

Monmouthshire Replacement Local Development Plan

Summary Preferred Strategy

December 2022



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**Monmouthshire County Council
Replacement Local Development Plan**

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December 2022

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Replacement Local Development Plan Preferred Strategy – Summary

Introduction

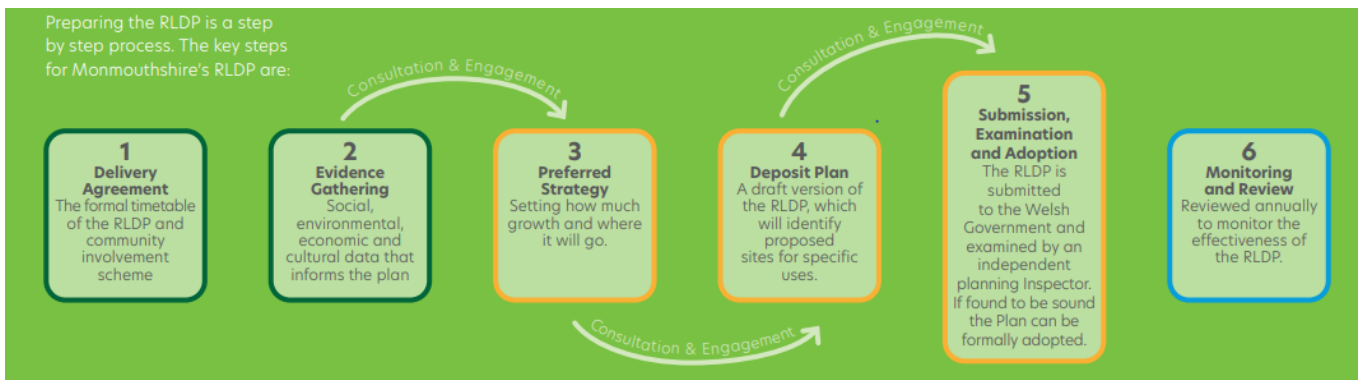
- i. Monmouthshire County Council (MCC) is preparing a Replacement Local Development Plan (RLDP) for the County (excluding the area within the Brecon Beacons National Park), covering the period 2018-2033. When adopted, it will be the statutory land use plan to support delivery of the Council's core purpose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

What is the Preferred Strategy?

- iv. The Preferred Strategy provides the strategic direction for the development and use of land in Monmouthshire (excluding the area within the Brecon Beacons National Park) over the Plan period 2018 to 2033. The Preferred Strategy:
 - identifies key issues, challenges and opportunities for the County (see Section 3 of the Preferred Strategy);
 - develops a vision and objectives for the RLDP that respond to the key issues, challenges and opportunities (see Section 4);
 - sets out the scale of future growth in population, housing and jobs and establish the spatial distribution of growth (see Section 4); and
 - sets out the Preferred Strategic Site Allocations and strategic policies to deliver/implement the strategy (see Section 5).
- v. This document provides a summary version of the Preferred Strategy in an attempt to make the information more accessible to a wider audience. The consultation questions refer to the paragraph numbers in the full version of the Preferred Strategy.
- vi. Figure 1 below shows how the Preferred Strategy fits into the Plan making process.

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

Figure 1: Replacement Local Development Plan Process



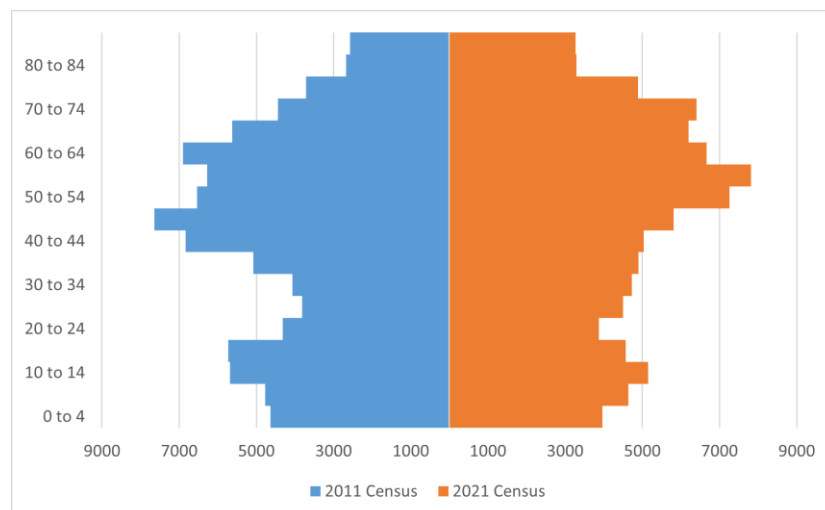
Supporting Documents

- vii. The Preferred Strategy has been subject to an Integrated Sustainability Appraisal (ISA) incorporating Strategic Environmental Assessment (SEA), Well-being of Future Generations Assessment (WBFGA), Health Impact Assessment (HIA), Equality Impact Assessment (EqIA) and Welsh Language Impact Assessment (WLIA). The ISA assesses the extent to which the emerging proposals and policies will help to achieve the wider environmental, economic, social and cultural objectives of the RLDP. The Preferred Strategy has also been subject to a Habitats Regulations Assessment.
- viii. The [Initial Integrated Sustainability Appraisal Report](#) and [Habitats Regulations Assessment of the Preferred Strategy](#) are published alongside the Preferred Strategy. The ISA and HRA are iterative processes and will be updated as the RLDP progresses towards adoption.
- ix. The RLDP will be accompanied by an Infrastructure Plan, setting out what infrastructure is needed to support the development of the allocated sites, and will sit alongside an updated Local Transport Plan and an Economic Development Strategy. Together, these Plans will seek to deliver on the Council's economic ambition and its core purpose of becoming a zero-carbon county, supporting well-being, health and dignity for everyone at every stage of life. The RLDP is based on a wide-ranging [evidence base](#) which can be found on our website.
- x. Section 2 of the Preferred Strategy sets out a profile of Monmouthshire, and Section 3 identifies the issues, challenges and opportunities facing our communities to help inform the Plan priorities and objectives.

Context

- xi. A high level summary of the County's profile (Section 2 of the Preferred Strategy) is provided below. Monmouthshire:
- occupies a strategic location at the gateway to Wales, easily accessible by rail and road from the major centres in South Wales, the South West of England, London and the Midlands;
 - has a land area of approximately 88,000 hectares (880 square kilometres), of which 3% is defined as 'built on'²;
 - has an estimated population of 92,961³ of which:
 - i. 52% live within the four primary settlements of Abergavenny, Caldicot, Chepstow and Monmouth;
 - ii. the median age is 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. The continuing trend for an ageing demographic is one of the key issues that Monmouthshire is facing.

Change in Population Profile between the 2011 and 2021 Census

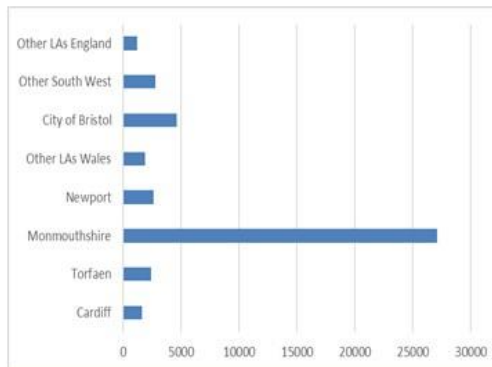


² Corine Landcover Inventory

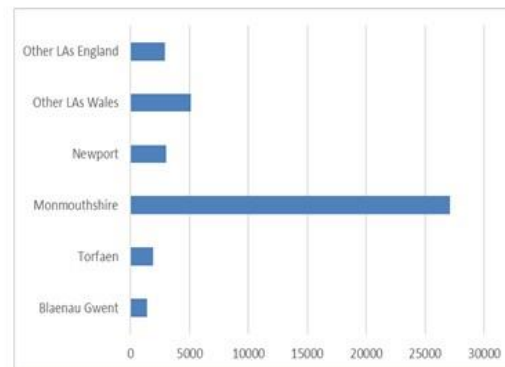
³ 2021 Census

- iii. 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)⁴;
- 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 England⁵:

Where residents of Monmouthshire Work



Where those who work in Monmouthshire live



- has a distinctive identity arising from its location in the borderlands between England and the industrial heartland of South Wales, with historic market towns and a rich built heritage that includes 31 Conservation Areas, 45 Historic Parks and Gardens, three Landscapes of Outstanding Historic Interest, approximately 164 Scheduled Ancient Monuments and 2,149 Listed Buildings;
- has a diverse landscape stretching from the Gwent Levels in the south to the uplands of the Brecon Beacons National Park and Blaenavon Industrial World Heritage Site in the north-west to the Wye Valley Area of Outstanding Natural Beauty in the east;
- is home to significant environmental designations including four Special Areas of Conservation (SACs) (the River Wye, the River Usk, the Wye Valley Woodlands and the Wye Valley Bat Sites), nationally designated Sites of Special Scientific Interest (SSSIs) and non-statutory locally identified Sites of Importance for Nature Conservation (SINCs);
- has a strong core of agri-food, tourism, manufacturing, digital and tech businesses; According to tourism economic indicator STEAM report 2019⁶. (Scarborough Tourism Economic Activity Monitor) data, the tourism sector brought £245m into Monmouthshire in 2019 (latest figures available) and supported the equivalent of 3,119 full-time jobs.

⁴ April 2021 – March 2022 ONS Annual Population Survey

⁵ ONS 2021 Annual Population Survey

⁶ STEAM Trend Report 10-2019

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

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

Key Issues, Challenges and Opportunities

- xiii. The key issues, challenges and opportunities/drivers facing the County (economic, environmental, social and cultural) are set out in the RLDP Issues, Vision and Objectives Paper² (updated December 2022) and in Appendix 4 of the Preferred Strategy. The issues have been grouped to align with the Seven Well-being Goals as set out in the Well-being of Future Generations (Wales) Act 2015 to ensure that they are framed within this context. A high-level summary of the issues is provided below:

Access to housing:

- xiv. 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)⁸. In contrast, median wages are low for those working within the County, with gender inequality evident in median wages. This means a large proportion of younger people cannot afford to buy a home so either leave the County or have to live with their parents or in shared housing for longer. The 2021 Census shows a 14% increase in households with non-dependent children. We have 2,200 households identified as being in need of affordable housing⁹. The unaffordability of housing directly relates to our ageing demographic profile.
- xv. Future Wales 2040 Policy 7 *Delivering Affordable Homes* provides the framework to address this issue through affordable housing led developments. Policy 3 *Supporting Urban Growth and Regeneration - Public Sector Leadership* sets out that Welsh Government will play an active role in the delivery of growth and urban regeneration, working with local authorities to unlock the potential of public land and support local authorities to take an increased development role. These policies have shaped the RLDP requirement for 50% affordable housing provision on new site allocations, as well as influencing the spatial strategy and choice of the preferred direction for strategic sites in each principal town.

An ageing demographic

- xvi. By 2033 we will have more old people living in the County but fewer young people (see para xi above). An older population changes the kind of services our communities will need, but also reduces the economically active population making Monmouthshire a less attractive place for businesses to locate. This impacts on our future economic prospects. The Preferred Strategy seeks to ensure younger people are able to remain in or relocate to the County to live and work.

⁷ The Issues, Vision and Objectives Paper can be viewed via <https://www.monmouthshire.gov.uk/planning-policy/development-of-an-evidence-base/>

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

⁹ MCC Affordable Housing Prospectus 2022

Sustaining rural communities

- xvii. There are challenges of rural isolation and sustaining rural communities, including regenerating the rural economy. The recent pandemic has emphasised the importance of locally accessible services and facilities. Policy 4 *Supporting Rural Communities* and Policy 5 *Supporting the Rural Economy* of Future Wales 2040 provide the policy framework to consider how age-balanced communities can be achieved, where depopulation should be reversed and allowing for sustainable, appropriate and proportionate economic growth. The RLDP will allow for a modest level of growth to main villages to enable the provision of essential affordable homes, as well as supporting rural diversification and sustainable tourism.

The climate and nature emergency

- xviii. The RLDP will enable renewable energy generation and will require net zero carbon ready developments. The Carbon Trust is completing a renewable energy assessment and this will accompany the Deposit Plan. Development will be located to reduce the need to travel and support modal shift in accordance with *Llwybr Newydd – The Wales Transport Strategy 2021*, will be located to avoid flood risk in accordance with national planning policy, and will recognise the role resilient ecosystems can play in tackling carbon emissions and mitigating the impact of climate change. Policies will protect sites designated for biodiversity, habitats and species and require net biodiversity benefit in accordance with Section 6 of the Environment Act.
- xix. Significant investment in Active Travel is ongoing using Welsh Government funding supported by match funding. The [Active Travel Network Maps](#) reflect the June 2021 options for strategic growth around each principal settlement to consider how modal shift and behaviour change can be integrated from the outset. The Council is implementing an ambitious programme of 20mph speed limits beyond and in advance of the legislative change in September 2023. 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.

Water quality

- xx. Following new evidence about the environmental impacts of phosphates in watercourses, Natural Resources Wales (NRW) has adopted tighter targets for river water quality and has assessed the nine riverine Special Areas of Conservation in Wales. Within Monmouthshire, 88% of the River Usk's water bodies and 67% of the River Wye's water bodies failed to meet the required target. NRW has issued [detailed planning guidance](#) to ensure that the environmental capacity of the rivers does not deteriorate any further. A [plan of the affected catchment area of the rivers](#) can be found on the Council's website.
- xxi. A Motion for Rivers and Ocean was declared by Council in March 2022 with an [action plan](#) agreed by Council in September 2022 to outline steps the Council will take to protect our rivers and ocean.

- xxii. The Council is working closely with stakeholders, in particular Dŵr Cymru Welsh Water and Natural Resources Wales, neighbouring Local Authorities, the Wye Nutrient Management Board and the Usk Catchment Partnership, to identify and implement options for delivering improvements in water quality. A deliverable solution has been identified for the upper River Usk catchment to facilitate growth via improvements to the Llanfoist Wastewater Treatment Works. No such strategic solution is currently deliverable for the upper River Wye catchment: consequently, the spatial strategy proposes no new site allocations in this area. This environmental constraint means the Council cannot address its social and economic objectives in the upper River Wye catchment. This is considered further at paragraph xxxvi.

Economic development

- xxiii. A range of suitably located and deliverable employment sites and supportive policies are needed to enable existing businesses to remain and to attract appropriate growth sectors. The potential increase in agile and home working in some sectors affects employment land demand/requirements and location choices and places a greater emphasis on quality of environment than travel distance. This increases Monmouthshire's attractiveness to inward investors.
- xxiv. There are 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. The key strategic themes present opportunities for the RLDP including:
- Connecting the Region: a Digital Strategy to create a smart region, drive innovation and attract private sector partnership and investment, improve connectivity via mobile 5G access and maximise open data.
 - Regeneration and Infrastructure: the Housing and Investment Fund supports the delivery of more homes across the region and will support SMEs with loan development finance and a Customer Build Scheme releasing smaller plots of public sector land;
 - Skills and Employment: the Skills for the Future Project provides careers advice, support for businesses to address barriers of participation and a commitment to support delivery of over 10,000 additional apprenticeships, graduate internships and upskilled employees in the private sector;

- xxv. The Council's Economic Growth and Ambition Statement and Prospectus set out the aspirations to raise the profile of Monmouthshire as a dynamic place to do business, a credible place to invest and an incredible place to live, visit and stay. It recognises that Monmouthshire's economy needs to grow to help build sustainable and resilient communities and sets out the priorities and aims to achieve this vision.

Town centres first

- xxvi. Vacancy rates in some of the County's town centres have increased due to changing shopping habits including internet shopping and economic factors such as high business rates and the cost of living crisis. The RLDP will support a town centre first

approach, will review policies to ensure they suit future High Streets, and will promote connected communities and 20 minute neighbourhoods. The three Preferred Strategic Site Allocations will be supported by active travel improvements to connect them to town centres and public transport hubs.

Landscape, food supply and tourism

- xxvii. The approach to selecting sites for allocation in the Deposit Plan will follow the Site Search Sequence outlined in PPW11, which prioritises the use of suitable and sustainably located previously developed land before considering greenfield sites. However, it is acknowledged that Monmouthshire has few brownfield sites.
- xxviii. A key consideration in assessing the Candidate Sites will be the high percentage of Best and Most Versatile (BMV) agricultural land within Monmouthshire. The Council's anticipated approach to protecting BMV land and minimising loss is set out in Appendix 5 of the Preferred Strategy. All four of our primary settlements are surrounded by BMV agricultural land, so it is not possible to avoid the development of such land via a different spatial strategy.
- xxix. We want to protect the landscapes and heritage that make Monmouthshire a unique and attractive place to live. The RLDP recognises the value and importance of placemaking and the provision of locally accessible open/spaces for health and well-being and recreation.
- xxx. 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. The RLDP will support such development.
- xxxi. Policy 34 of Future Wales 2040 requires the South East Wales Strategic Development Plan (SDP) to identify a green belt to the north of Cardiff, Newport and the eastern part of the region to manage urban form and growth. An indicative plan is provided at page 163 of Future Wales 2040. While the County's main towns are situated outside of Future Wales' indicative green belt, in assessing candidate sites and their relationship to Policy 34 of Future Wales, consideration will be given to paragraph 3.72 of PPW11 which states that a proposed Green Belt designation should have regard to the longer term need for development land, the effects of development pressures in areas beyond the Green Belt and the need to minimise demand for travel. A Green Belt Study has been commissioned on a sub-regional basis to inform the evidence base of RLDPs and the South East Wales SDP.

RLDP Vision (2018-2033)

- xxxii. The Vision clarifies the core purpose of the RLDP and provides a framework for developing the Preferred Strategy and future detailed policies.

By 2033 Monmouthshire will be a place where:

- (1) People are living in sustainable, resilient communities that support the well-being of current and future generations and are more inclusive, equal, safe, cohesive, prosperous, vibrant and balanced demographically. Both urban**

and rural communities are well-connected with better access to local services and facilities, open space and employment opportunities.

- (2) Communities and businesses are part of an economically thriving, ambitious and well-connected County.
- (3) The best of the County's built heritage, countryside, biodiversity, landscape and environmental assets have been protected and enhanced to retain its distinctive character.
- (4) People enjoy healthier, more sustainable lifestyles with improved access to public transport and active travel opportunities and have a minimised impact on the global environment, supporting our ambitions for a zero carbon county.

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

RLDP Objectives (2018-2033): Delivering the Vision

xxxiii.

In order to address the key issues and challenges and deliver the Vision, seventeen Objectives have been developed. The Objectives are sufficiently aspirational yet achievable. They have been grouped to align with the seven well-being goals as set out in the Well-being of Future Generations (Wales) Act 2015: they are not listed in priority order.

Figure 2 – RLDP Objectives

RLDP Objective Number	Headline	RLDP 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.
Objective 2	Town and Local Centres*	To sustain and enhance the County's towns of Abergavenny, Caldicot, Chepstow, Monmouth, and local centres of Magor, Raglan and Usk as vibrant and attractive centres serving the needs of their population and those of their surrounding hinterlands, and supporting adaptation to meet the needs of the evolving role of the high street.
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.
Objective 4	Flood risk	To ensure that new development takes account of the risk of flooding, both existing and in the future, including the need to avoid inappropriate development in areas that are at risk from flooding or that may increase the risk of flooding elsewhere and the need to design development, including the use of natural flood management measures to appropriately manage flood risk and surface water run-off.
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.

RLDP Objective Number	Headline	RLDP Objective
Objective 6	Land	To promote the efficient use of land, including the need to: <ul style="list-style-type: none"> • maximise opportunities for development on previously developed land, whilst recognising that brownfield 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.
Objective 7	Natural resources	To promote the efficient use of natural resources including providing increased opportunities for water efficiency, energy efficiency, renewable energy, recycling and waste reduction.
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.
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.
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
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

RLDP Objective Number	Headline	RLDP 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.
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.
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.
Objective 15	Accessibility	To seek to reduce the need to travel by promoting a mix of land use allocations and improved internet connectivity, and where travel is required, to provide opportunities for active travel and integrated sustainable transport above use of the private car.
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.
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

RLDP Objective Number	Headline	RLDP Objective
		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.

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

Preferred Strategy

- xxxiv. The Preferred Strategy strikes a compromise between achieving our local evidence-based objectives that underpinned the June 2021 Preferred Strategy and the Welsh Government's response that objected to the level of growth proposed at that time. The spatial strategy takes account of the water quality constraint in the upper River Wye catchment.
- xxxv. The Preferred Strategy:
- **Makes provision for approximately 5,400 - 5,940 homes over the Plan period 2018-2033¹⁰** (Strategic Policy S1). This includes approximately 1,580 - 1,850 affordable homes (Strategic Policy S6). As there are currently approximately 3,740 homes in the housing landbank¹¹, **land will be allocated for approximately 1,660 - 2,200 new homes**, including 830 - 1,100 new affordable homes.
 - Sets out the planning policy framework to **enable the provision of approximately 6,240 additional jobs** (Strategic Policy S1) **by allocating sufficient employment land and by including policies to facilitate economic growth** (Strategic Policy S12). The RLDP will be supported by an Economic Development Strategy.
 - **Focuses growth in the County's most sustainable settlements of Abergavenny, Chepstow and Caldicot (including Severnside)** (Strategic Policy S2). Due to the lack of an identified strategic solution to the treatment of phosphates at the Monmouth Wastewater Treatment Works (WwTW) within the Plan period, **no new site allocations are proposed in the primary settlement of Monmouth** or within the upper River Wye catchment area north of Bigsweir Bridge.
 - Identifies **Preferred Strategic Site Allocations** in the primary settlements of Abergavenny, Chepstow and Caldicot (Strategic Policy S7). Other detailed site allocations will be set out in the Deposit RLDP.
 - Limits the impact of climate change by ensuring **new homes are net zero carbon ready and well connected with existing settlements**, providing attractive and accessible places to live and work.
 - **Sets out strategic policies** on a range of topic areas, reflecting the four placemaking themes in Planning Policy Wales (PPW)¹².
- xxxvi. It is recognised that the Preferred Strategy is unable to deliver the Council's objectives, including the delivery of new affordable homes, in those settlements in the phosphate affected upper River Wye catchment. As there are currently no identified strategic solutions to the treatment of water quality in the upper River Wye catchment area

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

¹¹ As the Plan period has already begun (2018) some of the homes in the landbank have been built, are under construction or have planning permission. The landbank figure also takes into account windfall sites and small sites.

¹² PPW edition 11, WG, February 2021.

during the Plan period, this shortcoming is unavoidable. In contrast, strategic solutions are being developed to enable the treatment of phosphates in the River Usk catchment area. This will enable sustainable growth within the most sustainable settlements within the River Usk catchment area over the Plan period. The southern part of the County where the rivers are tidal remain unaffected by this constraint.

xxxvii. If a strategic solution to water quality is secured in the Monmouth Wastewater Treatment Works during the Plan period, then windfall sites within settlement boundaries could be developed. In accordance with the Development Plans Manual, these will be considered as ‘bonus sites’ and will not count towards our housing figures. It is proposed to include the following sites within the settlement boundary for Monmouth:

- Current LDP allocation at Drewen Farm, off Wonastow Road (approximately 110 homes);
- Current LDP allocation at Tudor Road, Wyesham (approximately 35 homes);
- Site with planning permission at Rockfield Road (approximately 130 homes).

The above sites have been unable to proceed at present due to the water quality constraint. In contrast, all other allocated housing sites within the adopted LDP that have not been delivered will be de-allocated.

Preferred Level of Growth and Preferred Spatial Strategy

xxxviii. Strategic Policies S1 and S2 set out the RLDP’s preferred growth strategy and preferred spatial strategy respectively.

Strategic Policy S1 – Preferred Growth Strategy

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

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

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

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

xxxix. The Preferred Growth Strategy is based on a demographic-led scenario with added policy assumptions¹³. It provides a level of growth (homes and jobs) that maximises the extent to which we can address our local evidence-based issues and objectives in the south of the County and River Usk catchment area, including delivery of affordable homes, sustainable economic growth, rebalancing our demography by ensuring that

¹³ Demographic-led option for the LPA area (i.e. excludes the BBNP area within Monmouthshire) using ONS 2020 MYE base and applying assumptions in relation to migration, household membership rates and commuting ratio, as set out in the Housing Background Paper.

young people can choose to live in the County, and responding to the climate and nature emergency, whilst also having regard to Welsh Government officer concerns regarding alignment with Future Wales 2040, and the water quality constraint in the upper River Wye catchment.

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

	Broadstone /Catbrook Brynygwenin Coed y Paen Cross Ash Cuckoo's Row Great Oak Grosmont Gwehelog Llanarth Llanddewi Rhydderch Llandegveth Llandenny Llangwm Llanishen Llansoy Llantilio Crossenny Llantrisant Llanvair Kilgeddin Llanvapley Mitchel Troy Penallt Penpergwm The Bryn The Narth Tredunnock			
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Development boundaries will be defined for Settlement Tiers 1 – 3, within which the principle of development is considered to be acceptable, subject to the detailed policy considerations to be set out in the RLDP.

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

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

- **Acceptable conversions of rural buildings**
- **Sub-division of existing dwellings**
- **Rural Enterprise Dwellings**
- **One Planet Development**
- **Rural diversification and rural enterprise uses**
- **Affordable housing exception sites adjoining settlement boundaries to meet local needs**
- **Gypsy and Traveller Sites**

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

- xi. Policy S2 seeks to focus housing and a commensurate level of employment growth in the primary settlements of Abergavenny (including Llanfoist), Chepstow and Caldicot including the Severnside area. A lower level of growth is proposed in the most sustainable lower tier settlements to deliver much needed rural affordable homes, address rural inequality and rural isolation.
- xli. The exact distribution of development will be identified in the Deposit RLDP. Where growth cannot be met in an individual settlement, it will be directed toward a same tier or higher tier settlement within the same Housing Market Area. Further detail including a map of the Housing Market Areas is provided in the Housing Background Paper. The RLDP will seek to allocate those sites that are the best connected, most sustainable, best deliver placemaking and are least harmful, which will require balanced consideration and trade-offs at Deposit Plan stage. The same approach has been taken in identifying the Preferred Strategic Site Allocations for each primary settlement.
- xlii. The table below (Figure 3) sets out the indicative distribution of the proposed housing growth. A full breakdown of each component is set out in Table 10 of the Housing Background Paper. There are different components that contribute towards the 5,940 homes (5,400 plus 10% flexibility) including homes already built since 2018 (1,579 homes), sites with planning permission that will realistically be built (1,261 homes), small sites and windfalls (900 homes), and new site allocations (2,200 homes).

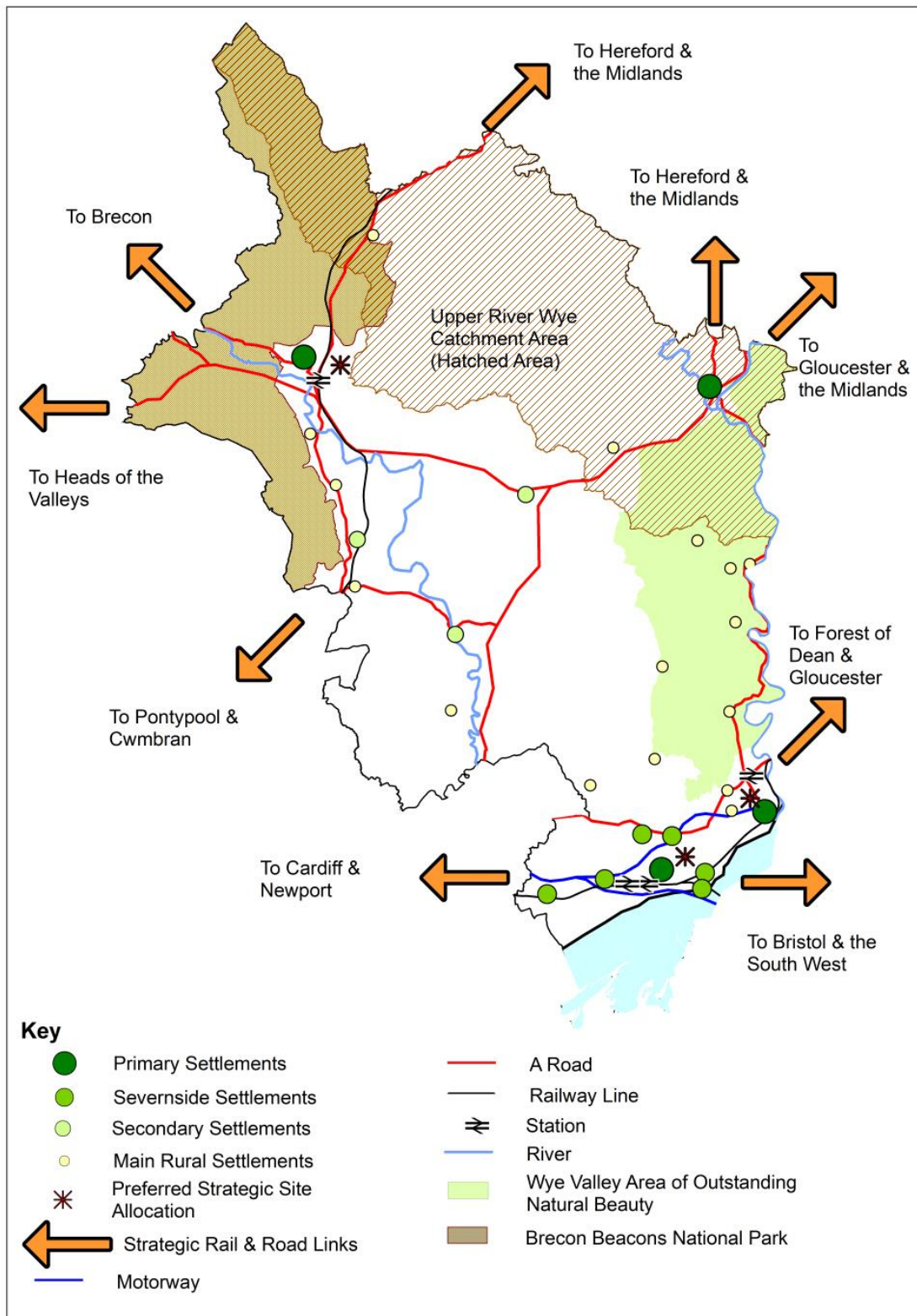
Figure 3: Summary of Indicative Spatial Distribution of Housing Provision*

Settlement	Total Commitments		Preferred Strategy		Total Housing Provision 2018-2033*
	Completions 2018-2021	Existing Commitments	Total Allowances (Small Sites; Windfalls)	RLDP New Housing Allocations (Dwellings)	
Abergavenny (incl. Llanfoist)	426	132	245	600	1,403
Chepstow	192	267	165	145	769
Monmouth (incl. Wyesham)	264	11	0	0	275
Caldicot (incl. Severnside)	466	723	220	1,200	2609
Secondary Settlements	100	45	80	155	380
Rural Settlements	131	83	190	100	504
Total	1,579	1,261	900	2,200	5,940

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

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

Figure 4: Key diagram of the Preferred Strategy



IMPLEMENTATION & DELIVERY - STRATEGIC POLICIES

- xliv. This section sets out the Strategic Policies which form the framework for implementing and delivering the Preferred Strategy as set out in Strategic Policies S1 and S2. The format and structure reflect PPW11's placemaking themes¹⁴ and the overarching aim of delivering sustainable development.

STRATEGIC & SPATIAL CHOICES

- xlv. These policies focus on setting out how Monmouthshire's preferred level and spatial distribution of growth will contribute to supporting sustainable and resilient communities for all. It is important that development contributes to the creation of sustainable places that focus on delivering placemaking and ensuring that Monmouthshire's communities are sustainable in the long-term and are attractive places to live, work and visit.

Sustainable Placemaking & High Quality Design

Strategic Policy S3 – Sustainable Placemaking & High Quality Design
<p>Development will contribute to creating high quality, attractive and sustainable places that support the health and well-being of the community. In order to achieve this, development shall:</p> <ul style="list-style-type: none">i) Incorporate high quality, sustainable, safe and inclusive design that offers ease of access for all and provides connectivity between uses;ii) Incorporate an appropriate mix of uses to minimise the need to travel and to maximise opportunities for active travel and public transport use;iii) Incorporate a Green Infrastructure-led approach that respects local distinctiveness and the character of the site and its surroundings; andiv) Protect and enhance the natural, historic and built environments and show an understanding of how these function together to contribute towards the quality of places.

Climate Change

Strategic Policy S4 – Climate Change
<p>All development proposals will be required to address the causes of, and adapt to the impacts of, climate change. Means of achieving this will include:</p> <ul style="list-style-type: none">i) Avoiding locating development in areas at risk of flooding, or where appropriate, minimising the risk of flooding including the incorporation of measures such as Sustainable Urban Drainage Systems and flood resilient design;

¹⁴ Figure 6 PPW11 – Page 20

- ii) Incorporating low/zero carbon energy requirements by reducing energy demand and promoting energy efficiency;
- iii) Supporting the development of renewable and low/zero carbon energy generation and a presumption against energy generation utilising fossil fuels, fracking and methods that are not low/zero carbon;
- iv) Utilising sustainable construction techniques and local supplies through the adoption of the circular economy principles;
- v) Incorporating water efficiency measures and minimising adverse impacts on water resources and quality;
- vi) Using land efficiently and co-locating uses to minimise the overall need to travel and maximise opportunities for active travel and public transport use;
- vii) Providing ultra-low emission vehicle charging infrastructure to reduce emissions and improve air quality; and
- viii) Supporting the resilience of development through Green Infrastructure solutions including: opportunities for biodiversity and resilient ecosystems, greenspace provision and connectivity, and water resource management.

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

- xlvi. We recognise that the climate emergency and nature emergency are intrinsically linked and that the principles of sustainable development are wide-ranging and include such aspects as transport, green infrastructure, and the natural environment. These principles are dealt with in the Plan’s other Strategic Policies, including S3 – Sustainable Placemaking & High Quality Design, S9– Sustainable Transport and S17 – Green Infrastructure, Landscape and Nature Conservation and are therefore not repeated in this policy. These policies should be considered as a whole.

Infrastructure Provision

Strategic Policy S5 – Infrastructure Provision

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

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

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

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

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

ACTIVE & SOCIAL PLACES

- xlvi. The Active & Social Places theme aims to create well-connected and cohesive communities. The Strategic Policies contained within this section seek to deliver well connected, active and healthy communities that have access to good quality homes, services and community facilities. Detail relating to the required tenure split will be included in the Deposit RLDP based on the most up to date information contained in the Local Housing Market Assessment (LHMA): the current LHMA identifies that 68% of affordable housing need is for social rent, 7% for intermediate rent and 25% for low cost home ownership. An updated LHMA is being prepared using the new Welsh Government template.

Affordable Homes

Strategic Policy S6 – Affordable Homes

The affordable homes target for the Plan period of 2018 – 2033 is 1,580 – 1,850 homes.

The Council is committed to ensuring the delivery of 50% affordable homes on all new site allocations.

Further detail relating to affordable housing thresholds will be included in the Deposit RLDP to reflect the outcomes of the emerging viability work.

Preferred Strategic Site Allocations

Strategic Policy S7 – Preferred Strategic Site Allocations

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

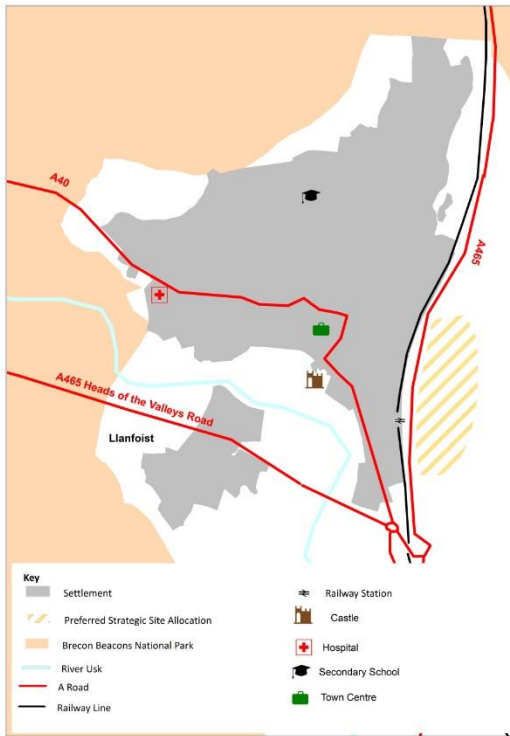
- a) Abergavenny East
- b) Bayfield, Chepstow
- c) Caldicot East

- xlvi. In order to implement the RLDP's Strategy, Preferred Strategic Site Allocations have been identified for the Primary Settlements of Abergavenny, Chepstow and Caldicot. These sites have been selected from a total of 13 strategic growth options located across Abergavenny, Chepstow, Monmouth and Severnside that were previously consulted on in the 2021 Preferred Strategy. Site selection has been informed by the consultation responses received on the 2021 Preferred Strategy. To inform these Preferred Strategic Site Allocations, a high-level assessment has been undertaken to identify those sites which could contribute to delivering the level of growth (housing and jobs) required to deliver the Preferred Strategy. These sites have provided sufficient evidence of viability and deliverability that will be built on as the Plan progresses. Two of the sites, namely Abergavenny East and Caldicot East, are anticipated to provide housing both within and beyond the RLDP plan period.
- xlvii. Following the consultation on the Preferred Strategy the Council will undertake a detailed assessment of all sites to ensure delivery of the Plan's Strategy, including the provision of:
- 50% affordable homes;
 - Net zero carbon ready homes;
 - Necessary supporting infrastructure;

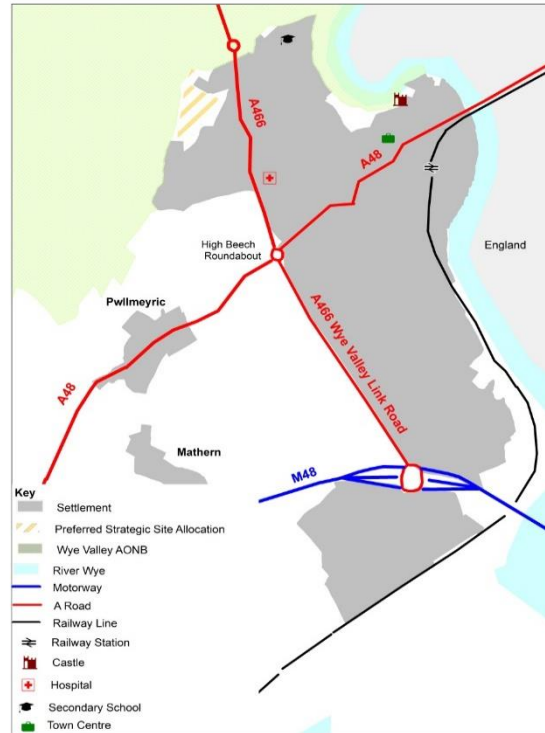
- A masterplanning process to ensure allocations create sustainable, cohesive, well-designed places delivered through a strong placemaking approach; and
- A financial viability assessment to ensure sites are deliverable within the Plan period.

Figure 5: Location of the Preferred Strategic Site Allocations

Abergavenny East



Bayfield Chepstow



Caldicot East

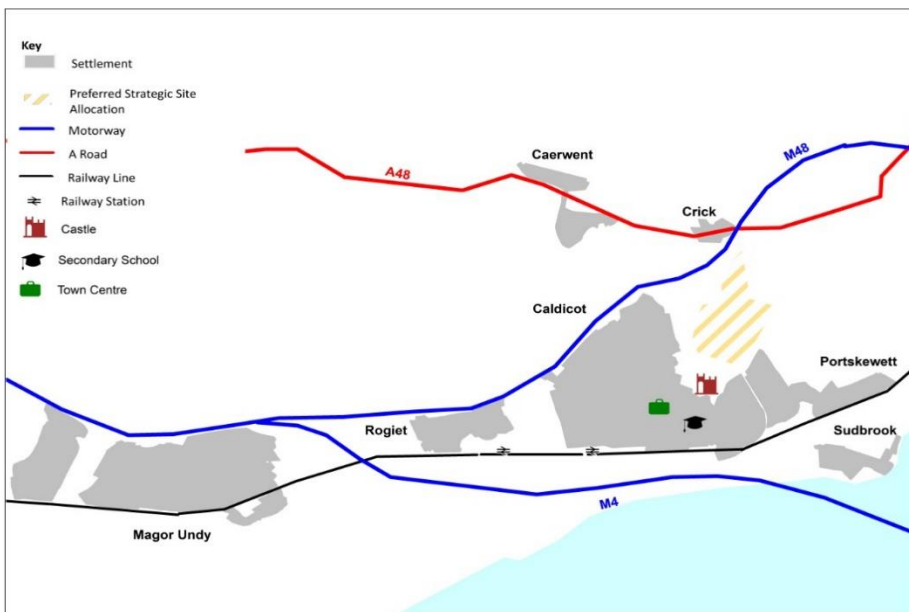


Figure 6: Details of the Preferred Strategic Site Allocations

Site Name	Candidate Site Reference	Size (Ha)	Proposed Use	No. of homes proposed in Candidate Site Submissions	Approximate No. of homes within Plan period
Abergavenny East	CS0213	24.75	Mixed Use: Residential, Employment, Retail, Leisure, Education and Community Use	635	500
Bayfield, Chepstow	CS0098	10.07	Residential	145	145
Caldicot East	CS0087 CS0251	67.67	Mixed Use: Residential, Employment, Retail, Leisure	1460	925

Gypsy and Travellers

Strategic Policy S8 – Gypsy and Travellers

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

- i. An updated Gypsy & Travellers Needs Assessment has been prepared and was submitted to Welsh Government for approval in January 2021¹⁵. This identified a need for nine residential pitches between the period 2020 – 2025 and a further four pitches for the remaining Plan period of 2026 – 2033, giving a total need of 13 pitches until the end of Plan period. The update did not identify a need for a transit pitch: this need is best considered on a regional basis through the SDP process.
- ii. Land will be identified to accommodate unmet Gypsy and Traveller accommodation need in the Deposit Plan. Specific criteria-based policies to assess proposals for Gypsy and Traveller accommodation that come forward during the Plan period will be considered within the Deposit RLDP.

¹⁵ Welsh Government approval is still awaited

Sustainable Transport

Strategic Policy S9 – Sustainable Transport

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

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

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

- lii. The spatial strategy of the RLDP focuses development in our most sustainable settlements of Abergavenny (including Llanfoist), Chepstow and Caldicot including Severnside. This provides opportunities for a reduction in travel and for improving sustainable transport, particularly walking and cycling (active travel) and public transport. In line with the Active Travel Act 2013 and Welsh Government Travel Act Guidance (2021)¹⁶, the Council has produced Active Travel Network Maps (ATMNs)¹⁷, identifying the walking and cycling routes required to create fully integrated networks for walking and cycling.
- liii. The RLDP will promote the concept of the ‘20 minute neighbourhood’¹⁸ whereby new development should be within a 20 minute walking distance of key everyday services, which in turn will promote physical activity and the health and well-being of our residents.

Town, Local and Neighbourhood Centres

Strategic Policy S10– Town, Local and Neighbourhood Centres	
All new or enhanced retail, commercial and social developments, including leisure, cultural and entertainment uses, will be focussed according to the hierarchy defined below. Developments should be consistent in scale and nature with the size and character of the centre and its role in the hierarchy.	
Proposals must maintain or enhance the vibrancy, vitality and attractiveness of the centre. Proposals which would undermine the vibrancy, vitality and attractiveness of the centre will not be permitted.	
Town Centres:	Abergavenny, Caldicot, Chepstow, Monmouth
Local Centres:	Magor, Raglan, Usk
Neighbourhood Centres: <i>(These will be reviewed as part of the Deposit RLDP)</i>	Abergavenny - Hillcrest Road, Rother Avenue, The Mardy Caldicot – West End Chepstow – Bulwark, Thornwell Monmouth – Overmonnow, Wyesham, The Albion

¹⁶ Welsh Government Active Travel Act Guidance (July 2021)
<https://gov.wales/sites/default/files/publications/2022-01/active-travel-act-guidance.pdf>

¹⁷ Monmouthshire’s Active Travel Network Maps can be viewed via
[Proposed Routes for Walking and Cycling - Monmouthshire](#)

¹⁸ Future Generations Commissioner for Wales (2020) Climate Week: How 20-minute neighbourhoods can help us fight the Climate Emergency and save our towns and cities
[Climate Week: How 20-minute neighbourhoods can help us fight the Climate Emergency and save our towns and cities – The Future Generations Commissioner for Wales](#)

- liv. Policy S10 adopts a ‘Town Centre First’ approach in accordance with Future Wales 2040 and PPW11. This puts the health and vibrancy of town centres as the starting point of locational decision-making. It also directs facilities and services to where intended users can easily walk, cycle and/or use public transport to access them. Developments of an appropriate scale within our town and local centres that maintain and/or enhance their vitality, attractiveness and viability will be supported in the RLDP. Inappropriate developments which would undermine the vitality, viability and attractiveness of the County’s town, local and neighbourhood centres such as out of centre retail will be strongly resisted.

Community & Recreation Facilities

Strategic Policy S11 – Community and Recreation Facilities

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

- lv. For the purpose of this policy, community facilities are defined as facilities used by local communities for leisure, social, health, education and cultural purposes and include village halls and shops, schools, GP surgeries / health centres, leisure centres, public houses, places of worship, cemeteries, allotments, community food growing and libraries. Recreation facilities include formal sport, recreation and leisure pursuits such as team games, children’s play facilities, as well as more informal activities such as walking in the countryside.

PRODUCTIVE & ENTERPRISING PLACES

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

Employment Sites Provision

Strategic Policy S12 – Employment Sites Provision

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

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

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

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

- lvii. The Preferred Strategy provides the planning policy framework to enable the provision of 6,240 jobs over the Plan period (416 jobs per annum). This level of job growth aligns with the projected population and housing growth and takes account of adjustments to household membership rates for key younger age groups and a reduced level of commuting by retaining more of the resident workforce.
- lviii. The Council has commissioned an Employment Land Review (ELR)¹⁹ to assess employment forecasts and B-use class land requirements for the Plan period 2018 – 2033. The study recommends a minimum requirement of 38ha of employment land based on past take-up, including a five-year buffer to allow for choice and uncertainty in forecasting. The ELR breaks this down by individual land use types as follows:
- B1: 3.5ha
 - B2: 9.2ha
 - B8: 25.2ha
- lix. Providing for this level of jobs growth is part of a complex picture. A fundamental element will be the provision of a deliverable range of employment land supply, in appropriate locations and in the right quantities to attract new businesses in key growth sectors and enable our existing businesses to grow. Many of the County's businesses are SMEs and may not require new land allocations to grow. Moreover, there is an increased propensity for agile and home working in some sectors over the longer term, meaning demand for physical employment land or space is changing. Community-based remote working hubs support a hybrid way of working from home and remotely at a local hub, reducing the need to travel and supporting small and medium sized enterprises (SMEs) needs which are a key sector in the County.

¹⁹ Employment Land Review (BE Group, October 2022)

Rural Enterprise

Strategic Policy S13 – Rural Enterprise

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

- ix. In allowing for an appropriate amount of diversification and enterprise in rural areas, the Plan seeks to sustain and enhance and, where appropriate, regenerate the County's rural settlements. The 'Monmouthshire 2040: Our Economic Growth and Ambition Statement'²⁰ aims to continue to support and promote rural businesses and services. Building on the work of the EU funded Rural Development Programme²¹, which ceased in September 2022, the Council secured £2.04M funding as part of the UK Government's Community Renewal Fund²² and has been awarded £7.16 million from the [Shared Prosperity Fund](#) over the next three years.

Visitor Economy

Strategic Policy S14 – Visitor Economy

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

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

²⁰ Monmouthshire 2040: Our Economic Growth and Ambition Statement can be viewed via: <https://www.monmouthshire.gov.uk/app/uploads/2020/03/Economic-Growth-and-Ambition-Statement-November-2019.pdf>

²¹ Details of the Rural Development Programme – 2014 – 2020 can be viewed via Monmouthshire's website at [Monmouthshire Business & Enterprise | Rural Innovation | Embracing innovation and enabling big things to happen in South Wales](#) and Welsh Government via <https://businesswales.gov.wales/walesruralnetwork/wrn-support-unit/rural-development-programme-funding>

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

Sustainable Waste Management

Strategic Policy S15 – Sustainable Waste Management

To facilitate the delivery of sustainable management of waste the Plan will:

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

- lxi. Local authorities are required to develop a sustainable approach to the management of waste and promote the waste hierarchy of re-use, recycling, recovery and finally disposal.
- lxii. Technical Advice Note (TAN) 21: Waste notes that many general employment sites and major industrial areas are likely to be suitable locations for waste facilities²³. Details of those employment land allocations considered suitable for waste management facilities will be provided in the Deposit Plan as well as the detailed criteria against which planning applications for waste management facilities will be assessed.

Minerals

Strategic Policy S16 – Minerals

The Council will sustainably manage its mineral resources by:

- i) Safeguarding known / potential land won sand and gravel and crushed rock resources for future possible use;
- ii) Maintaining a minimum 10-year land bank of crushed rock and 7 years land-based sand and gravel reserves throughout the Plan period in line with the requirements of the latest South Wales Regional Aggregates Working Party Regional Technical Statement on Aggregates; and
- iii) Encouraging the efficient and appropriate use of high-quality minerals and maximising the potential for the use of secondary and recycled aggregates as an alternative to primary land won resources.

²³ Paragraph 3.19 of TAN 21: Waste (2014)

- lxiii. PPW11 and Minerals Technical Advice Note 1: Aggregate (2004) (MTAN1) require Local Planning Authorities to make provision for a minimum land bank of 10 years for crushed rock and 7 years for land-based sand and gravel throughout the full 15 years of a development plan period. A revised Regional Technical Statement – 2nd Review for South Wales²⁴ was published in September 2020 and endorsed by the Minister for Energy, Planning and Rural Affairs in March 2021. The total apportionments required for Monmouthshire are zero for land-won sand and gravel and 6.05 million tonnes for crushed rock. These compare with existing landbanks (excluding dormant sites) of zero for sand and gravel, and 11.25 million tonnes for crushed rock (as of 31st December 2016), reflecting the significant unworked permitted reserves of Limestone at the quarry at Ifton. Consequently, no further allocations for future working are required to meet Monmouthshire’s needs. Collaborative working with neighbouring authorities will consider options for satisfying regional apportionments. The latest position will be included in the Deposit Plan.

DISTINCTIVE & NATURAL PLACES

- lxiv. Reflecting the vision, the Distinctive & Natural Places section seeks to protect, enhance and manage Monmouthshire’s Green Infrastructure assets including its natural heritage, high quality open spaces, distinctive landscapes, protected sites, habitats and species and other biodiversity interests and the ecological connectivity between them. This is an essential component of placemaking.

Green Infrastructure, Landscape and Nature Conservation

Strategic Policy S17 – Green Infrastructure, Landscape and Nature Conservation

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

Development proposals must:

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

- (i) Landscape setting and quality of place, by identifying, assessing, protecting and enhancing the distinctive landscape, historical,**

²⁴ Regional Technical Statement – Second Revision main report – Final September 2020 - [1 \(swrapw-wales.org.uk\)](https://www.swrapw-wales.org.uk) & South Wales Appendix B - [1 \(swrapw-wales.org.uk\)](https://www.swrapw-wales.org.uk) & Welsh Government RTS Clarification Letter – 11th November 2021

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

Next Steps

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