges associated with demographic change.
A Wales of Cohesive Communities (Well-being Goal 5)					
Objective 10	Housing*	To provide urgently needed affordable housing within exemplar, mixed, sustainable and well-connected places both for existing and future residents.	23, 25, 26, 27, 28	Active and social places	Respond to the challenges associated with demographic change.
Objective 11	Placemaking	To create exemplar sustainable places through design, layout and mix of uses that enhance the character and identity of Monmouthshire's settlements and landscape; create attractive, safe and	1, 11, 12, 18, 20, 27, 28, 29, 30, 31, 32, 34, 35	Strategic and spatial choices	Respond to the challenges associated with demographic change.

RLDP Objective Number	Headline	RLDP Objective	RLDP Issues addressed	Main PPW11 theme	Monmouthshire PSB Well-being Plan objective
		accessible places to live, work and visit; and promote people's prosperity, health, happiness and well-being.			
Objective 12	Communities	To build sustainable resilient communities where people have good access to employment, shops, housing, public transport, active travel, healthcare, community and cultural facilities.	1, 5, 7, 8, 9, 18, 20, 25, 26, 27, 29, 30, 31, 33, 35	Strategic and spatial choices	Develop opportunities for communities and business to be part of an economically thriving and well-connected county.
Objective 13	Rural Communities	To sustain existing rural communities as far as possible by providing affordable homes and development opportunities of an appropriate scale and location in rural areas in order to assist in building sustainable rural communities and strengthening the rural economy.	6, 7, 20, 22, 26, 29, 30, 34	Productive and enterprising places	Develop opportunities for communities and business to be part of an economically thriving and well-connected county.
Objective 14	Infrastructure*	To ensure that appropriate physical and digital infrastructure (including community and recreational facilities, sewerage, water, transport, schools, health care and broadband etc.) is in place or can be provided to accommodate new development.	12, 19, 20, 31	Productive and enterprising places	Develop opportunities for communities and business to be part of an economically thriving and well-connected county.
Objective 15	Accessibility	To seek to reduce the need to travel by promoting a mix of land use allocations and improved internet connectivity, and where travel is required, to provide opportunities	10, 30, 36	Active and social places	Develop opportunities for communities and business to be part of an economically

RLDP Objective Number	Headline	RLDP Objective	RLDP Issues addressed	Main PPW11 theme	Monmouthshire PSB Well-being Plan objective
		for active travel and integrated sustainable transport above use of the private car.			thriving and well-connected county.
A Wales of Vibrant Culture & Thriving Welsh Language (Well-being Goal 6)					
Objective 16	Culture, Heritage and Welsh Language	To protect and enhance the built environment, culture and heritage of Monmouthshire for the future while maximising benefits for the economy, tourism and social well-being, including supporting and safeguarding the Welsh Language.	9, 32, 33, 34, 35	Distinctive and natural places	Protect and enhance the resilience of our natural environment whilst mitigating and adapting to the impact of climate change.
A Globally Responsible Wales (Well-being Goal 7)					
Objective 17	Climate and Nature Emergency *	To strive to limit the increase in global temperatures to 1.5°C, supporting carbon reduction through a variety of adaptation measures including facilitating resilient ecosystems and nature recovery, the use of renewable energy, net zero ready homes, the design and location of new development, encouraging balanced job and population growth to reduce out-commuting, the provision of broadband connectivity to reduce the need to travel, the provision of ultra-low emission vehicle charging infrastructure to reduce emissions	10, 12, 36, 37, 38	Distinctive and natural places	Protect and enhance the resilience of our natural environment whilst mitigating and adapting to the impact of climate change.

RLDP Objective Number	Headline	RLDP Objective	RLDP Issues addressed	Main PPW11 theme	Monmouthshire PSB Well-being Plan objective
		and improve air quality, and the provision of quality Green Infrastructure.			

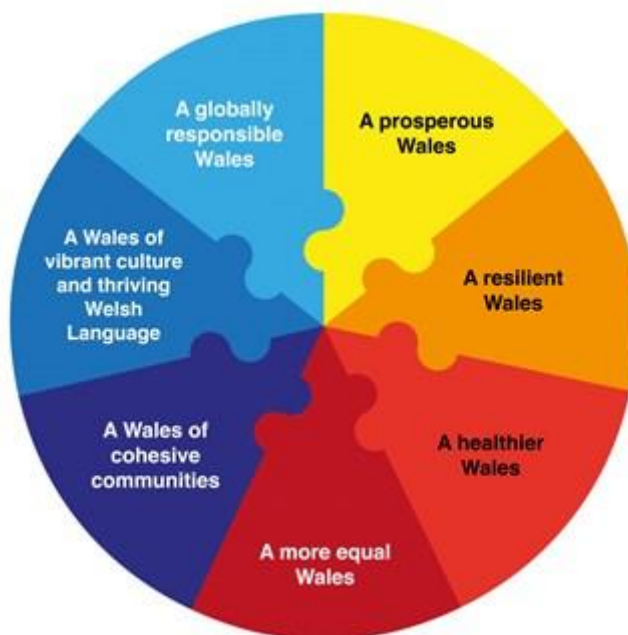
** indicates the Objective has increased emphasis and importance in light of Covid-19*

Table 4.2 – Matrix of RLDP Objectives against the Well-being Goals

		Prosperous Wales	Resilient Wales	Healthier Wales	More equal Wales	Wales of cohesive communities	Wales of vibrant culture and thriving Welsh Language	Globally responsible Wales
1	Economic Growth/Employment							
2	Retail centres							
3	Green Infrastructure, Biodiversity and Landscape							
4	Flood risk							
5	Minerals and Waste							
6	Land							
7	Natural resources							
8	Health and Well-being							
9	Demography							
10	Housing							
11	Placemaking							
12	Communities							
13	Rural Communities							
14	Infrastructure							
15	Accessibility							
16	Culture, Heritage and Welsh Language							
17	Climate Change							

APPENDIX 1

Seven well-being goals of the Well-being of Future Generations (Wales) Act 2015



Goal	Description of the goal
A prosperous Wales	An innovative, productive and low carbon society which recognises the limits of the global environment and therefore uses resources efficiently and proportionately (including acting on climate change); and which develops a skilled and well-educated population in an economy which generates wealth and provides employment opportunities, allowing people to take advantage of the wealth generated through securing decent work
A resilient Wales	A nation which maintains and enhances a biodiverse natural environment with healthy functioning ecosystems that support social, economic and ecological resilience and the capacity to adapt to change (for example climate change).
A healthier Wales	A society in which people's physical and mental well-being is maximised and in which choices and behaviours that benefit future health are understood.
A more equal Wales	A society that enables people to fulfil their potential no matter what their background or circumstances (including their socio economic background and circumstances).
A Wales of cohesive communities	Attractive, viable, safe and well-connected communities.
A Wales of vibrant culture and thriving Welsh language	A society that promotes and protects culture, heritage and the Welsh language, and which encourages people to participate in the arts, and sports and recreation.
A globally responsible Wales	A nation which, when doing anything to improve the economic, social, environmental and cultural well-being of Wales, takes account of whether doing such a thing may make a positive contribution to global well-being.

1. Source: Well-being of Future Generations (Wales) Act 2015

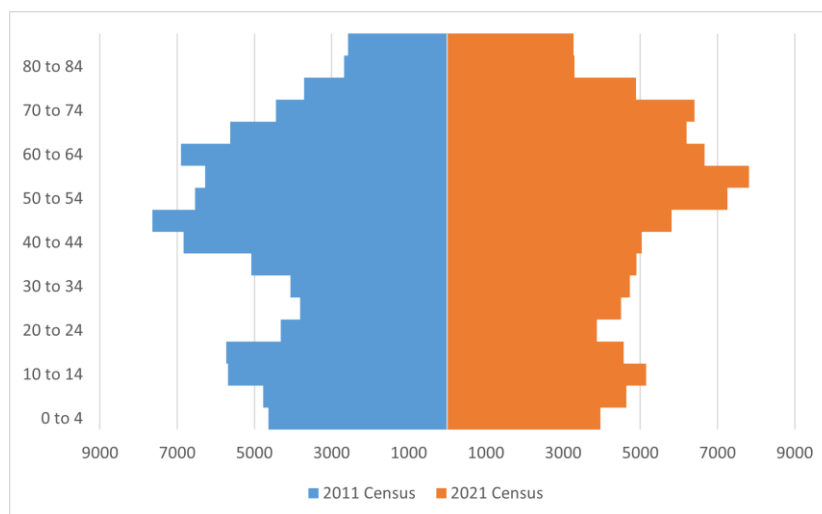
APPENDIX 2

Monmouthshire's Key Issues, Challenges and Opportunities

DEMOGRAPHY

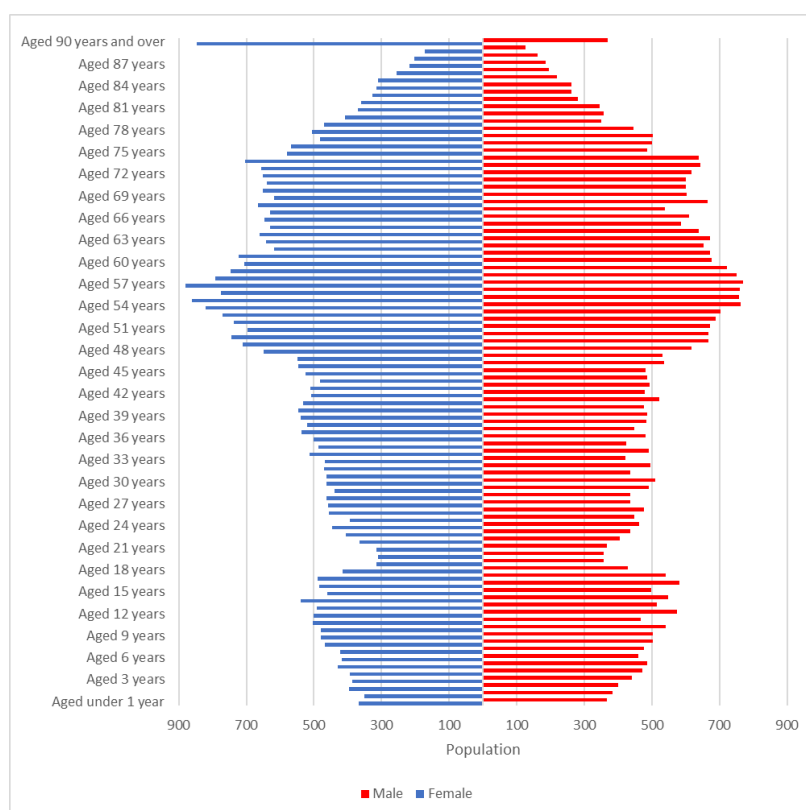
- The resident population of Monmouthshire at the time of the 2021 census was 92,961 (Census 2021), this represented an increase of 1.8% over the level recorded at the time of the 2011 census (91,323). This compares to an increase of 1.4% for Wales as a whole. This growth is being fuelled by in-migration.
- Monmouthshire has a median age of 49 years compared to 34 years in Cardiff, and there is a significantly higher proportion of older age groups (65+) and a lower proportion of young adults (16-44) compared to the Welsh average. The proportion of our population aged 65+ and 85+ is increasing well in excess of the Welsh average. The 2021 Census shows that the population aged 65+ has increased by 26% this compares to a Welsh average of 18%. For the County as a whole, the 2021 Census identifies that nearly 26% of the population is over 65 (compared to 21% in Wales), with 16% under 16 (18% in Wales) and just over 58% in the working age population group (16-64) (61% in Wales). The change in the population profile of Monmouthshire in the past 10 years is shown clearly in the population pyramid below (Figure 1) Figure 2 shows the 2021 Census population structure of Male and Females in Monmouthshire. The continuing trend for an ageing demographic is one of the key issues that Monmouthshire is facing.

Chart 1: Change in Population Profile between the 2011 and 2021 Census



Source: Census 2011 & 2021

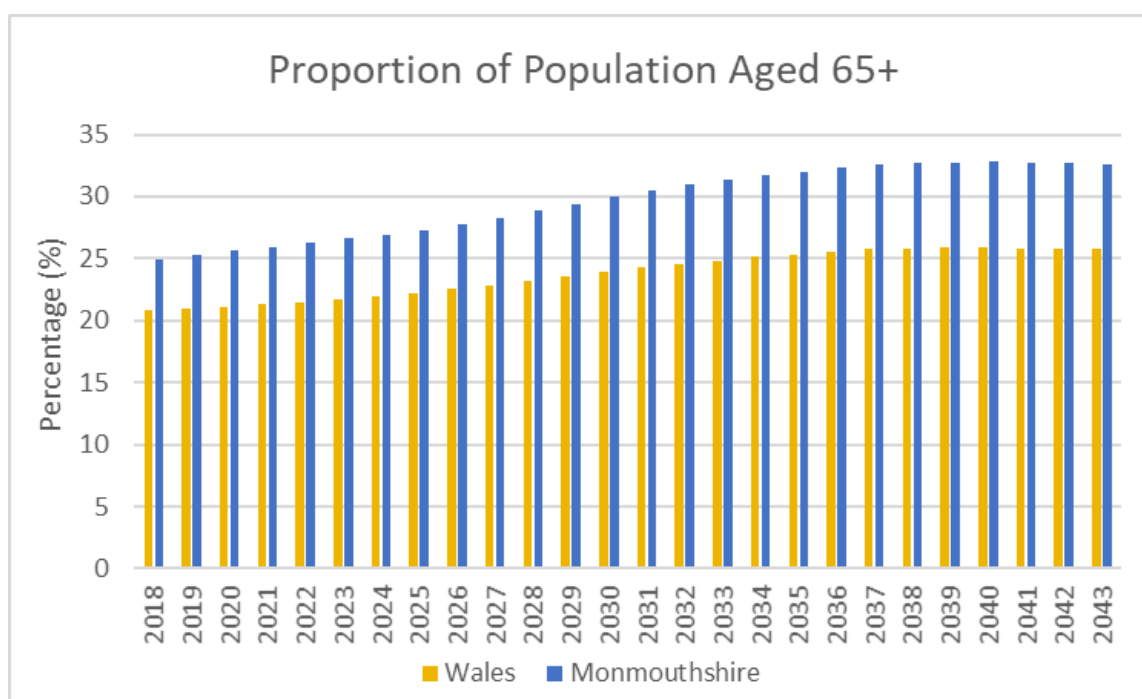
Chart 2: Population Structure 2021 Census - Monmouthshire



Source: Census 2021

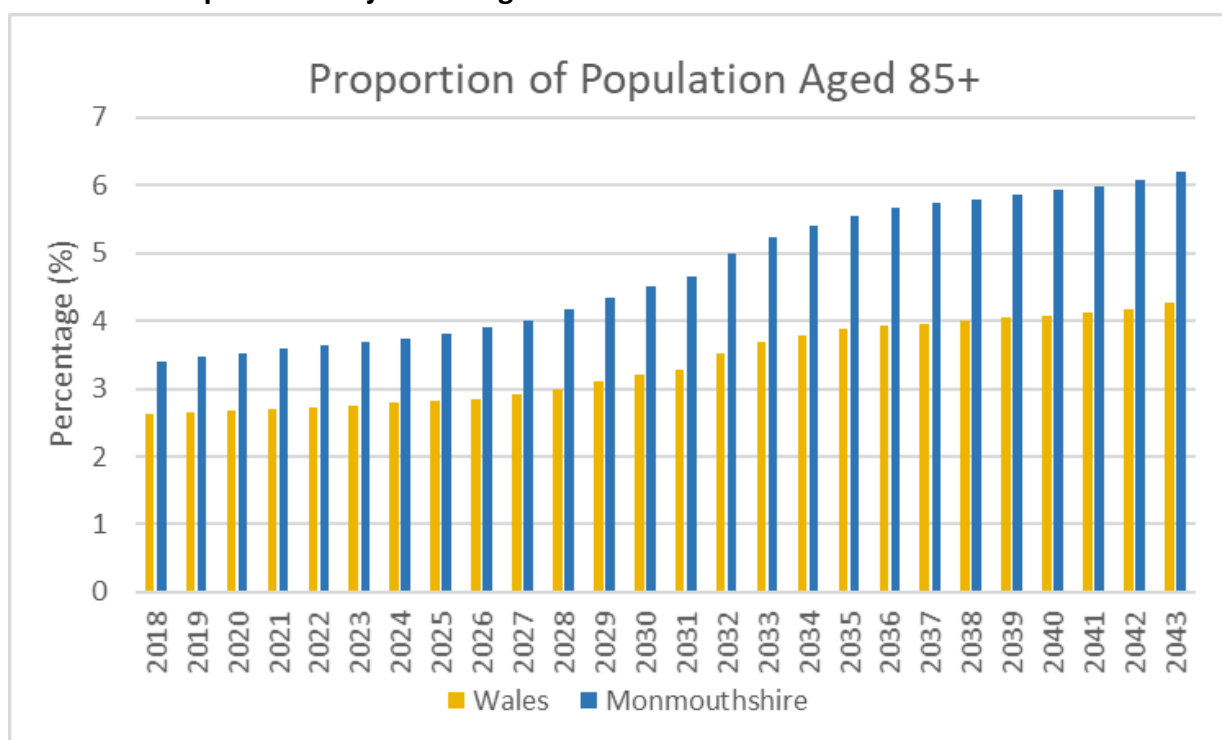
- This trend is projected to continue as shown in the graphs below, utilising the Welsh Government 2018 based population projections.

Chart 3: Population Projections Ages 65+ in Wales and Monmouthshire



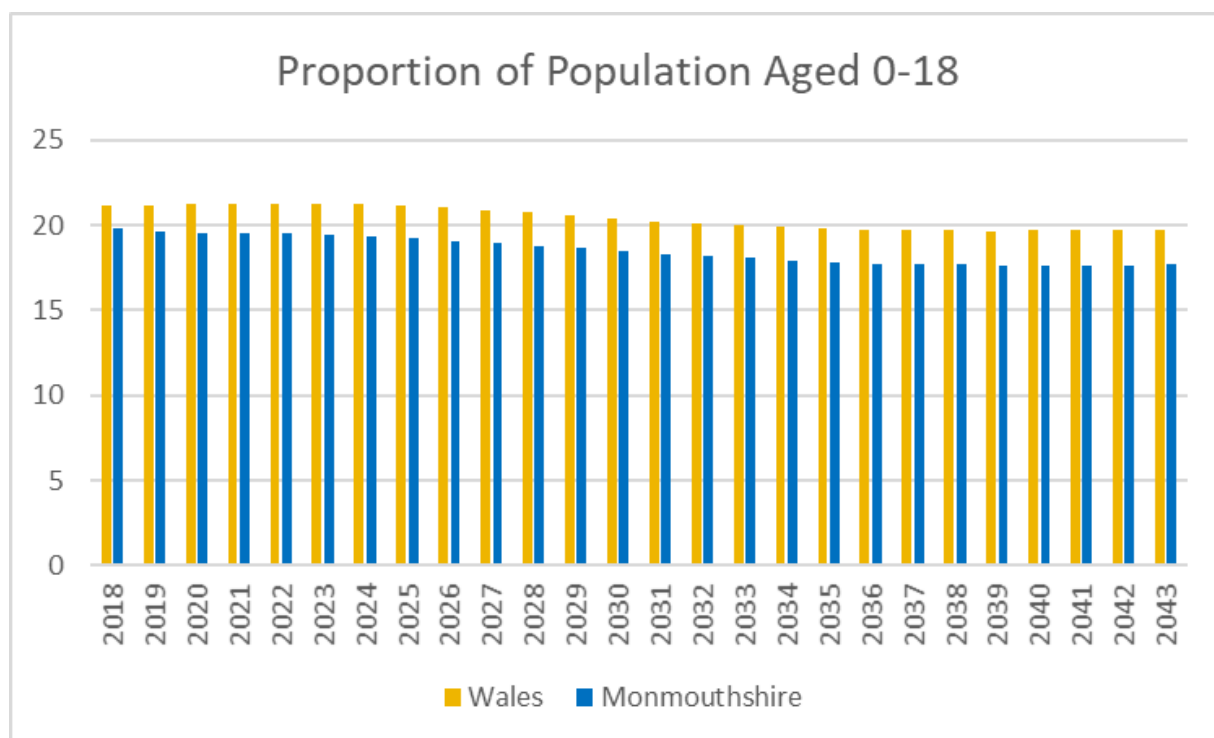
Source: StatsWales

Chart 4: Population Projections Ages 85+ in Wales and Monmouthshire



Source: StatsWales

Chart 5: Population Projections Ages 0-18 in Wales and Monmouthshire



Source: StatsWales

ECONOMY

Employment and Commuting

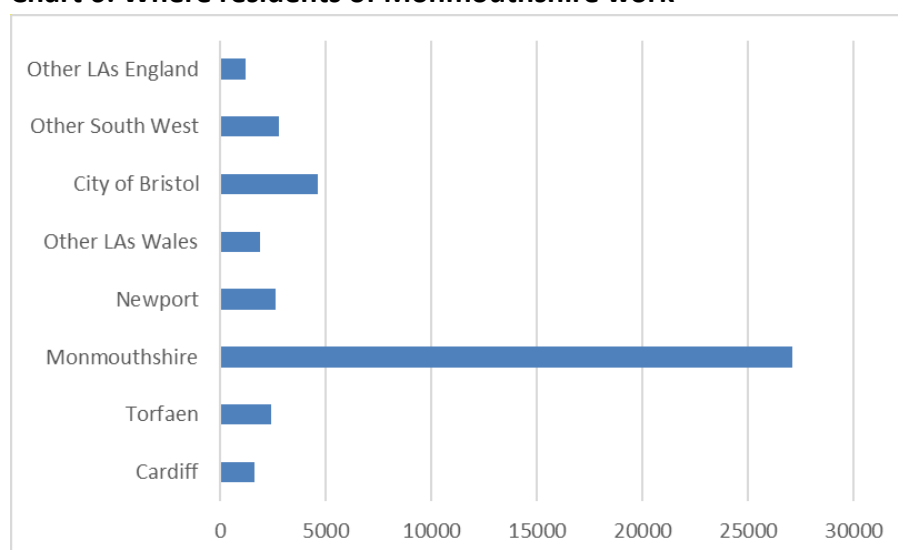
- Nearly 80% (79.7%) of the working-age population were economically active, higher than the figure for Wales (76.5%), with a lower proportion of working age people unemployed (2.9% in Monmouthshire compared to 3.8% in Wales)⁸.
- Table 1 provides a summary of commuting statistics. Monmouthshire has a net out-commute of approximately 2,800 residents. 61% of residents who are employed work within the County. Of those commuting out for employment nearly 27% were commuting to the City of Bristol and a further 23% to other areas in England⁹. Chart 3 and 4, respectively, show where residents in Monmouthshire work compared to the origin of work for those living in the authority.

Table 1: Summary Commuting Statistics 2021

Local Authority Area	Out-Commuters (No.)	In-Commuters (No.)	Live and Work in Area (No.)	Percentage who Live and Work in area as a Percentage of the Total Employed, percent
Blaenau Gwent	14,100	6,000	16,500	53.9
Monmouthshire	17,100	14,300	27,100	61.1
Newport	27,500	31,000	42,000	60.4
Torfaen	18,000	16,600	21,300	54.2

Source: StatsWales (Accessed 14/10/2022)

Chart 6: Where residents of Monmouthshire work

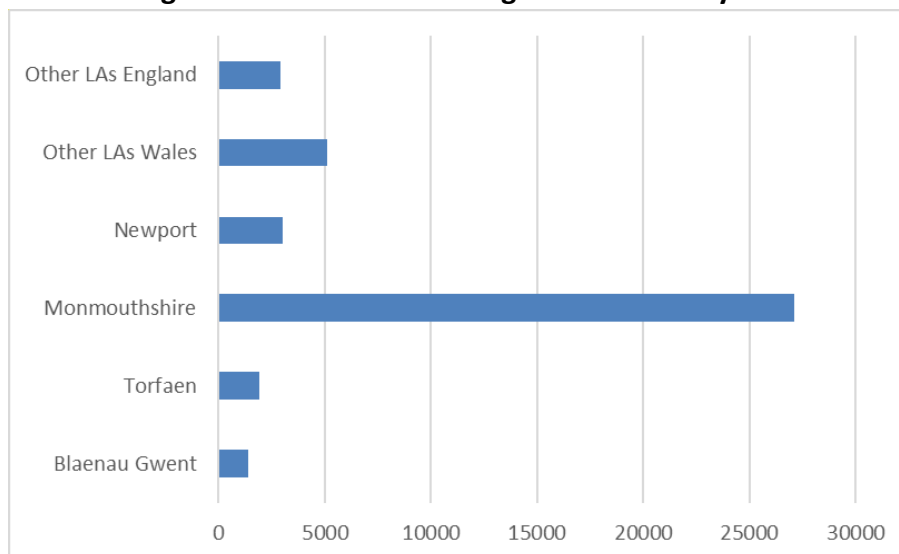


⁸ April 2021 – March 2022 ONS Annual Population Survey

⁹ ONS 2021 Annual Population Survey

Source: StatsWales (Accessed 17/10/2022)

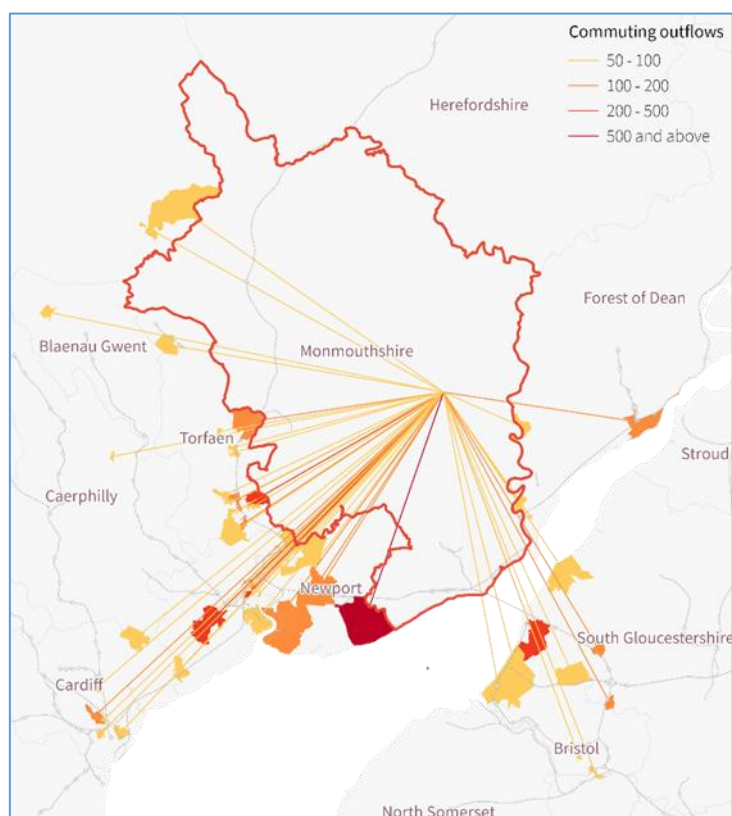
Chart 7: Origin of work for those living in the authority



Source: StatsWales (Accessed 17/10/2022)

- Figure 1 below maps the direction of the most significant commuting outflows from Monmouthshire (50 moves and above) which shows some key employment centres in Cardiff, Newport, Bristol and South Gloucestershire.

Figure 1: Commuting Outflows from Monmouthshire – flows of 50 and above



Source: ONS, Census 2011

- There is a need to provide support for a diverse economy to enable and encourage indigenous business growth and attract inward investment and competitive innovative businesses in appropriate growth sectors to reduce out commuting, retain young people, and increase prosperity.

Occupation and Earnings

- The average (mean) gross annual wage for a full-time worker living in Monmouthshire in 2021 was £39,320, compared to £36,531 in 2011, this compares to £32,693 in Wales for 2021. The median wage at £34,012 is 86.5% of the mean, compared to nearly 88.3% for Wales, this appears to indicate a degree of income inequality in Monmouthshire (there are a small number of high earners with the majority of workers earning less than average). There is also a large degree of inequality between the gross annual wage for a full time worker working in Monmouthshire and a full time worker living in Monmouthshire, with those living in the County earning on average nearly 25% more than those who work in the County, this compares to 2.6% for Wales as a whole. Average gross earnings in Monmouthshire for full time employment decreased by 4.8% between 2020 and 2021 against a Welsh increase of 0.8%. Table 2 highlights that the average gross annual earnings of those living in Monmouthshire continue to exceed those of surrounding local authorities.

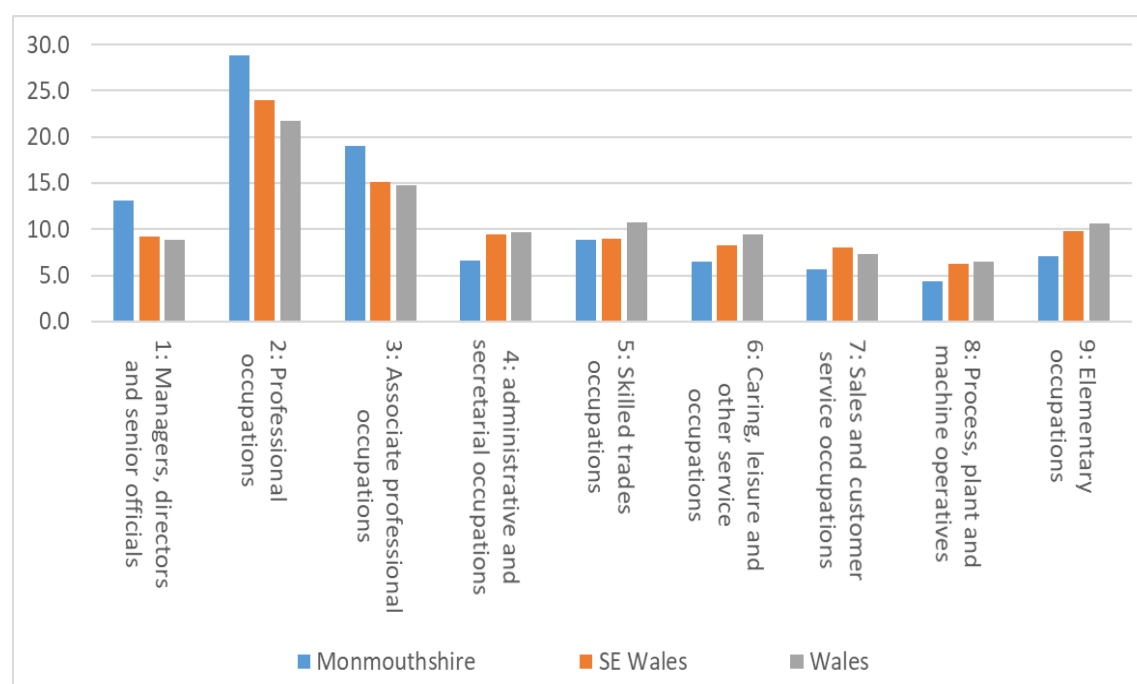
Table 2: Gross Annual Pay for full time employment 2021 (by place of residence)

	No of Jobs (Thousand)	Median income £	Annual % change	Mean income £	Annual % change
Wales	783	28,861	1.2	32,693	0.8
Monmouthshire	24	34,012	-1.2	39,320	-4.8
Newport	41	29,017	-1.8	31,603	-1.8
Torfaen	25	26,454	-9.2	31,749	-5.0
Powys	25	27,414	-3.3	30,675	1.1
Blaenau Gwent	16	27,747	5.9	28,490	-0.1
S Gloucs.	84	31,714	-0.8	35,870	-5.1
Gloucs.	168	31,260	-1.7	36,333	-0.6
Herefordshire	44	29,258	2.8	32,985	0.1

Source: 2021 Annual Survey of Hours and Earnings (ASHE) Nomis (Accessed 14/10/2022)

- There is a dual labour market in Monmouthshire, meaning that the people who live in Monmouthshire have a different profile from those who work in Monmouthshire. The qualifications, skills and earnings of the residents are above the regional and national average, however, for those working in the area earnings are lower and employment is relatively less skilled:
 - The resident profile is markedly skewed towards high-skills/high-earning occupations, as shown in figure 8 below.
 - Residents' earnings are higher than workplace earnings. Residents (and those who can afford to buy a house in Monmouthshire) are likely to be earning their relatively higher wages in higher skills jobs outside Monmouthshire. Wage levels available for local jobs are lower than the average for the UK and Wales.
- The gross annual mean pay for people working in Monmouthshire stood at £32,608 in 2020, compared with £38,600 in the UK and £31,476 in Wales (ONS, ASHE, 2020). There is a large degree of inequality between the gross annual wage for a full time worker working in Monmouthshire and a full time worker living in Monmouthshire, with those living in the County earning on average nearly 25% more than those who work in the County, this compares to 2.6% for Wales as a whole. This coupled with high property prices makes it difficult for young people and future generations to live and work locally. Additional employment opportunities for young people are required to help reduce the numbers of this age group leaving the County.
- Monmouthshire has a higher percentage of its working population in the standard occupation classifications 1 and 2, i.e. managers (13.1%) and professional occupations (28.8%) than the South East Wales area; 9.2% and 24.0% or Wales as a whole; 8.8% and 21.7%. The smallest proportion in Monmouthshire is accounted for by the process, plant and machine operative occupations. This is also the case in both the SE Wales region and Wales as a whole. Figure 8 illustrates the relatively high number of those who are managers, directors and senior officials in Monmouthshire in comparison to SE Wales and Wales as a whole.

Chart 8: %¹⁰ Employment by Standard Occupation Classification 2020 major group (July 2021-June 2022)



Source: ONS annual population survey (Accessed 14/10/2022)

- In comparison to Wales, Table 3 indicates that Monmouthshire has a marginally higher proportion of employee jobs accounted for by part-time employment. The largest proportion of jobs in Monmouthshire are accounted for by the wholesale and retail trade and human health and social work both with 17.6%, compared to 14.0% and 15.6% respectively in Wales as a whole. Human health and social work with 15.6%, is the largest sector for Wales as a whole.

Table 3: Employee Jobs (2021)

	Monmouthshire (employee jobs)	Monmouthshire %	Wales %
Total employee jobs	34,000		
Full-time	22,000	64.7	65.0
Part-time	12,000	35.3	35.0
Employee jobs by industry			
B. Mining and Quarrying	10	0.0	0.2
C. Manufacturing	3,000	8.8	10.9

¹⁰ % is a proportion of all persons in employment

	Monmouthshire (employee jobs)	Monmouthshire %	Wales %
D. Electricity, Gas, Steam and Air Conditioning Supply	10	0.0	0.6
E. Water Supply; Sewerage, Waste Management and Remediation Activities	175	0.5	1.0
F. Construction	2,000	5.9	4.1
G. Wholesale and Retail Trade; Repair of Motor Vehicles and Motorcycles	6,000	17.6	14.0
H. Transportation and Storage	1,250	3.7	3.4
I. Accommodation and Food Service Activities	3,000	8.8	8.1
J. Information and Communication	1,250	3.7	3.0
K. Financial and Insurance Activities	400	1.2	2.6
L. Real Estate Activities	700	2.1	1.4
M. Professional, Scientific and Technical Activities	2,500	7.4	5.6
N. Administrative and Support Service Activities	1,750	5.1	7.7
O. Public Administration and Defence; Compulsory Social Security	2,000	5.9	7.9
P. Education	2,500	7.4	9.1
Q. Human Health and Social Work	6,000	17.6	15.6
R. Arts, Entertainment and Recreation	1,000	2.9	2.5
S. Other Service Activities	600	1.8	1.8

Source: ONS Business Register and Employment Survey – (Accessed 14/10/2022)

- Evidence continues to suggest that the income for economically active women who both live and work within the County is significantly lower than that of men within the same category, as indicated in Table 4.

Table 4: Median Gross Weekly Earnings (2020)

Indicator	Earnings
Monmouthshire – Resident (Male)	£661.70
Great Britain (Male)	£619.00
Monmouthshire – Workplace (Male)	£579.70
Monmouthshire – Resident (Female)	£549.30
Great Britain (Female)	£543.00
Monmouthshire – Workplace (Female)	£568.70

Source: ONS, ASHE

Employment land

- There has been a slow uptake of employment land in the past (2014-15: 0.38ha; 2015-16: 1.13ha; 2016-17: 3.21ha; 2017-18: 5ha; 2018-19: 0.873ha; 2019-20: 3.74ha; 2020-2021: 0.38ha; 2021-2022 0.0555ha; LDP Annual Monitoring Reports 2015-22). There is subsequently a need to consider whether existing available land is suitably located, fit for purpose and readily available to attract appropriate growth sectors.
- There is also a need to consider potential future demand for employment land along with Council aspirations for innovation across Monmouthshire and opportunities associated with growth from both the Cardiff Capital Region and Bristol region. The overarching economic objectives of the Cardiff Capital Region City Deal are to create 25,000 new jobs and leverage £4 billion in private sector investment across the region

Home Working and Digital Connectivity

- Higher levels of those in employment in Monmouthshire work at home compared to the Welsh average i.e. 15% in Monmouthshire compared to the Welsh average of 12% (Census, 2011). Efficient digital infrastructure is essential to support home working and the general connectivity of the County's rural areas and to support economic growth. This could also improve quality of life and reduce commuting.
- There are significant differences in the digital connectivity of Monmouthshire compared to Wales, England and neighbouring authorities. Data on 'ThinkBroadband' suggests that 1.15% of properties (residential and commercial) across England have coverage of 15Mbps or less. This rises to 2.38% in Wales and 8.01% in Monmouthshire. Monmouthshire has a lower proportion of properties covered by >24Mbps (superfast broadband) than England, Wales, Blaenau Gwent, Torfaen and Newport (Source Q2 2022 Data on 'ThinkBroadband', October 2022). There are also differences in digital connectivity throughout the UK. In Quarter 2 of 2022, the mean download speed (Mbit/s) in Monmouthshire was 58.7 compared to 73.3 in Wales and 97.4 in England (ThinkBroadband, October 2022).

Retail and Town Centres

- Vacancy rates in some of the County's town centres have been relatively stable overall since 2012, however, since 2017 Chepstow and Monmouth have seen increases in the

number of vacant units. This is likely to be due to changing shopping habits including internet shopping and economic factors such as high business rates and the cost of living crisis. There is a leakage of expenditure out of the County and a need to protect the County's retail centres from out of town developments. (Monmouthshire Retail Background Paper, 2022; Monmouthshire Retail Expenditure Forecasts Update, 2017).

Tourism

- Tourism plays a significant part in the Monmouthshire economy particularly in assisting in the diversification of the rural economy and in sustaining the County's historic town centres.
- Visitor numbers in Monmouthshire over the 2018-19 period are set out in Table 5 below. Visitor numbers in Monmouthshire saw a 1.1% rise since 2018 when the South East Wales regional number fell by 2.0%. Since 2015, visitor numbers have increased by 4.3%. Staying visitors generate a higher economic impact than day visitors i.e. £185 million compared to £60 million in 2019 (Monmouthshire STEAM Report 2019) highlighting the continued need for visitor accommodation.
- Since 2012 the annual number of staying visitors has increased by 26% and staying visitor days by 30% in comparison to 24% for South East Wales for the same period. The annual number of staying visitors to Monmouthshire was 116,000 more in 2019 than in 2012 (Monmouthshire STEAM Report 2019).
- Day visitors continue to be important to Monmouthshire, with the 1.73 million day visits accounting for 89% of all visits to the County in 2019. Day visits increased by 1.1% from 2018 levels, when visitor days increased by 2.1 on 2018. (Monmouthshire STEAM Report 2019).

Table 5: Monmouthshire Visitor Numbers 2018-19

Visitor Numbers		Serviced	Non-Serviced	SFR	Staying Visitors	Day Visitors	All Visitors
2019 (Millions)	M	0.300	0.114	0.145	0.559	1.725	2.284
2018 (Millions)	M	0.305	0.104	0.145	0.554	1.707	2.260
Change 18/19 (%)	%	-1.7	+9.6	+0.6	+1.0	+1.1	+1.1
Share of Total (%)	%	13.1	5.0	6.4	24.5	75.5	100

Data Source: Monmouthshire STEAM Tourism Economic Impacts 2019 Year in Review Summary

HOUSING

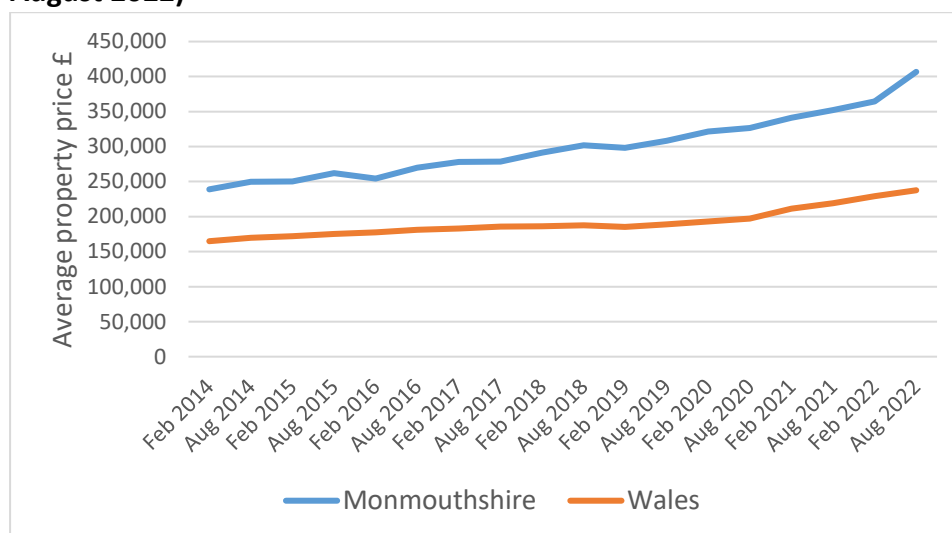
Housing Market and House Prices

- Average house prices in the County are the highest in Wales at £398,859 compared to the Welsh average of £236,439 (Hometrack, November 2022)¹¹. The most

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

significant increases in the County have been experienced in recent years as indicated in Chart 9.

Chart 9: Average property prices in Monmouthshire and Wales (February 2014 – August 2022)



Source: Hometrack (Accessed 09/11/2022)

- House prices are also high in relation to earnings. The lower quartile house price to income ratio in the County is 11:1 (Hometrack, November 2022). This ratio varies across Monmouthshire and is significantly higher in some rural areas, as indicated in Figure 13.

Table 6: Lower Quartile House Price to Income Ratios for a Sample of Rural Wards (November 2022)

Ward	Lower Quartile House Price to Income Ratio
Crucorney	11:1
Llanbadoc	10:1
Raglan	14:1
Mitchel Troy	17:1
Trellech	15:1
St Arvans	11:1
Portskewett	10:1
Devauden	17:1
Llanfoist Fawr	12:1
Llanover	16:1

Source: Hometrack November 2022

- The number of households in affordable housing need (Bands 1-3) currently stands at more than 2,100 (July 2022). There is a pressing need for additional affordable housing in the County in both urban and rural areas to assist in ensuring a more balanced population.
- To address the demographic imbalance in the County and support economic prosperity a range and choice of housing is needed to both meet the needs of an ageing population and to attract and retain the younger age groups.
- There is limited scope for significant or long term expansion of the existing urban areas within the County due to a mix of physical, environmental and policy constraints.

ENVIRONMENT

Green Infrastructure, Biodiversity & Landscape

- Monmouthshire is renowned for its beautiful landscapes and major biodiversity resource that bring wider benefits to the local economy particularly through tourism. Monmouthshire as a whole incorporates parts of the Wye Valley Area of Outstanding Natural Beauty, the Brecon Beacons National Park and the Blaenavon Industrial Landscape World Heritage Site. The best of these assets must be protected, managed and enhanced for future generations.
- There is a need to improve connectivity within the landscape through protecting and improving existing wildlife networks and corridors, including both green and blue infrastructure, and, creating new linkages to allow species to move and adapt to climate change impacts. Green Infrastructure is also beneficial to human well-being.

Flooding

- Parts of the County are vulnerable to flooding. Climate change is likely to increase the risk of flooding, as well as many other risks, so mitigating climate change and building resilience is crucial.

Minerals & Waste

- Monmouthshire has made good progress in the promotion of the recycling and composting of waste, and the elimination of waste to landfill. Monmouthshire also has to make an appropriate contribution to the regional requirement for waste management.
- Mineral extraction plays a limited role in Monmouthshire's economy but there is a need to safeguard the County's resources in order to make an appropriate contribution to the sustainable supply of aggregates to the South Wales economy as a whole.

Air

- While air pollution is not generally a significant problem in Monmouthshire, there are two Air Quality Management Areas in the County at Usk and Chepstow where there is a link between this issue and traffic congestion.

Land

- There are limited opportunities for brownfield development within the County's existing urban areas. The proportion of land area defined as 'built on' stands at 3% in Monmouthshire (Corine Landcover Inventory, 2018).
- Monmouthshire has a significantly high percentage of best and most versatile agricultural land (Grade 1, 2 and 3a) at 69% (Welsh Government – Agricultural Land Classification Maps, November 2017). While there is a need to conserve these resources, there are limited opportunities within the County for brownfield development and development on lower grades of agricultural land (i.e. Grade 3b, 4 and 5).

Climatic Factors

- The volume of traffic in the County has continued to increase, up nearly 19% in the nine years to 2019 (StatsWales, May 2021). There is a pattern of relatively long travel to work distances (as detailed above), high levels of car ownership (45% of households have 2 or more cars (Census 2011)) and reliance on the private car.
- Small Scale and Local Authority wide Renewable Energy schemes are generally supported across Monmouthshire, however, a more proactive approach should be undertaken for schemes of a local authority scale (i.e. 5MW - 25MW).
- On 16th May 2019, Monmouthshire Council supported a motion to declare a climate emergency:
 - That this Council will strive to reduce its own carbon emissions to net zero in line with the Welsh Government target of 2030.
 - That this Council will develop a strategy and associated costed action plans to aim to deliver these targets as soon as practicable.
 - That this Council revise the Corporate plan, Well-being plan, Local Development Plans and other relevant plans and policies in support of above.
 - Publicise this declaration of a climate emergency to residents and businesses in the County and encourage, support and enable them to take their own actions to reduce their carbon emissions in line with a 2030 target.
 - Work with partners across the county and other Councils and organisations to help develop and implement best practice methods in limiting global warming to less than 1.5°C.

HEALTH AND WELL-BEING

Human Health

- While Monmouthshire performs relatively well on indicators relating to health, there is a need to promote opportunities for healthy living particularly in the context of an ageing population.
- While an ageing population brings many opportunities, it also brings challenges and increases in the number of people living with long term conditions can create pressures on existing health care provision.
- On the whole Monmouthshire's residents have good access to public open space, however, there are deficiencies in many of the County's communities in relation to community and recreational facilities. This can lead to rural isolation in certain areas.
- Obesity is a growing problem throughout Wales. Although obesity rates in Monmouthshire are below the Welsh average consideration should be given to promoting healthy lifestyles. Table 7 below sets out key indicators of health related lifestyle which indicates that obesity rates in Monmouthshire are below the Welsh and Aneurin Bevan Health Board figures. However, it should be noted that this is based on a very small sample size and is therefore not entirely representative.

Table 7: Health Related Lifestyle 2020/21

	Monmouthshire %	Aneurin Bevan Health Board %	Wales %
Smoker	9	12	13
E-Cigarette User	4	6	6
Weekly Alcohol Consumption >14 Units	23	16	16
Ate 5 Portions of Fruit & Vegetables	37	24	30
Active <30 Minutes a Week	18	33	30
Overweight or Obese	58	67	62
Obese	21	27	25

Source: National Survey for Wales (Accessed 16/11/2022)

Infrastructure

- Poor access to community facilities and declining local service provision is a particular issue for rural communities.
- The Welsh Index of Multiple Deprivation (WIMD) 2019 geographical access to services domain captures the accessibility of a range of services for households, looking specifically at inaccessibility of services that are considered key to day to day living. Both tangible (inaccessibility to a supermarket) and social deprivation (isolation from community activities) are considered. The WIMD shows that of the 56 lower super output areas (LSOAs) in Monmouthshire, 37 fall within the 50% most deprived, with 29 in the 30% most deprived and 15 in the 10% most deprived. Of the 1909 LSOAs in Wales, the lowest ranks recorded in Monmouthshire for access to services were in Llantillio Crossenny (6), Cruorney (49), Llanover 1 (61), Trellech United 1 (79) and Llanover 2 (80) (StatsWales).
- Limited public transport, particularly in rural areas makes it harder to access jobs, services and facilities, which could be exacerbated by rising fuel prices. There are nevertheless future opportunities for investment in public transport. The Burns Commission and South Wales Metro projects propose public transport improvements in Monmouthshire including increased train service frequency at Abergavenny, Chepstow and Severn Tunnel Junction stations, improved inter-modal connectivity and coordination, streamlined ticketing, improved bus services and a new walkway station at Magor.
- There is a need to ensure that adequate physical and digital infrastructure is provided to support new development. This includes:
 - Broadband infrastructure
 - The provision of sufficient water and sewerage infrastructure
 - Transport infrastructure and active travel to support non-car modes of travel.

CULTURAL HERITAGE

- As detailed in Table 8, Monmouthshire has a significant built heritage resource in terms of scheduled ancient monuments, listed buildings, conservation areas, historic parks and gardens and archaeologically sensitive sites that, together with their settings require protection and enhancement.

Table 8: Monmouthshire's Heritage Assets (number)

	2022
Listed Buildings	2149
Scheduled Ancient Monuments	164
Historic Parks and Gardens	45
Archaeologically Sensitive Areas	10
Landscapes of Outstanding Historic Interest	3

Source: MCC Heritage Team/ Cadw

- There is a need to protect, promote and enhance the best of our landscape and heritage which are an important part of our culture and play a key role in tourism and economic growth, along with providing support for the Welsh Language to ensure it is safeguarded and supported.
- The distinctive settlement pattern of Monmouthshire relates to historic towns and villages and their relationship with the surrounding rural areas. There has nevertheless been substantial suburban expansion in the South of the County, particularly adjacent to the M4 corridor. This area is likely to receive further pressure for growth due to the removal of the Severn Bridge Tolls in 2018 and the ambitions and opportunities associated with the Cardiff Capital Region City Deal and the South East Wales Metro, together with the economic growth of the Bristol/SW region and the opportunities for Monmouthshire as a border county and its location between Bristol and Newport and Cardiff, the 'Great Western Cities'.