

Monmouthshire Replacement Local Development Plan

Sustainable Settlement Appraisal

December 2022



**Monmouthshire County Council
Replacement Local Development Plan**

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Planning Policy Service

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Executive Summary

- i. Reflecting the Plan’s core purpose of becoming a zero-carbon county, supporting well-being, health and dignity for everyone at every stage of life, the purpose of this appraisal is to identify those settlements which are potentially suitable to accommodate future housing and employment growth in terms of their location, role and function. This involves an assessment of the current role and function of settlements, as well as an understanding of the relationships between settlements and their potential future roles.
- ii. Future Wales – the National Plan 2040 is the national development framework, setting the direction for development in Wales to 2040. Future Wales 2040 sets out the following vision for Rural Wales. ‘In rural areas, job opportunities and community services will be supported to help attract and retain people. A balance will be found between development and preserving the character of rural Wales, ensuring our small towns and villages have bright futures as attractive places to live and work. The rural economy will be thriving and communities will be well connected digitally and physically’.
- iii. Future Wales 2040 states that many rural towns and villages are integral to their surrounding areas. Thriving, resilient and sustainable rural settlements are characterised by a rich mix of housing, employment, services, and infrastructure, located in the right places to meet the needs and future aspirations of the population. It goes on to say that the experience of COVID-19 has shown how important such facilities are, and how they help to make rural communities resilient
- iv. The appraisal has analysed a large amount of information to help determine the role and function of settlements within the County and builds on the work undertaken for the Function and Hierarchy of Settlements Study (October 2008) which informed the settlement hierarchy for the adopted LDP.
- v. The work has been undertaken using a scoring system against three principles, based on the regional SEWSPG methodology, with some adjustments to ensure a locally relevant scoring system. The three primary principles used to analyse each settlement are:
 - Principle 1 – The level of sustainable transport and accessibility in and around settlements
 - Principle 2 – The availability of local facilities and services in and around settlements
 - Principle 3 – The level of employment opportunities in and around settlements

- vi. Consideration of each of these principles together with a settlement's population size, has assisted the process of identifying a settlement hierarchy based on this quantitative assessment and can be used as part of the evidence base to inform decisions as to where development should be spatially located in relation to existing settlements to achieve a sustainable pattern of growth.
- v. To supplement the analysis the appraisal has also identified broad geographical clusters of settlements. PPW 11 (para 3.40) states that "*Local service centres, or clusters of smaller settlements where a sustainable functional linkage can be demonstrated, should be designated by local authorities as the preferred locations for most new development including housing and employment provision.*" The cluster analysis recognises the role and function that smaller settlements play within the County.
- vi. The appraisal confirms the dominant role of the towns of Abergavenny, Caldicot, Chepstow and Monmouth. All four towns score highly against the three principles reinforcing their function as service centres for their rural hinterlands. Monmouth, due to its lack of a railway station within the town and the relative distance to access the nearest railway station achieves a lower score against principle 1 than the other towns. However, it achieves a comparably high score against the other two principles. Half of the population of the County live within one of these settlements, benefiting from their accessibility and the range of services and facilities that they offer. The relative self-containment of these settlements compared to other settlements within the County justifies their classification as Primary Settlements which can be maintained and strengthened through future sustainable development.
- vii. In addition to the four Primary Settlements there are two other settlements, Magor Undy and Usk, which also perform well, justifying their position as Secondary Settlements. Whilst not having the full range of facilities offered by the Primary Settlements, they provide services which benefit both their residents and the surrounding rural hinterlands, with Magor Undy in particular benefiting from its location in the M4 corridor and its proximity to sustainable transport modes and to Newport.
- viii. Outside of these two settlements there is a distinct group of other Secondary Settlements. Of these Llanfoist and Rogiet are the higher scoring settlements, with Caerwent, Raglan and Penperlleni also performing well in terms of the appraisal. It is anticipated that whilst these Secondary Settlements do not offer the full range of services and facilities that can be found in the Primary Settlements they would be capable of supporting some additional sustainable growth. The scale of future planned development should reflect their individual role, function and size, acknowledging that these settlements currently provide local services/facilities to meet the needs of their immediate vicinities.
- ix. The cluster analysis recognises that some of the lower tier settlements in the appraisal have a geographical and functional relationship with a Tier 1 settlement in the matrix and so, whilst achieving lower scores, may be capable of supporting some additional future development. The settlements along the M4 corridor in particular exhibit strong geographical and functional relationships with both each other and with the larger settlements in the vicinity. This cluster not only contains the Tier 1 Primary Settlement of Caldicot it also contains the three Tier 2 Secondary Settlements of Magor Undy, Rogiet and Caerwent. It is considered that after the

Primary Settlements of Abergavenny, Chepstow and Monmouth, the Severnside cluster with its good transport links, employment opportunities and range of services offers the most sustainable location for future growth.

- x. Outside of the Primary, Secondary and Severnside settlements there are other settlements in the matrix that will also provide supplementary opportunities for sustainable development; again the scale of development should reflect their individual roles, functions and size. It is recognised, as set out in national planning policy (PPW11), that appropriate levels of development could help maintain the viability of these settlements by providing increased custom for local businesses and also enable small scale employment opportunities to help sustain their populations and attract a more balanced demography.
- xi. The proposed settlement hierarchy for the RLDP is given below, this will be subject to further refinement as the Plan progresses.

Primary Settlements

Abergavenny (including Llanfoist)
Caldicot (including Severnside)
Chepstow
Monmouth (including Wyesham)

Secondary Settlements

Penperlleni
Raglan
Usk

Main Rural Settlements

Devauden	Mathern
Dingestow	Pwllmeyric
Little Mill	Shirenewton Mynydd bach
Llandogo	St Arvans
Llanellen	Tintern
Llangybi	Trellech
Llanover	Werngifford Pandy
Llanvair Discoed	

Minor Rural Settlements

Bettws Newydd	Llangwm
Broadstone/Catbrook	Llanishen
Brynygwenin	Llansoy
Coed y Paen	Llantilio Crossenny
Cross Ash	Llantrisant
Cuckoo's Row	Llanvair Kilgeddin
Great Oak	Llanvapley
Grosmont	Mitchel Troy
Gwehelog	Penallt

Llanarth
Llanddewi Rhydderch
Llandegveth
Llandenny

Penpergwm
The Bryn
The Narth
Tredunnoch

1. Introduction

1.1 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.

2. Purpose of this Appraisal

2.1 Reflecting the Plan's core purpose of becoming a zero-carbon county, supporting well-being, health and dignity for everyone at every stage of life, the purpose of this appraisal is to identify those settlements which are potentially suitable to accommodate future housing and employment growth in terms of their location, role and function. This involves an assessment of the current role and function of settlements, as well as an understanding of the relationship between settlements and their potential future roles.

2.2 A comprehensive range of variables need to be considered as part of this process to assist in establishing a sustainable settlement hierarchy that can inform the RLDP by identifying the most appropriate locations to accommodate future growth in order to achieve a sustainable pattern of growth, minimise unsustainable travel patterns and support local services and facilities. This process is fundamental to achieving the RLDP's vision which is set out in the RLDP Preferred Strategy². This envisions Monmouthshire as a place where people live 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, with both urban and rural communities well-connected with better access to local services and facilities, open space and employment opportunities.

2.3 An assessment of the availability of services and facilities in the towns and villages of Monmouthshire was an important part of the evidence base for the adopted Monmouthshire Local Development Plan (February 2014). The outcome of this assessment was published in the Function and Hierarchy of Settlements Study (October 2008). Understanding the level of services and facilities within settlements and the links between settlements remains important in determining the sustainability of the County's settlements.

2.4 In light of the Covid-19 pandemic we undertook a review of the RLDP Issues, Vision & Objectives in terms of their sensitivity to the consequences of the pandemic. The

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

² <https://www.monmouthshire.gov.uk/planning-policy/plan-preparation/preferred-strategy/>

review concluded that a number of issues and objectives are considered to have increased emphasis and importance, for example the review recognised that the epidemic emphasised the value and importance of place-making and of the provision of locally accessible open/green spaces for health, well-being and recreation. Similarly the role and function of the high street in the local community has been highlighted. Establishing the availability of such services/facilities is an essential element of this Sustainable Settlement Appraisal.

- 2.5 This settlement appraisal will enable settlements to be grouped into different tiers based upon their role and function and will thus help to inform the Plan’s settlement hierarchy. However, it should be noted that the results of this assessment will form part of a larger evidence base and whilst it will give some indication of the relative sustainability of the settlements, there are other criteria that will also need to be taken into consideration. For instance any decisions on whether or not to allocate particular sites for development in the settlements will also depend on such issues as their impact on the physical form of the settlement, landscape setting, agricultural land quality, environmental constraints and infrastructure capacity among other considerations.
- 2.6 This appraisal outlines the sustainable settlement appraisal methodology, its subsequent application and analysis of information to provide conclusions on settlement roles and functions. This will constitute a key part of the evidence base for the RLDP.

3. Context

3.1 Background to Settlements within Monmouthshire

- 3.1.1 Located in South East Wales, Monmouthshire occupies a strategic position between the major centres in South Wales, the South West of England and the Midlands. Monmouthshire covers an area of approximately 88,000 hectares (880 square kilometres), of which 3% is defined as ‘built on’³. Monmouthshire has an estimated population of 92,961⁴, of which around 7% reside within the Brecon Beacons National Park area of the County. The authority is predominantly rural with a mixture of market towns and villages. The County has a rich and diverse landscape stretching from the coastline of the Gwent Levels in the south of the County, to the uplands of the Brecon Beacons in the north-west and the river corridor of the Wye Valley Area of Outstanding Natural Beauty in the east.
- 3.1.2 The County has a distinctive identity arising from its location in the borderlands between England and the industrial heartland of South Wales. An integral element of Monmouthshire’s distinctive settlement pattern arises from its historic market towns and villages and their relationship with the surrounding rural areas. The main settlements are the towns of Abergavenny, Caldicot, Chepstow and Monmouth

³ Corine Landcover Inventory

⁴ 2021 Census

which offer a wide range of opportunities for employment, shopping, community facilities and public transport. Outside of these are the smaller settlements of Usk, Raglan, Penperlleni, Llanfoist and Magor/Undy and a number of smaller rural settlements.

3.2 Policy Context

Future Wales – The National Plan 2040 (February 2021)

3.2.1 Future Wales – the National Plan 2040 is the national development framework, setting the direction for development in Wales to 2040. Future Wales sets out the following vision for Rural Wales. *‘In rural areas, job opportunities and community services will be supported to help attract and retain people. A balance will be found between development and preserving the character of rural Wales, ensuring our small towns and villages have bright futures as attractive places to live and work. The rural economy will be thriving and communities will be well connected digitally and physically’.*

3.2.2 Future Wales states that many rural towns and villages are integral to their surrounding areas. Thriving, resilient and sustainable rural settlements are characterised by a rich mix of housing, employment, services, and infrastructure, located in the right places to meet the needs and future aspirations of the population. It goes on to say that the experience of Covid-19 has shown how important such facilities are, and how they help to make rural communities resilient.

Planning Policy Wales Edition 11 (February 2021)

3.2.3 Planning Policy Wales (PPW, Edition 11, February 2021) sets out the land use planning policies and overarching sustainable development goals for Wales. The Well-being of Future Generations Act places a duty on public bodies to carry out sustainable development, whilst not a new concept for the planning system the concept has been expanded under the Well-being Act and it requires an improvement in the delivery of all four aspects of well-being: social, economic, environmental and cultural. The Well-being Act provides a clear definition of sustainable development and has established seven well-being goals which are intended to shape the work of all public bodies in Wales, these are shown in the diagram 1 below.

3.2.4 PPW 11 states that *“Sustainable Places are the goal of the land use planning system in Wales...all development decisions...should seek to contribute towards the making of sustainable places and improved well-being”* (PPW 11, para 2.2). It goes on to state (as set out in Figure 4: Key Planning Principles – Achieving the Right Development in the Right Place), that the planning system can create and sustain communities by *“...creating well-designed places and cohesive rural and urban communities which can be sustained by ensuring the appropriate balance of uses and density, making places where people want to be and interact with others.”*

Diagram 1: The Well-being of Future Generation's Goals



Source: Planning Policy Wales Edition 11 (February 2021)

- 3.2.5 PPW 11 secures a presumption in favour of sustainable development and considers a Plan-led approach to be the most effective means of securing sustainable development through the planning system. PPW 11 has a strong focus on promoting placemaking, which is considered instrumental to achieving sustainable places, delivering socially inclusive development and promoting more cohesive communities. Placemaking is deemed a holistic approach that “...considers the context, function and relationships between a development site and its wider surroundings” (PPW 11, p.14).
- 3.2.6 To achieve sustainable placemaking PPW 11 states that development plans should:
- identify areas and sites for new development...based not only on the consideration of the needs of existing urban and rural areas but also future relationships between urban settlements and their rural hinterlands, particularly in the light of ensuring strong rural and urban communities, maintaining places which are resilient to the effects of social and economic change and are resilient in the light of the impacts of climate change. (PPW 11, para. 3.41)
 - include a spatial strategy covering the lifetime of the plan which establishes a pattern of development improving social, economic, environmental and cultural well-being. (PPW 11, para. 3.42)
 - prioritise the use of suitable and sustainable previously developed land and/or underutilised sites for all types of development. (PPW 11, para. 3.43)
 - promote viable urban and rural retail and commercial centres as the most sustainable locations to live, work, shop, socialise and conduct business (PPW 11, para. 4.3.3)
 - ensure new development is located and designed in a way which minimises the need to travel, reduces dependency on the private car and enables sustainable access to employment, local services and community facilities. (PPW 11, para. 4.0.3)

- conserve and, where possible, enhance the countryside for the sake of its ecological, geological, physiographic, historical, archaeological, cultural and agricultural value and for its landscape and natural resources...balanced against the economic, social and recreational needs of local communities and visitors. (PPW 11, para. 3.38)
- foster adaptability and resilience for rural places in the face of the considerable challenge of maintaining the vibrancy of communities and availability of services as well as contributing to the Cohesive Communities well-being goal. (PPW 11, para. 3.38)

3.2.7 PPW 11 emphasises the link between the number of homes due to be provided and the expected job opportunities, as well as the location of any new development in relation to existing or planned infrastructure. This is important to minimise the need to travel, reduce private car reliance and increase opportunities for cycling, walking and the use of public transport. Development plans are deemed to “...provide the main means for achieving integration between land use and transport planning” (PPW 11, para. 4.1.5).

3.2.8 At the same time PPW 11 recognises that for most rural areas the opportunities for reducing car use and increasing walking, cycling and use of public transport are more limited than in urban areas. Due to this PPW advises that in rural areas most new development should be located in settlements which have relatively good accessibility by non-car modes when compared to the rural area as a whole. Development in these areas should embrace the national sustainable placemaking outcomes and, where possible, offer good active travel connections to the centres of settlements to reduce the need to travel by car for local journeys. (PPW11, para. 3.39)

3.2.9 Additionally PPW 11 advises that “*Local service centres, or clusters of smaller settlements where a sustainable functional linkage can be demonstrated, should be designated by local authorities as the preferred locations for most new development including housing and employment provision. The approach should be supported by the service delivery plans of local service providers*”. (PPW 11, para. 3.40)

Building Better Places – Placemaking and the Covid-19 Recovery (July 2020)

3.2.10 The Covid-19 pandemic has resulted in many challenges, but it has also resulted in some significant changes in how we operate our daily lives and use the neighbourhood spaces around us. Welsh Government’s Building Better Places Covid-19⁵ recovery policy document recognises this, and the opportunity it has created to continue with some of the shifts in behaviour and the increased importance on placemaking that have been highlighted as a result of Covid-19. The RLDP is

⁵ Building Better Places – Placemaking and the Covid-19 recover – July 2020 can be viewed via: <https://gov.wales/sites/default/files/publications/2020-07/building-better-places-the-planning-system-delivering-resilient-and-brighter-futures.pdf>

recognised as a key mechanism in delivering the planning policy priorities identified in the Building Better Places document to assist in the Covid-19 recovery and maintaining and enabling the sustainable improvements that have arisen from the situation. Examples include greater emphasis on creating neighbourhoods that enable residents to stay and move locally to access most services and amenities through revitalised town centres and the provision of locally accessible green spaces. Similarly, the importance of digital connectivity and necessity to incorporate sufficient infrastructure in developments from the outset has been highlighted, particularly in rural areas.

Technical Advice Note 4 (TAN 4) – Retail and Commercial Development (2016)

- 3.2.11 TAN 4⁶ promotes a ‘town centre first’ approach that recognises retail and commercial centres as diverse, mixed use focal points that should be primary considerations when assessing the most appropriate places for a wide variety of developments. It is emphasised that the *“...co-location of these uses and their high levels of accessibility by a range of transport options make them sustainable locations”* (TAN 4, para.2.1).
- 3.2.12 TAN 4 reiterates the important role that retail and commercial centres play in creating sustainable locations, seeking to ensure they have a positive future. It states that *“...good access to and within, retail and commercial centres is key, both to the vibrancy of those places and to ensure that everyone in society has access to the wide variety of goods and services.”* Furthermore Development Plans should ensure access is sustainable in nature by promoting the ability to *“...walk, cycle or use public transport to get to retail and commercial centres.”* (TAN 4, para.2.7).
- 3.2.13 TAN 4 demonstrates the need to consider retail and commercial centres when considering the sustainability of a location both in terms of their mix of uses and their accessibility. Monmouthshire is predominantly a rural county and some of the more rural settlements have limited or no retail and commercial services serving them. Therefore, as part of the assessment, it is important to take into account the functional linkages between the rural settlements and supporting town centres.

Technical Advice Note 6 (TAN 6) – Planning for Sustainable Rural Communities (2010)

- 3.2.14 TAN 6⁷ develops upon the principles outlined in national planning policy guidance. With regard to informing the location of development TAN 6 advises *“Development plans should set out the spatial vision for rural communities. This should be based on a sound understanding of the functional linkages within the area and the potential for improving the sustainability of the existing settlement pattern. Many rural communities can accommodate development, particularly to meet local needs. New*

⁶ <https://gov.wales/sites/default/files/publications/2018-09/tan4-retail-commercial-development.pdf>

⁷ <https://gov.wales/sites/default/files/publications/2018-09/tan6-sustainable-rural-communities.pdf>

development can help to generate wealth to support local services, ensuring that communities are sustainable in the long term.” (TAN 6, para 2.2.1). In accordance with TAN 6, an audit of rural services and facilities by individual settlement and the consideration of functional linkages within the area has been undertaken to inform the settlement strategy for the RLDP.

Technical Advices Note 18 (TAN 18) – Transport (2007)

- 3.2.15 TAN 18⁸ sets out the Welsh Government’s aim to promote sustainable transport in Wales. The TAN focuses on achieving the Welsh Government’s environmental outcomes in its Environmental Strategy by (TAN 18, para.2.3):
- Promoting resource and travel efficient settlement patterns;
 - Ensuring new development is located where there is, or will be, good access by public transport, walking and cycling thereby minimising the need for travel and fostering social inclusion;
 - Encouraging the location of development near other related uses to encourage multi-purpose trips;
 - Promoting cycling and walking;
 - Supporting the provision of high quality, inclusive public transport; and
 - Ensuring that transport infrastructure or service improvements necessary to serve new development allow existing transport networks to continue to perform their identified functions.
- 3.2.16 TAN 18 (para. 3.4, 2007) goes on to emphasise the need to identify residential sites in accessible areas which have good links to jobs, shops and services by modes other than the car and where public transport services have existing or planned capacity to absorb further development. Based upon this settlement policies should, among other considerations, promote housing development at locations with good access by walking and cycling to primary and secondary schools and public transport stops, and by all modes to employment, further and higher education, services, and require layouts and densities, which maximise the opportunity for residents to walk and cycle to local facilities and public transport stops.
- 3.2.17 This reiterates the importance of sustainable transport when identifying sustainable settlements, as TAN 18 advises sustainable transport is a key element of Development Plans. The theme of sustainable transport and accessibility is given considerable weight in national guidance and places an onus on Local Authorities to prioritise it. It is important to understand the nature of Monmouthshire’s settlements to help inform the development plan strategy and allocate development in appropriate sustainable locations.
- 3.2.18 TAN 18 also acknowledges the difficulties of creating sustainable locations in more rural areas. It notes *“Transport issues in rural areas will vary depending on the relative isolation from major urban centres. Long distance out-commuting from rural*

⁸ <https://gov.wales/sites/default/files/publications/2018-09/tan18-transport.pdf>
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areas raises sustainability issues given the length of the journey and the rural location means that conventional public transport is unlikely to be viable in response. Local authorities should therefore consider whether different policy approaches are required depending on the proximity of rural areas to urban centres. For example, the development plan strategy may require a more decentralised approach to employment location in order to minimise overall private car mileage in an area without strong functional linkages to larger settlements. For a rural area close to a large urban area for example, development serving local needs may be directed to settlements to provide sufficient demand to enable public transport services to extend from the main centre.” (TAN 18, para.3.13, 2007). Therefore, it is important to understand the nature of settlements to help inform the development plan strategy and ensure the sustainable location of development as set out in PPW and TAN 18.

- 3.2.19 In addition to the guidance in the TAN the Transport Act 2000, as amended by the Transport (Wales) Act 2006, requires the Council to produce a Local Transport Plan (LTP) every five years and to keep it under review. A Local Transport Plan will be prepared alongside the RLDP.

Technical Advice Note 20 (TAN 20), Planning and the Welsh Language, 2017

- 3.2.20 TAN 20⁹ provides advice on incorporating the Welsh language in development plans through Sustainability Appraisals, whilst also outlining procedures for windfall development in areas where the language is particularly significant. The TAN stresses the need to assess the potential cumulative effects of development across the Plan area; specifically how the strategy and policies are likely to impact on use of the Welsh language and the sustainability of communities. The spatial distribution of new development and infrastructure can be used as a strategic means of supporting the language based on the findings of the Sustainability Appraisal.
- 3.2.21 PPW 11 also highlights the importance of considering the likely effects of development plans on the use of the Welsh language. In order to achieve this it recommends “...a broad distribution and phasing of development that takes into account the ability of the area or community to accommodate development without adversely impacting use of the Welsh language” (PPW 11, para 3.26) is required. Monmouthshire has a relatively low percentage of its population who have skills in Welsh. At the time of the 2011 Census only 11.5% of the population said that they could read, write or speak Welsh. Any impacts on the Welsh language will be addressed in the Integrated Sustainability Appraisal of the RLDP.

Active Travel (Wales) Act 2013

- 3.2.22 The Active Travel (Wales) Act aims to make active travel the most attractive option for shorter everyday journeys (journeys to work, school, to access shops or services, etc. i.e. not purely recreational). This Act states that “Its purpose is to enable more

⁹ <https://gov.wales/sites/default/files/publications/2018-09/tan20-welsh-language.pdf>

people to undertake active travel, meaning more people can enjoy the benefits of active travel. We want to encourage people to leave their cars behind and use active travel where it is suitable for them to do so.” The priority for the ‘reduction in the need to travel’ and a shift away from the private car for travel is reflected in the Welsh Government’s Future Wales: The National Plan 2040 and Llwybr Newydd – The Wales Transport Strategy 2021. Enabling more people to undertake active travel will mean more people can enjoy the health benefits of active travel, help reduce greenhouse emissions, tackle poverty and disadvantage and help our economy to grow.

- 3.2.23 The Act makes provision for the mapping of active travel routes and related facilities in connection with Active Travel Network Maps (ATNMs). It also requires local authorities in Wales to deliver year on year improvements in active travel routes and facilities to enhance opportunities for pedestrians and cyclists to make meaningful journeys without relying on the car. It requires highways authorities in Wales to make enhancements to routes and facilities for pedestrians and cyclists in all new road schemes and to have regard to the needs of walkers and cyclists in a range of other highway authority functions. It also requires the Welsh Ministers and local authorities to promote active travel journeys in exercising their functions under this Act. The principles of Active Travel are found throughout PPW 11, which stresses the need for the planning system to create an environment and infrastructure for people to walk and cycle.
- 3.2.24 In line with the Active Travel Act 2013 and Welsh Government Travel Act Guidance (2021)¹⁰, Monmouthshire has prepared a series of ATNMs which set out the Council’s plans for improving active travel routes in and around 7 settlements over the next 15 years. This includes the settlements of Abergavenny, Caldicot (including Rogiet and Portskewett), Chepstow, Magor Undy, Monmouth, Gilwern and Usk. However, there are existing active travel routes in smaller settlements which will need to be taken account of in this assessment.
- 3.2.25 The ATNMs produced show proposed future networks of key walking and cycling routes. Where some or part of the routes are already up to standard, these are referred to as existing routes. The maps also include key cycling and walking corridors called “primary routes” where it is thought that improvements to these routes would yield the greatest number of people converting to Active Travel. Each year, Welsh Government allows a Local Authority three strategic bids to be submitted for consideration to develop the Active Travel network for those routes identified on the ATNMs. In 2021, Monmouthshire was successful in three bids: Caldicot, Monmouth and Abergavenny. It is expected that these schemes will be completed in the next two years.
- 3.2.26 The planning system has a key role to play in facilitating active travel by considering the inter-relationships of settlements, directing growth towards sustainable areas

¹⁰ Welsh Government Active Travel Act Guidance (July 2021)
<https://gov.wales/sites/default/files/publications/2022-01/active-travel-act-guidance.pdf>

and delivering new developments that promote active travel journeys through sustainable design. Equally, the needs of pedestrians and cyclists are to be considered in all new road schemes and other highway authority functions. Increasing rates of active travel in Monmouthshire will directly support the achievement of the seven wellbeing goals in the Well-being of Future Generations (Wales) Act 2015

Development Plans Manual Edition 3 (March 2020)

- 3.2.27 The Development Plans Manual¹¹ states that Local Planning Authorities should undertake a settlement assessment to inform decisions regarding where development should be spatially located to achieve a sustainable pattern of growth, minimise unsustainable patterns regarding the movement of people and support local services and facilities. The assessment should not be confined to the geographical boundaries of the LPA administrative boundary but take account of the relationship settlements have with neighbouring areas. The range of topics to be considered as part of the settlement assessment is highlighted in diagram 2.
- 3.2.28 The Manual requires Local Planning Authorities to formulate a methodology for assessing the role and function of settlements which must be clearly set out in the evidence base. It should be transparent regarding how settlements are being assessed, the key assessment components and how this has been applied in a consistent manner across the area. This assessment should form the basis for the settlement hierarchy, identifying which settlements are most sustainable and have capacity to deliver growth.

¹¹ <https://gov.wales/sites/default/files/publications/2020-03/development-plans-manual-edition-3-march-2020.pdf>

Diagram 2: Settlement Assessment



Source: Development Plans Manual Edition 3 (March 2020)

4. Methodology

4.1 The methodology used for this Sustainable Settlement Appraisal is based on the proposed approach set out in the draft South East Wales Strategic Planning Group (SEWSPG) Pathfinder Group Sustainable Settlement Appraisal Paper (SSAP) and has regard to the Development Plans Manual. The SSAP seeks to set out a common methodology for sustainable settlement appraisals to be used across the South East Wales region. It is therefore sensible to broadly base the methodology for Monmouthshire on this approach for regional consistency. However, it is equally important for any methodology to take local considerations into account by ensuring the scoring matrix is relevant to Monmouthshire as a predominantly rural county, some of the elements of the methodology have therefore been adapted. If the proposed regional methodology were to be strictly adhered to, the settlement scores/weighting would be disproportionately low in Monmouthshire and skew the assessment. The application of a more flexible scoring approach to that proposed in the regional methodology is, therefore, considered necessary to take account of Monmouthshire's rural character. The differences between this and the SEWSPG methodology are set out and explained in Appendix 1.

Sustainable Settlement Appraisal Principles and Scoring Methodology

4.2 This section sets out the methodology used to assess a settlement's sustainability. A total of 55 settlements have been included in the appraisal. The settlements surveyed are those listed in Strategic Policy S1 of the current adopted Local Development Plan (2011-2021).

Settlements

Abergavenny	Llandegveth	Penallt
Bettws Newydd	Llandenny	Penpergwm
Broadstone/Catbrook	Llandogo	Penperlleni
Brynygwenin	Llanellen	Portskewett
Caldicot	Llanfoist	Pwllmeyric
Caerwent	Llangwm	Raglan
Chepstow	Llangybi	Rogiet
Coed-y-Paen	Llanishen	Shirenewton/Mynyddbach
Crick	Llanover	St Arvans
Cross Ash	Llansoy	Sudbrook
Cuckoo's Row	Llantilio Crossenny	The Narth
Devauden	Llantrisant	The Bryn
Dingestow	Llanvair Discoed	Tintern
Great Oak	Llanvair Kilgeddin	Tredunnoch
Grosmont	Llanvapley	Trellech
Gwehelog	Magor/Undy	Werngifford/Pandy
Little Mill	Mathern	Usk
Llanarth	Mitchel Troy	
Llanddewi Rhydderch	Monmouth	

4.3 In order to effectively assess the role and function of each individual settlement an audit of existing services and facilities was undertaken within each settlement during October 2022. This audit was based on the 3 principles set out below.

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

4.4 The assessment involved a combination of desk top survey work and site visits conducted by Planning Policy officers. The desk top study, using existing data such as the location of village halls, doctor's surgeries, post offices, playing fields, public rights of way, active travel routes, bus stops and employment opportunities, was used to establish a baseline of the facilities and services within the settlements.

4.5 Once the baseline was established, where necessary, a settlement was visited and surveyed by Planning Policy officers and the presence of individual services/facilities

checked and recorded. Where possible, the information has been quality assured by the individual Town/Community Councils in which the settlements are located.

- 4.6 Each settlement was then assessed against a scoring system and ranked according to its overall score. This ranking provides an initial quantitative sustainability assessment which is limited to the measurable factors identified. This enables the identification of broad groupings of settlements with similar roles and functions.
- 4.7 There is also the potential to consider clusters of smaller settlements outside of the larger settlements which due to their population size and close geographical and functional links with the larger settlements recognises their sustainable location in terms of proximity to transport connections, employment and amenities. At the same time recognising that these settlements are smaller in scale and any proposed development should reflect this. The criteria used to identify settlements with the potential to form a cluster is discussed further below.

Scoring System

- 4.8 The scoring system is based upon the three principles set out above.

Principle 1: Sustainable Transport and Accessibility

- 4.9 Principle 1 focuses on sustainable transport and accessibility on the basis that its provision reduces the need to travel by car and enables access to a wider range of amenities by sustainable transport modes¹². Settlements that are well connected via multi-modal forms of transport help increase the propensity for use of sustainable transport options for local residents to access a range of facilities including employment, health care, education and retail. In order to measure Principle 1, the following factors have been assessed:

- The presence of Active Travel Routes within the Settlement¹³
- Walking or cycling distance to a higher order settlement via an active travel route.¹⁴
- The frequency of public transport services within/ in proximity to a settlement¹⁵.
- Distance to a rail station. The distance is measured from a central address point within a settlement to the nearest rail station via the road network.
- A settlement's proximity to a strategic highway network¹⁶. There must be a clear link to the network from the settlement. The distance is measured from a central

¹² As stated at para 3.39 PPW11 (February 2021) recognises that in predominantly rural authorities such as Monmouthshire the opportunity to reduce car usage is limited but that some settlements will have good accessibility by non-car modes in comparison to the rural area as a whole.

¹³ These are based on the Active Travel Network Maps produced by the Council and agreed by the Welsh Government as referred to in para 3.2.24 of this paper.

¹⁴ An active travel route in this instance is taken to be current footpaths and cycle routes between settlements.

¹⁵ The assessment takes into account the Grass Routes bus service as well as commercially operated services as many of the County's rural settlements, particularly in the north of the County, rely on this service

¹⁶ Criterion a. and b. of Policy MV9 – The Road Hierarchy of the adopted LDP detail those Strategic and County routes which comprise the strategic highway network for the purposes of this appraisal.

address point within a settlement to the nearest point that a strategic highway can be joined.

Table 1: Scoring System for Sustainable Transport and Accessibility

Active Travel	
Presence of Active Travel Routes within the Settlement¹⁷	
Several Routes	10 points
One Route	5 points
No Routes	0 points
Walking distance to a higher order settlement via active travel route¹⁸	
1.5 miles	1 point
Cycling distance to a higher order settlement via active travel route¹⁹	
3.0 miles	1 point
Bus Services	
Bus stop	1 point
'Turn up and go' provision, frequency of approximately every 10 minutes	10 points
Medium frequency of service between 11 -30 minutes.	5 points
Low frequency of service between 31-60 minutes.	3 points
Daily frequency- less than hourly (at least one morning and one late afternoon service to a main centre).	2 points
Grass Routes Service	1 point
No Service	0 points
Rail Services²⁰	
Train station in Settlement	10 points
Less than 5 miles	5 points
Between 5 miles to 10 miles	1 point
Greater than 10 miles	0 points
Road Services	
Proximity to a strategic highway network²¹	
Less than 5 miles	5 points
Between 5 miles to 10 miles	1 point
Greater than 10 miles	0 points

- 4.10 It is important that a settlement has good accessibility to services and facilities helping communities to meet many of their everyday needs. Good access to sustainable travel modes provides choice to the user and can reduce reliance on private cars for travel. Access to active travel routes and public transport also tackles an element of social exclusion enabling individuals who cannot drive or afford a car

¹⁷ These are based on the Active Travel Network Maps produced by the Council as referred to in para 3.2.24 of this paper.

¹⁸ As defined in the adopted LDP Strategic Policy S1 – The Spatial Distribution of New Housing Provision

¹⁹ As defined in the adopted LDP Strategic Policy S1 – The Spatial Distribution of New Housing Provision

²⁰ This is a measurement from the centre point of the settlement to the nearest railway station via the road network

²¹ This is a measurement from the centre point of the settlement to the nearest strategic highway network as identified in LDP Policy MV9 – The Road Hierarchy via the local road network.

access to essential services and facilities. The presence of an active travel route within a settlement or between settlements helps to identify scope for meaningful walking and cycle journeys. The matrix scoring for this Principle is weighted accordingly to best capture the most sustainable transport options in the first instance, akin to the sustainable transport hierarchy. This will indicate which settlements have the opportunity to be more sustainable than others due to their higher level of accessibility. Settlements that score well in this category have great potential to promote more active lifestyles, combat social isolation and provide close linkages to the key places (i.e. employment, education or recreation) residents will need to travel to.

- 4.11 Whilst already important there is an increased emphasis on active travel options due to the growth in agile/home working during the covid-19 pandemic, with a Welsh Government target of 30% of the workforce to work remotely on a regular basis.²² Welsh Government's Building Better Places document acknowledges this behavioural shift of increased cycling and walking activity and working from home patterns and sets out the planning framework to maximise opportunities from this positive transport modal shift kickstarted by the Covid-19 pandemic.
- 4.12 In Monmouthshire, as the definition of settlements for which ATNMs are produced are those that had a population of over 2,000 at the time of the 2001 Census, only the main settlements have been mapped. These maps have been used to define the presence of existing active travel routes within these settlements whilst existing public rights of way and cycle routes have been used to establish the connectivity between settlements.
- 4.13 In terms of the average distances people are willing to walk or cycle to access everyday services, the Statutory Guidance for the Delivery of the Active Travel (Wales) Act 2013 says in section 2.3.3 that *"The integrated network will only need to stretch as far as people are willing to make journeys. Based on studies of travel patterns and commuting, most people prefer their regular journeys to be less than 45 minutes. This time period equates approximately to up to three miles by foot and ten miles by bicycle, assuming a person of average fitness and depending on factors such as gradient and terrain"*. In terms of the average distances considered within this appraisal these distances are interpreted as the maximum distance a person would be expected to travel.
- 4.14 When considering Monmouthshire's ATNMs, these include proposed cycle routes from Gilwern to Abergavenny (5.3 miles from Gilwern Library to Abergavenny rail station) and Chepstow to Caldicot (6-7 miles), both included following consultation comments. There is also clear evidence of pedestrian travel between Rogiet and Caldicot (2 miles from Severn Tunnel Junction station to Caldicot Cross) and an identified need to secure provision of a cycle footpath between Rogiet and Undy (also about 2 miles). Walking and cycling statistics for England from 2016 suggest average trip lengths of 3.5 miles for cycling and 0.8 miles for walking. Given that there

²² Smarter Working: a Remote Working Strategy for Wales, Welsh Government (2022)
Monmouthshire Replacement Local Development Plan
Sustainable Settlement Appraisal (December 2022)

does not appear to be a definitive distance that people are willing to travel to access services this appraisal has used a conservative distance of 1.5 miles for walking and 3 miles for cycling.

- 4.15 Public transport services can complement active travel routes if they are well located, reliable and regular enough to effectively serve the local community. Bus services represent an important mode of public transport within Monmouthshire. The scoring system recognises five categories of bus services including the Grass Routes service as many of the County's rural settlements, particularly in the north of the County, rely on this service. This service is a Community Transport scheme which offers a 'ring and request' service for all residents who register. Whilst not as extensive as traditional bus operations it is considered that this flexible on demand service provides an important contribution towards rural accessibility in Monmouthshire. It must be stressed that bus routes and services are subject to regular change and therefore this indicator is based on a snapshot of current provision.
- 4.16 The scoring system also recognises distances to rail services, unlike bus services, few of the County's settlements benefit from a railway station. There are currently four rail stations located at Chepstow, Caldicot, Severn Tunnel Junction and Abergavenny and access to these, preferably by sustainable transport means, is important in accessing the wider region. With the exception of Caldicot all of these stations make provision for parking to allow for multi-modal trips, with both Chepstow and Abergavenny providing for bus-rail interconnectivity as well. The appraisal has also taken account of access to railway stations outside of the administrative boundary if these are closer to a settlement, for example the railway station at New Inn in Torfaen.
- 4.17 Monmouthshire is predominantly a rural County and as set out in Future Wales: The National Plan Policy 5, it is recognised that there are significant disparities between urban areas with regard to the feasibility of delivering effective public transport systems and active travel routes. 'A rural location within the proximity of major urban areas experiences different issues compared with a more isolated rural location. It may not be appropriate for policies to be applied to both types of location equally.' Travel by the car in some rural areas of Monmouthshire therefore may be the only realistic mode of travel.
- 4.18 The final consideration under this principle, therefore, is the proximity to a strategic highway network as this is important in the rural context and reflects the inter-connectedness of each settlement by road. Even though it is important to consider multi-modal forms of transport when assessing overall settlement accessibility, this particular aspect of the matrix has a lower weighting to ensure there is not undue emphasis on private car reliance. Instead, these links are to be seen as complementary to the more sustainable forms of transport already considered. A strategic highway for the purposes of this appraisal are those listed in criteria a. and b. of Policy MV9 – The Road Hierarchy of the adopted LDP. This helps in the

assessment of the links between residential areas, employment centres and other areas both within and outside the immediate boundary of the County.

Principle 2: Availability of Facilities and Services

- 4.19 Principle 2 considers the ability of a settlement to provide for the daily needs of residents by assessing the availability of services and facilities by quantity and variety, including digital connectivity. The extent and range of retail, community and service facilities within a settlement is a good indication of its socio-economic and amenity-based sustainability. All facilities and services are important to differing degrees, although significant clusters have a strong bearing on the position of settlements within a hierarchy. Ultimately, settlements that contain all of the facilities that communities require on a regular basis have a stronger community role than settlements where people have to travel elsewhere to meet their needs. Digital connectivity is becoming increasingly important to consider both in the context of wider settlement connectivity and the fact that Monmouthshire has higher levels of those in employment who work at home (15.5%) compared to the Welsh average (10.4%)²³. Cultural and technological improvements and recent changes in working practices during the Covid-19 pandemic, mean that these proportions are likely to have increased since 2011.
- 4.20 The availability of facilities and services within a settlement impacts on the need for residents of a settlement to travel to access facilities/services and gives an indication as to whether the current provision of facilities/services can support its current and future population. The concept of the '20 minute neighbourhood' whereby all people live within a 20 minute walking distance of key everyday services is a recent key recommendation of Welsh Government Policy and is set out in the Future Generations Report Recommendations²⁴, this further emphasises the importance of local services and facilities to our communities. In order to assess Principle 2, each settlement has been analysed in terms of the range of services and facilities on offer. These include those given in the table below:

Table 2: Scoring System for Availability of Facilities and Services

Service/Facility	Score
Presence of Retail Centre within or near Settlement	
Town Centre ²⁵	20 points
Local Centre ²⁶	10 points
Neighbourhood Centre ²⁷	5 points
Proximity to a Town or Local centre²⁸	
Less than 5 miles	2 points

²³ 2011 Census

²⁴ <https://www.futuregenerations.wales/wp-content/uploads/2020/06/Welsh-Government-Recommendations.pdf>

²⁵ As defined in the adopted LDP Policy S6 – Retail Hierarchy

²⁶ As defined in the adopted LDP Policy S6 – Retail Hierarchy

²⁷ As defined in the adopted LDP Policy S6 – Retail Hierarchy

²⁸ This is a measurement from the centre point of the settlement to the nearest retail centre via the local road network.

Service/Facility	Score
Between 5 miles to 10 miles	1 point
Greater than 10 miles	0 points
Regular Needs	more than 3 of each service/facility = 3 points 2 to 3 of each service/facility = 2 points 1 of each service/facility = 1 point
Convenience Store	
Other non-food Shop	
Post Office	
Bank	
Petrol Filling Station	
Community Facilities	
Public Hall (including village hall & church hall)	
Library	
Place of Worship	
Publicly Accessible Open Space	
Sports Ground (pitch available)	
Child's Play Area	
Youth Club (including scout & guide groups)	
Medical Facilities	
Hospital	
GP Surgery	
Pharmacy	
Dentist	
Education Facilities	
Nursery School/Playgroup/Toddler Group	
Primary School	
Secondary School/Further Education College	
Cafes, Bars, Pubs, Restaurants & Takeaways	
Public House	
Tea/coffee Shop/café/restaurant/takeaway	
Broadband Connection²⁹	
Broadband Connectivity	5 points
No Broadband Connectivity	0 points
Broadband Performance	
High median download speed of >30 Mb/s	2 points
Moderate median download speed of between 10-30 Mb/s	1 point
Low median download speed of <10 Mb/s	0 points
Broadband Coverage	
<25% of premises unable to receive 30M bit/s	2 points
25%-75 % of premises unable to receive 30 Mbit/s	1 point
>75% of premises unable to receive 30 Mbit/s	0 points

²⁹ Average fixed-line broadband coverage and performance by output area, 2018 data released by Ofcom. Accessed 26.01.21 <https://data.ofcom.gov.uk/dataset/broadband-speed/>

4.21 The existence of these services within or in close proximity to settlements can significantly reduce commuting distances associated with a range of important daily activities, thereby reducing the need and likelihood of travelling by private car. Furthermore, sustainable settlements or clusters of settlements around larger settlements should offer a reasonable range of key services and facilities, albeit there is no certainty that these local services and facilities are taken up by local residents. The Covid-19 pandemic further emphasised the value and importance to our communities of place-making and of the provision of locally accessible services for everyday needs and open/green spaces for health and well-being and recreation.

Principle 3: Employment Opportunities

4.22 Principle 3 relates to the location of employment opportunities in or around a settlement. This gives an indication of the economic sustainability of an area, including the ability/potential to reduce the need to travel to work. In order to assess Principle 3, as well as taking account of protected and identified employment sites as listed in Policies SAE1 and SAE2 of the adopted LDP, consideration has been given to the presence of an employment use/opportunity within the current settlement boundary, or in close proximity to a settlement. For the purposes of this appraisal only traditional B1/B2 uses have been looked at as it is difficult to establish whether other uses, such as village shops, are staffed by paid employees or volunteers.

Table 3: Scoring System for Employment Opportunities

Employment Opportunity	
Protected Employment Site within settlement ³⁰	20 points
Identified Business/Industrial Sites or Mixed-Use Sites within settlement ³¹	20 points
Other Employment Opportunity (B1/B2 use) within settlement	10 point
Proximity to Protected/Identified Employment Site if not within the settlement³²	
Less than 5 miles	10 points
Between 5 miles to 10 miles	5 points
Greater than 10 miles	0 points

4.23 Local employment opportunities provide a positive indicator of vibrant sustainable communities. Whilst it is recognised that there is no certainty that local residents will be employed in these, it is nevertheless important that these opportunities exist to promote sustainable travel patterns. In light of the Covid-19 pandemic working patterns have changed with an increase in the number of people working from home. It is likely that the increased propensity for home and remote working will be a longer-term trend. Building Better Places acknowledges that this trend is likely to continue longer term, with Welsh Government ambition being for 30% of the workforce to work remotely on a regular basis³³. This change in working patterns will

³⁰ As defined in the adopted LDP Strategic Policy SAE2 – Protected Employment Sites.

³¹ As defined in the adopted LDP Strategic Policy SAE1 – Identified Industrial and Business Sites.

³² The distance is measured from a central address point within a settlement to the centre of the nearest employment site via the road network.

³³ Smarter working: a remote working strategy for Wales [HTML] | GOV.WALES

provide residents with the flexibility to both live and work in the County whilst also achieving the Welsh Government and Council's aim of reducing the need for commuting. Such a change in working patterns will help to reduce congestion and pollution and improve the work-life balance for employees and employers whilst at the same time benefitting local businesses and services from increased custom and footfall with workers spending their wages in local businesses and supporting local services.

- 4.24 Whilst the above principles consider the current provision of services and facilities and employment opportunities within and around settlements, it is also important to recognise that enabling an appropriate level of growth in a settlement can generate wealth, support existing and facilitate the provision of new facilities/services and therefore help to sustain communities, as recognised in national planning policy.
- 4.25 To supplement this initial analysis once a hierarchy of settlements is established by applying the 3 principles above further analysis looks at the role and function of the smaller settlements relating to their location and relationship with larger settlements using the criteria at paragraph 4.30 below. This includes the relationship with other surrounding areas within the neighbouring authorities. This additional analysis recognises that outside of the larger settlements are a wide range of smaller settlements which offer a more limited but important range of key services and facilities. These settlements make an important contribution to the social, economic and environmental fabric of the County and play an important role in enabling resilient and sustainable communities. These settlements can often form part of a collection of settlements which have close geographical and functional links with larger settlements. An analysis of the possible clusters is included at section 10 of this appraisal.

Weighting

- 4.26 The scoring matrices set out above reflect the role sustainable transport/accessibility, employment and key services and facilities play in meeting the resident population's daily needs and the need to reduce travel distances to access services and facilities. Based on this each principle is weighted to reflect their importance to the sustainability of settlements. PPW11 (para 4.1.9) confirms the Welsh Government's commitment to reducing reliance on the private car and supporting a modal shift to walking, cycling and public transport. It is Welsh Government policy to require the use of a sustainable transport hierarchy in relation to new development as shown in the diagram below.
- 4.27 To reflect this commitment to sustainable transport and accessibility the criteria for Principle 1 – Sustainable Transport and Accessibility represents 40% of the overall score with the remaining criteria under Principle 2 and 3 having an overall score of 30% each. Thus the maximum score that can be achieved for a settlement against the 3 principles is 100%.

Diagram 3: The Sustainable Transport Hierarchy for Planning

Figure 9: The Sustainable Transport Hierarchy for Planning



Source: Planning Policy Wales Edition 11 (February 2021)

Population Size

- 4.28 The Development Plan Manual recommends (diagram 1) that the size of a settlement be taken into account in the settlement assessment. In order to do this as part of this appraisal once the 3 principles have been scored and weighted for each settlement, additional points have been given to settlements based on their population size.

Table 4: Scoring System for Population Size

Population Size	Score
>10000	50 Points
5000 - 9999	30 Points
1500 - 4999	20 Points
500 - 1499	10 Points
250 - 499	5 Points
100 - 249	1 Points
<100	0 Points

- 4.29 Up to date official population figures for each settlement are not available at the lower geographical scale used within this settlement appraisal. For the purposes of the appraisal, population figures for the smaller settlements are derived from best possible estimates using counts of dwellings which fall within the development boundary of a settlement, as defined in the adopted LDP, where this exists, or counts of dwellings which make up a nucleus of a settlement. The average household size figure from the 2021 Census for the output area in which the settlement is located has then been applied to the dwelling count. For the larger settlements the

population figures from the 2021 Census have been used to establish the current population size of the settlement.

Cluster Criteria

4.30 PPW 11 (para 3.40) states that “Local service centres, or clusters of smaller settlements where a sustainable functional linkage can be demonstrated, should be designated by local authorities as the preferred locations for most new development including housing and employment provision.” There are several criteria which are considered appropriate to identify settlements within the county with the potential to form a cluster:

- Identified as a settlement in Strategic Policy S1 of the adopted Local Development Plan;
- The main settlement within the cluster should be a Tier 1 settlement³⁴ based on the 3 principles and settlement size;
- The cluster should contain Settlements from Tiers 1 to 4.
- Smaller settlements within the cluster should achieve a score of 25% or above based on the 3 principles and settlement size;
- Smaller settlements within the cluster should have a functional link with a Tier 1 settlement via a bus route into or adjacent to the settlement;
- Smaller settlements within the cluster should have a functional link with a Tier 1 settlement via an active travel route option, either walking or cycling; and
- Smaller settlements within the cluster should have a functional link with a Tier 1 settlement with regard to its proximity via the road network.

4.31 Where settlements meet the above criteria and have the ability to form a cluster, these settlements may be considered as locations for new development, despite their position within the settlement hierarchy. Any such development will need to be acceptable in planning terms, however, and balanced against the physical/environmental and infrastructure constraints of individual settlements and their ability to accommodate additional development given the sensitivity of landscapes, the countryside character of rural settlements and existing residential amenity.

5. Contextual Information

5.1 As part of this appraisal, and in order to establish a detailed profile of the characteristics of Monmouthshire’s settlements and allow for further comparisons to be made between them, contextual information is included for each settlement. The table below identifies the information that has been collected for each settlement and provides a brief explanation of the reasons for collecting this information.

³⁴ A Tier 1 settlement are those settlements which have achieved a high score against the 3 principles and with regard to their population size. For the purposes of this study this is those settlements which have scored above 100.

Table 5: Contextual information

Settlement area (ha)	Used to give an indication of the physical size of the settlement.
Population size	Used to give an indication of how many people live in each settlement and therefore how many people the settlement has to directly support.
Age structure	Used to give an indication of the different age ranges in each settlement and if there is a concentration of one age group. This may help to indicate the types of services which are needed.
Economically active (%)	Used to show what proportion of the local community are eligible to work and also what proportion are dependent.
Employed (%)	Used to show what proportion of the local population have a job.
Number and type of local jobs	Used to show the level and diversity of local employment available.
Self-Containment	Used to show the number of people who live and work in the same settlement, minimising the need to travel, and where travel is required, increasing the potential for sustainable travel.
Travel to work flows	Used to help give an indication of how many local people travel out of their home settlement to go to work. This will help to show which settlements are considered to be more dormitory in nature. Acknowledging that due to recent changes in work practices arising from the Covid-19 pandemic these figures will be subject to change
Households	Used to help give an indication of the size and type of households in each settlement
Average house prices (£)	Used to help give an indication of the affordability of each settlement.
House price to income ratio	Used to help give an indication of the affordability of each settlement.
Number of Households with a Housing Need	Used to help give an indication of the need for affordable housing in each settlement.

- 5.2 In order to collect this data in a consistent way it is important to define the settlements in terms of their statistical geographies. For the smaller settlements where a low level geography is needed, output area data (OA) from the 2021 Census and Nomis has been used where this is available; OAs have a minimum size of 100 residents and 50 households. For the three main towns, Lower Super Output Areas (LSOA) have been aggregated to create functional settlement areas. LSOAs have a minimum size of 1000 residents and 500 households. The OA and LSOA settlement groupings are included at Appendix 2.

- 5.3 A profile for each settlement is included at Appendix 3. Each of the profiles includes the contextual information identified in table 5 above together with the full results from the survey of services and facilities.

Sustainable Settlements Assessment

6. Initial Ranking of Settlements based on the 3 Principles

- 6.1 The Development Plans Manual Edition 3 (March 2020) recommends that LPAs should consider the most practicable way of presenting the results of the settlement assessments, such as a scoring system, or RAG (Red, Amber, and Green) analysis with this assessment forming the basis for the settlement hierarchy, identifying which settlements are most sustainable and have capacity to deliver growth. For this appraisal a scoring system has been used to undertake the initial assessment of the settlements. Table 6 below shows the total score achieved by each settlement against the 3 principles.

Table 6: Total Score Achieved by Settlement against the 3 Principles

Settlement	Total	Principle 1: Transport Services/Accessibility	Principle 2: Community services & facilities	Principle 3: Employment Opportunity
Abergavenny	160	29	81	50
Chepstow	158	29	79	50
Caldicot	152	29	73	50
Monmouth	144	18	76	50
Usk	124	19	55	50
Magor Undy	120	24	46	50
Llanfoist	97	24	33	40
Rogiet	79	29	30	20
Raglan	77	19	38	20
Caerwent	74	25	29	20
Penperlleni	67	19	28	20
Tintern	56	10	31	15
Portskewett	53	15	28	10
Llanover	49	14	15	20
Little Mill	45	15	20	10
Mathern	47	12	25	10
Crick	46	16	10	20
St Arvans	46	15	21	10
The Bryn	45	13	12	20
Cuckoo's Row	44	16	8	20
Devauden	43	9	19	15
Llanellen	42	15	17	10
Dingestow	41	13	18	10

Settlement	Total	Principle 1: Transport Services/Accessibility	Principle 2: Community services & facilities	Principle 3: Employment Opportunity
Shirenewton/Mynyddbach	41	10	26	5
Penpergwm	40	13	7	20
Pwllmeyric	39	16	13	10
Sudbrook	38	13	15	10
Llantrisant	37	7	10	20
Llanishen	36	5	16	15
Llandogo	35	10	20	5
Llangybi	35	9	16	10
Llanvair Discoed	34	11	13	10
Llanvapley	34	11	13	10
Brynygwenin	33	11	12	10
Llanddewi Rhydderch	33	11	12	10
Penallt	33	8	15	10
Gwehelog	32	11	11	10
Coed-y-Paen	31	11	10	10
Werngifford/Pandy	31	9	17	5
Mitchel Troy	30	8	12	10
Trellech	30	8	17	5
Great Oak	27	9	8	10
Llangwm	27	8	9	10
Llandegveth	26	11	10	5
Llandenny	26	6	10	10
The Narth	25	8	12	5
Grosmont	23	6	17	0
Llanarth	23	5	13	5
Llanvair Kilgeddin	23	7	11	5
Bettws Newydd	21	3	13	5
Broadstone/Catbrook	21	3	13	5
Cross Ash	20	2	13	5
Llansoy	20	7	8	5
Tredunnoch	17	3	9	5
Llantilio Crossenny	16	3	8	5

6.2 It is clear from table 6, that as expected, the main towns of Abergavenny, Caldicot, Chepstow and Monmouth score most highly against the 3 principles. This reflects their role as service and employment centres and transport hubs for their rural hinterlands. Outside of the main towns there are two further settlements which score well, Usk and Magor Undy. Usk, whilst not offering the full range of services and facilities as the main towns, also acts as a hub for its surrounding rural hinterland. Magor Undy serves a slightly different purpose as whilst it does not benefit from the level of services found in Usk it is well placed to benefit from its

location on the M4 corridor and its proximity to both local and regional employment opportunities.

- 6.3 Following the initial scoring of the settlements against the 3 principles, the scores have been weighted to reflect the importance of transport services and accessibility to the sustainability of settlements, with the maximum percentage achievable for principle 1 being 40% and principles 2 and 3 30% respectively. The scores achieved by each settlement against each of the three principles are set out in the tables below, with the final column showing the weighted percentage achieved by each settlement. The settlements are ranked by this weighted score in each of the tables with those settlements scoring the highest at the top.

Principle 1 - Sustainable Transport and Accessibility

- 6.4 It is clear from table 7 that there is a wide disparity between the settlements across the County in terms of their sustainable transport links and accessibility. The top scoring four settlements, Abergavenny, Caldicot, Chepstow and Rogiet are all multi-modal transport hubs that benefit from active travel routes, existing railway stations and frequent bus services. They are also well placed geographically to take advantage of the strategic road network in the County. Outside of this initial group of settlements there are a number of settlements that score 20% or above against this principle despite lacking a train station due to their comparable strength in the other categories. These settlements are Llanfoist, Magor Undy, Caerwent, Penperlleni, Raglan, Usk and Monmouth.
- 6.5 There is a secondary group of settlements who score less well, between 10% and 20%, reflecting their lower levels of sustainable transport links and accessibility, particularly with regard to active travel routes although they are within relative proximity to rail stations and the strategic highway network. The final group score poorly against this principle indicating their low levels of sustainable transport links and accessibility.

Table 7: Principle 1 - Sustainable Transport and Accessibility

Settlement	Active Travel	Score	Bus Services	Score	Rail Services	Score	Proximity to Strategic Highway Network	Score	Weighted Score % (Maximum achievable 40%)
Abergavenny	Several Routes	10	31 – 60 minutes	4	Rail station in settlement	10	Less than 5 miles	5	32.2%
Caldicot	Several Routes	10	31 – 60 minutes	4	Rail station in settlement	10	Less than 5 miles	5	32.2%
Chepstow	Several Routes	10	31 – 60 minutes	4	Rail station in settlement	10	Less than 5 miles	5	32.2%
Rogiet	Several Routes	10	31 – 60 minutes	4	Rail station in settlement	10	Less than 5 miles	5	32.2%
Caerwent	Several Routes	11	31 – 60 minutes	4	Less than 5 miles	5	Less than 5 miles	5	27.8%
Llanfoist	Several Routes	10	31 – 60 minutes	4	Less than 5 miles	5	Less than 5 miles	5	26.7%
Magor Undy	Several Routes	10	31 – 60 minutes	4	Less than 5 miles	5	Less than 5 miles	5	26.7%
Penperlleni	One Route	5	31 – 60 minutes	4	Less than 5 miles	5	Less than 5 miles	5	21.1%
Raglan	Several Routes	10	>60 minutes	3	5 – 10 miles	1	Less than 5 miles	5	21.1%
Usk	Several Routes	10	>60 minutes	3	5 – 10 miles	1	Less than 5 miles	5	21.1%
Monmouth	Several Routes	10	>60 minutes	3	Greater than 10 miles	0	Less than 5 miles	5	20.0%
Crick	More than one PROW or Cycle Path	2	31 – 60 minutes	4	Less than 5 miles	5	Less than 5 miles	5	17.8%

Settlement	Active Travel	Score	Bus Services	Score	Rail Services	Score	Proximity to Strategic Highway Network	Score	Weighted Score % (Maximum achievable 40%)
Cuckoo's Row	More than one PROW or Cycle Path	7	>60 minutes	3	5 – 10 miles	1	Less than 5 miles	5	17.8%
Pwllmeyric	More than one PROW or Cycle Path	2	31 – 60 minutes	4	Less than 5 miles	5	Less than 5 miles	5	17.8%
Little Mill	More than one PROW or Cycle Path	2	>60 minutes	3	Less than 5 miles	5	Less than 5 miles	5	16.7%
Llanellen	PROW or Cycle Path	1	31 – 60 minutes	4	Less than 5 miles	5	Less than 5 miles	5	16.7%
Portskewett	PROW or Cycle Path	1	31 – 60 minutes	4	Less than 5 miles	5	Less than 5 miles	5	16.7%
St Arvans	PROW or Cycle Path	1	31 – 60 minutes	4	Less than 5 miles	5	Less than 5 miles	5	16.7%
Llanover	No Routes	0	31 – 60 minutes	4	Less than 5 miles	5	Less than 5 miles	5	15.6%
Dingestow	One Route	5	>60 minutes	3	Greater than 10 miles	0	Less than 5 miles	5	14.4%
Penpergwm	No Routes	0	>60 minutes	3	Less than 5 miles	5	Less than 5 miles	5	14.4%
Sudbrook	No Routes	0	>60 minutes	3	Less than 5 miles	5	Less than 5 miles	5	14.4%
The Bryn	No Routes	0	>60 minutes	3	Less than 5 miles	5	Less than 5 miles	5	14.4%

Settlement	Active Travel	Score	Bus Services	Score	Rail Services	Score	Proximity to Strategic Highway Network	Score	Weighted Score % (Maximum achievable 40%)
Mathern	PROW or Cycle Path	1	Grass Routes Service	1	Less than 5 miles	5	Less than 5 miles	5	13.3%
Brynygwenin	No Routes	0	Grass Routes Service	1	Less than 5 miles	5	Less than 5 miles	5	12.2%
Coed-y-Paen	No Routes	0	Grass Routes Service	1	Less than 5 miles	5	Less than 5 miles	5	12.2%
Gwehelog	PROW or Cycle Path	1	31 – 60 minutes	4	5 – 10 miles	1	Less than 5 miles	5	12.2%
Llandegveth	No Routes	0	Grass Routes Service	1	Less than 5 miles	5	Less than 5 miles	5	12.2%
Llanddewi Rhydderch	No Routes	0	Grass Routes Service	1	Less than 5 miles	5	Less than 5 miles	5	12.2%
Llanvair Discoed	No Routes	0	Grass Routes Service	1	Less than 5 miles	5	Less than 5 miles	5	12.2%
Llanvapley	No Routes	0	Grass Routes Service	1	Less than 5 miles	5	Less than 5 miles	5	12.2%
Shirenewton/Mynyddbach	PROW or Cycle Path	1	>60 minutes	3	5 – 10 miles	1	Less than 5 miles	5	11.1%
Tintern	No Routes	0	31 – 60 minutes	4	5 – 10 miles	1	Less than 5 miles	5	11.1%
Llandogo	No Routes	0	31 – 60 minutes	4	5 – 10 miles	1	Less than 5 miles	5	11.1%
Devauden	No Routes	0	>60 minutes	3	5 – 10 miles	1	Less than 5 miles	5	10.0%
Great Oak	No Routes	0	>60 minutes	3	5 – 10 miles	1	Less than 5 miles	5	10.0%

Settlement	Active Travel	Score	Bus Services	Score	Rail Services	Score	Proximity to Strategic Highway Network	Score	Weighted Score % (Maximum achievable 40%)
Llangybi	No Routes	0	>60 minutes	3	5 – 10 miles	1	Less than 5 miles	5	10.0%
Werngifford/Pandy	No Routes	0	>60 minutes	3	5 – 10 miles	1	Less than 5 miles	5	10.0%
Llangwm	No Routes	0	>60 minutes	3	Greater than 10 miles	0	Less than 5 miles	5	8.9%
Mitchel Troy	No Routes	0	>60 minutes	3	Greater than 10 miles	0	Less than 5 miles	5	8.9%
Penallt	No Routes	0	>60 minutes	3	Greater than 10 miles	0	Less than 5 miles	5	8.9%
The Narth	No Routes	0	>60 minutes	3	Greater than 10 miles	0	Less than 5 miles	5	8.9%
Trellech	No Routes	0	>60 minutes	3	Greater than 10 miles	0	Less than 5 miles	5	8.9%
Llansoy	No Routes	0	Grass Routes Service	1	5 – 10 miles	1	Less than 5 miles	5	7.8%
Llantrisant	No Routes	0	Grass Routes Service	1	5 – 10 miles	1	Less than 5 miles	5	7.8%
Llanvair Kilgeddin	No Routes	0	Grass Routes Service	1	5 – 10 miles	1	Less than 5 miles	5	7.8%
Grosmont	No Routes	0	Grass Routes Service	1	Greater than 10 miles	0	Less than 5 miles	5	6.7%
Llandenny	No Routes	0	Grass Routes Service	1	Greater than 10 miles	0	Less than 5 miles	5	6.7%
Llanarth	No Routes	0	>60 minutes	3	5 – 10 miles	1	5 – 10 miles	1	5.6%

Settlement	Active Travel	Score	Bus Services	Score	Rail Services	Score	Proximity to Strategic Highway Network	Score	Weighted Score % (Maximum achievable 40%)
Llanishen	No Routes	0	>60 minutes	3	5 – 10 miles	1	5 – 10 miles	1	5.6%
Bettws Newydd	No Routes	0	Grass Routes Service	1	5 – 10 miles	1	5 – 10 miles	1	3.3%
Broadstone/Catbrook	No Routes	0	Grass Routes Service	1	5 – 10 miles	1	5 – 10 miles	1	3.3%
Llantilio Crossenny	No Routes	0	Grass Routes Service	1	5 – 10 miles	1	5 – 10 miles	1	3.3%
Tredunnoch	No Routes	0	Grass Routes Service	1	5 – 10 miles	1	5 – 10 miles	1	3.3%
Cross Ash	No Routes	0	Grass Routes Service	1	Greater than 10 miles	0	5 – 10 miles	1	2.2%

Principle 2 – Availability of Facilities and Services

- 6.6 The extent and range of retail, community and service facilities in a settlement is a good indication of its socio-economic sustainability. All facilities and services are important to differing degrees, with significant clusters of such services having a strong bearing on the position of settlements within the hierarchy. The availability of Town, Local and Neighbourhood Centres within settlements are therefore scored most highly, with other facilities and services only being scored if they are within a settlement but outside one of these designations. For the purposes of this assessment the services and facilities have been scored equally in view of the difficulty in developing an objective measure, when the relative importance of facilities will depend on the particular combination of circumstances in each settlement i.e. the presence of a convenience store in a settlement will score the same as the presence of a public hall.
- 6.7 It is clear from table 8, that as expected, the towns of Abergavenny, Caldicot, Chepstow and Monmouth with their town and neighbourhood centres score most highly against this principle. This reflects the level and diversity of facilities available which are required to serve the most populated areas of the County and reaffirms their role as service hubs for their rural hinterlands.
- 6.8 Outside of the main towns Usk, Magor Undy and Raglan also rank well with their local centres offering services of a more local nature aimed at meeting the daily needs of their inhabitants and those living in the surrounding areas. Outside of these settlements are a large number of smaller settlements with a limited offer in terms of services and facilities. However, it is recognised that many will be linked to higher order settlements via active travel and transport links as evidenced by their total scores against all 3 principles and the cluster analysis.

Table 8: Principle 2 -Availability of Facilities and Services

Settlement	Presence of Retail Centre within or near settlement	Score	Regular Needs Maximum Score	Score	Community Facilities Maximum Score	Score	Medical Facilities Maximum Score	Score	Education Facilities Maximum Score	Score	Cafes, Bars, Pubs, Restaurants & Takeaways Maximum Score	Score	Broadband Connection	Score	Weighted Score % (Maximum achievable 30%)
Abergavenny	Town & Neighbourhood Centres	25	15	9	21	19	12	7	9	7	6	6	Moderate median download speed of between 10-30 Mb/s <25% of premises unable to receive 30Mbit/s	8	25.1
Chepstow	Town & Neighbourhood Centres	25	15	7	21	19	12	6	9	7	6	6	High median download speed of >30 Mb/s <25% of premises unable to receive 30Mbit/s	9	24.4
Monmouth	Town & Neighbourhood Centres	25	15	6	21	17	12	6	9	8	6	6	Moderate median download speed of between 10-30 Mb/s <25% of premises unable to receive 30Mbit/s	8	23.5
Caldicot	Town & Neighbourhood Centres	25	15	5	21	19	12	3	9	7	6	6	Moderate median download speed of between 10-30 Mb/s <25% of premises unable to receive 30Mbit/s	8	22.6
Usk	Local Centre	10	15	4	21	19	12	3	9	5	6	6	Moderate median download speed of between 10-30 Mb/s <25% of premises unable to receive 30Mbit/s	8	17.0
Magor Undy	Local Centre	10	15	1	21	15	12	3	9	4	6	5	Moderate median download speed of between 10-30 Mb/s <25% of premises unable to receive 30Mbit/s	8	14.2
Raglan	Local Centre	10	15	1	21	10	12	1	9	3	6	4	High median download speed of >30 Mb/s	9	11.8

Settlement	Presence of Retail Centre within or near settlement	Score	Regular Needs Maximum Score	Score	Community Facilities Maximum Score	Score	Medical Facilities Maximum Score	Score	Education Facilities Maximum Score	Score	Cafes, Bars, Pubs, Restaurants & Takeaways Maximum Score	Score	Broadband Connection	Score	Weighted Score % (Maximum achievable 30%)
													<25% of premises unable to receive 30Mbit/s		
Llanfoist	Less than 5 miles	2	15	4	21	9	12	1	9	4	6	5	Moderate median download speed of between 10-30 Mb/s <25% of premises unable to receive 30Mbit/s	8	10.2
Tintern	5 – 10 miles	1	15	5	21	8	12	1	9	1	6	6	High median download speed of >30 Mb/s <25% of premises unable to receive 30Mbit/s	9	9.6
Rogiet	Less than 5 miles	2	15	4	21	10	12	0	9	2	6	0	High median download speed of >30 Mb/s <25% of premises unable to receive 30Mbit/s	9	9.3
Caerwent	Less than 5 miles	2	15	2	21	14	12	0	9	2	6	1	Moderate median download speed of between 10-30 Mb/s <25% of premises unable to receive 30Mbit/s	8	9.0
Penperlleni	5 – 10 miles	1	15	2	21	10	12	1	9	3	6	2	High median download speed of >30 Mb/s <25% of premises unable to receive 30Mbit/s	9	8.7
Portskewett	Less than 5 miles	2	15	2	21	11	12	2	9	1	6	1	High median download speed of >30 Mb/s <25% of premises unable to receive 30Mbit/s	9	8.7
Shirenewton/Mynyddbach	Less than 5 miles	2	15	0	21	11	12	0	9	2	6	2	High median download speed of >30 Mb/s <25% of premises unable to receive 30Mbit/s	9	8.0

Settlement	Presence of Retail Centre within or near settlement	Score	Regular Needs Maximum Score	Score	Community Facilities Maximum Score	Score	Medical Facilities Maximum Score	Score	Education Facilities Maximum Score	Score	Cafes, Bars, Pubs, Restaurants & Takeaways Maximum Score	Score	Broadband Connection	Score	Weighted Score % (Maximum achievable 30%)
Mathern	Less than 5 miles	2	15	2	21	9	12	0	9	1	6	2	High median download speed of >30 Mb/s <25% of premises unable to receive 30Mbit/s	9	7.7
St Arvans	Less than 5 miles	2	15	1	21	7	12	0	9	2	6	1	High median download speed of >30 Mb/s 25%-75% of premises unable to receive 30Mbit/s	8	6.5
Little Mill	Less than 5 miles	2	15	0	21	9	12	0	9	0	6	1	Moderate median download speed of between 10-30 Mb/s <25% of premises unable to receive 30Mbit/s	8	6.2
Llandogo	5 – 10 miles	1	15	1	21	6	12	0	9	2	6	1	High median download speed of >30 Mb/s <25% of premises unable to receive 30Mbit/s	9	6.2
Devauden	5 – 10 miles	1	15	3	21	8	12	0	9	1	6	0	Low median download speed of <10 Mb/s 25%-75% of premises unable to receive 30Mbit/s	6	5.9
Dingestow	Less than 5 miles	2	15	2	21	5	12	0	9	1	6	0	Moderate median download speed of between 10-30 Mb/s <25% of premises unable to receive 30Mbit/s	8	5.6
Grosmont	Greater than 10 miles	0	15	2	21	5	12	0	9	0	6	2	High median download speed of >30 Mb/s 25%-75% of premises unable to receive 30Mbit/s	8	5.3
Llanellen	Less than 5 miles	2	15	1	21	5	12	0	9	0	6	1	Moderate median download speed of between 10-30 Mb/s	8	5.3

Settlement	Presence of Retail Centre within or near settlement	Score	Regular Needs Maximum Score	Score	Community Facilities Maximum Score	Score	Medical Facilities Maximum Score	Score	Education Facilities Maximum Score	Score	Cafes, Bars, Pubs, Restaurants & Takeaways Maximum Score	Score	Broadband Connection	Score	Weighted Score % (Maximum achievable 30%)
													<25% of premises unable to receive 30Mbit/s		
Trellech	5 – 10 miles	1	15	0	21	5	12	1	9	2	6	1	Moderate median download speed of between 10-30 Mb/s 25%-75% of premises unable to receive 30Mbit/s	7	5.3
Werngifford/Pandy	5 – 10 miles	1	15	0	21	5	12	0	9	1	6	2	Moderate median download speed of between 10-30 Mb/s <25% of premises unable to receive 30Mbit/s	8	5.3
Llangybi	Less than 5 miles	2	15	0	21	4	12	0	9	0	6	1	High median download speed of >30 Mb/s <25% of premises unable to receive 30Mbit/s	9	5.0
Llanishen	5 – 10 miles	1	15	1	21	4	12	0	9	1	6	1	Moderate median download speed of between 10-30 Mb/s <25% of premises unable to receive 30Mbit/s	8	5.0
Llanover	5 – 10 miles	1	15	1	21	5	12	0	9	1	6	1	Low median download speed of <10 Mb/s 25%-75% of premises unable to receive 30Mbit/s	6	4.7
Penallt	Less than 5 miles	2	15	0	21	5	12	0	9	0	6	2	Low median download speed of <10 Mb/s 25%-75% of premises unable to receive 30Mbit/s	6	4.7
Sudbrook	Less than 5 miles	2	15	1	21	6	12	0	9	0	6	0	Moderate median download speed of between 10-30 Mb/s	6	4.7

Settlement	Presence of Retail Centre within or near settlement	Score	Regular Needs Maximum Score	Score	Community Facilities Maximum Score	Score	Medical Facilities Maximum Score	Score	Education Facilities Maximum Score	Score	Cafes, Bars, Pubs, Restaurants & Takeaways Maximum Score	Score	Broadband Connection	Score	Weighted Score % (Maximum achievable 30%)
													>75% of premises unable to receive 30Mbit/s		
Bettws Newydd	Less than 5 miles	2	15	0	21	2	12	0	9	0	6	2	Moderate median download speed of between 10-30 Mb/s 25%-75% of premises unable to receive 30Mbit/s	7	4.0
Broadstone/Catbrook	5 – 10 miles	1	15	0	21	5	12	0	9	0	6	0	Moderate median download speed of between 10-30 Mb/s 25%-75% of premises unable to receive 30Mbit/s	7	4.0
Cross Ash	5 – 10 miles	1	15	0	21	4	12	0	9	1	6	0	Moderate median download speed of between 10-30 Mb/s 25%-75% of premises unable to receive 30Mbit/s	7	4.0
Llanarth	Less than 5 miles	2	15	0	21	5	12	0	9	1	6	0	Low median download speed of <10 Mb/s >75% of premises unable to receive 30Mbit/s	5	4.0
Llanvair Discoed	5 – 10 miles	1	15	1	21	3	12	0	9	0	6	1	High median download speed of >30 Mb/s 25%-75% of premises unable to receive 30Mbit/s	8	4.0
Llanvapley	Less than 5 miles	2	15	0	21	4	12	0	9	0	6	1	Low median download speed of <10 Mb/s 25%-75% of premises unable to receive 30Mbit/s	6	4.0
Pwllmeyric	Less than 5 miles	2	15	2	21	0	12	0	9	0	6	1	Moderate median download speed of between 10-30 Mb/s	8	4.0

Settlement	Presence of Retail Centre within or near settlement	Score	Regular Needs Maximum Score	Score	Community Facilities Maximum Score	Score	Medical Facilities Maximum Score	Score	Education Facilities Maximum Score	Score	Cafes, Bars, Pubs, Restaurants & Takeaways Maximum Score	Score	Broadband Connection	Score	Weighted Score % (Maximum achievable 30%)
													<25% of premises unable to receive 30Mbit/s		
Brynygwenin	Less than 5 miles	2	15	0	21	2	12	0	9	0	6	2	Low median download speed of <10 Mb/s 25%-75% of premises unable to receive 30Mbit/s	6	3.7
Llanddewi Rhydderch	Less than 5 miles	2	15	0	21	5	12	0	9	0	6	0	Low median download speed of <10 Mb/s >75% of premises unable to receive 30Mbit/s	5	3.7
Mitchel Troy	Less than 5 miles	2	15	0	21	3	12	0	9	1	6	0	Low median download speed of <10 Mb/s 25%-75% of premises unable to receive 30Mbit/s	6	3.7
The Bryn	Less than 5 miles	2	15	1	21	4	12	0	9	0	6	0	Low median download speed of <10 Mb/s >75% of premises unable to receive 30Mbit/s	5	3.7
The Narth	5 – 10 miles	1	15	0	21	3	12	0	9	0	6	1	Moderate median download speed of between 10-30 Mb/s 25%-75% of premises unable to receive 30Mbit/s	7	3.7
Gwehelog	Less than 5 miles	2	15	0	21	2	12	0	9	0	6	1	Low median download speed of <10 Mb/s 25%-75% of premises unable to receive 30Mbit/s	6	3.4
Llanvair Kilgeddin	5 – 10 miles	1	15	0	21	3	12	0	9	0	6	0	Moderate median download speed of between 10-30 Mb/s 25%-75% of premises unable to receive 30Mbit/s	7	3.4

Settlement	Presence of Retail Centre within or near settlement	Score	Regular Needs Maximum Score	Score	Community Facilities Maximum Score	Score	Medical Facilities Maximum Score	Score	Education Facilities Maximum Score	Score	Cafes, Bars, Pubs, Restaurants & Takeaways Maximum Score	Score	Broadband Connection	Score	Weighted Score % (Maximum achievable 30%)
Coed-y-Paen	Less than 5 miles	2	15	0	21	1	12	0	9	0	6	1	Low median download speed of <10 Mb/s 25%-75% of premises unable to receive 30Mbit/s	6	3.1
Crick	Less than 5 miles	2	15	0	21	0	12	0	9	0	6	0	Moderate median download speed of between 10-30 Mb/s <25% of premises unable to receive 30Mbit/s	8	3.1
Llandegveth	Less than 5 miles	2	15	0	21	1	12	0	9	0	6	1	Low median download speed of <10 Mb/s 25%-75% of premises unable to receive 30Mbit/s	6	3.1
Llandenny	Less than 5 miles	2	15	0	21	2	12	0	9	0	6	1	Low median download speed of <10 Mb/s >75% of premises unable to receive 30Mbit/s	5	3.1
Llantrisant	Less than 5 miles	2	15	1	21	1	12	0	9	0	6	1	Low median download speed of <10 Mb/s >75% of premises unable to receive 30Mbit/s	5	3.1
Llangwm	Less than 5 miles	2	15	0	21	2	12	0	9	0	6	0	Low median download speed of <10 Mb/s >75% of premises unable to receive 30Mbit/s	5	2.8
Tredunnoch	5 – 10 miles	1	15	0	21	1	12	0	9	0	6	1	Low median download speed of <10 Mb/s 25%-75% of premises unable to receive 30Mbit/s	6	2.8
Cuckoo's Row	Less than 5 miles	2	15	0	21	0	12	0	9	0	6	0	Low median download speed of <10 Mb/s	6	2.5

Settlement	Presence of Retail Centre within or near settlement	Score	Regular Needs Maximum Score	Score	Community Facilities Maximum Score	Score	Medical Facilities Maximum Score	Score	Education Facilities Maximum Score	Score	Cafes, Bars, Pubs, Restaurants & Takeaways Maximum Score	Score	Broadband Connection	Score	Weighted Score % (Maximum achievable 30%)
													25%-75% of premises unable to receive 30Mbit/s		
Great Oak	Less than 5 miles	2	15	0	21	0	12	0	9	0	6	0	Low median download speed of <10 Mb/s 25%-75% of premises unable to receive 30Mbit/s	6	2.5
Llansoy	5 – 10 miles	1	15	0	21	1	12	0	9	0	6	1	Low median download speed of <10 Mb/s >75% of premises unable to receive 30Mbit/s	5	2.5
Llantilio Crossenny	5 – 10 miles	1	15	0	21	1	12	0	9	0	6	0	Low median download speed of <10 Mb/s 25%-75% of premises unable to receive 30Mbit/s	6	2.5
Penpergwm	Less than 5 miles	2	15	0	21	0	12	0	9	0	6	0	Low median download speed of <10 Mb/s >75% of premises unable to receive 30Mbit/s	5	2.2

Principle 3 – Employment Opportunities

- 6.9 Local employment opportunities provide a positive indicator of a settlement's vibrancy and sustainability, especially if there is a significant range of opportunities available. Whilst there is no guarantee that these opportunities will be taken up by local residents it is important to understand the possible employment opportunities available in each settlement to gauge capacity for sustainable growth. Such availability can reduce the need for residents to travel and provide the opportunity to work closer to home thus reducing levels of commuting.
- 6.10 The 2021 Business Register and Employment Survey (BRES) conducted by the Office for National Statistics is the official source of employee estimates by detailed geography and broad industry and whilst these figures have been included within the analysis for this principle they have not been used as part of the scoring system. The reason for this is that the data does not go down to a low enough geography for the County's smaller settlements. The lowest geography for which data is available is LSOA level and at this level an LSOA could include a number of settlements. Instead the scoring system has used the availability of protected and identified employment sites within settlements, as well as known sources of employment for the smaller settlements. In addition the proximity to such employment opportunities has been taken into account when scoring a settlement.
- 6.11 The settlements that score well against this principle, Abergavenny, Caldicot, Chepstow, Magor Undy, Monmouth and Usk, all provide a range of employment opportunities, which is evidenced by their higher levels of self-containment, as shown in figure 2. The level of self-containment is a useful indicator of the number of people who live and work within the same settlement; this provides significant potential for minimising the need to travel and for sustainable travel. Opportunities to maximise the employment self-containment of these settlements could be harnessed by focussing housing and employment growth towards these settlements.
- 6.12 There is a secondary cluster of settlements who score between 10% and 20% against this principle, among these are Llanfoist, Caerwent, Crick, Penperlleni, Raglan and Rogiet. The remainder have limited local employment opportunities but have access to employment opportunities in the larger settlements within the County as well as neighbouring Local Authority areas via their proximity to the public transport network and road infrastructure.

Table 9: Principle 3 - Employment Opportunities

Settlement	Protected Employment Site within settlement	Score	Identified Business/Industrial Site or Mixed-Use site within settlement	Score	Other Employment Opportunity (B1/B2 use) within settlement	Score	Proximity to Protected/Identified Employment Site if not within settlement	Score	Weighted Score % (Maximum achievable 30%)
Abergavenny	Yes	20	Yes	20	Yes	10	-	0	25%
Caldicot	Yes	20	Yes	20	Yes	10	-	0	25%
Chepstow	Yes	20	Yes	20	Yes	10	-	0	25%
Magor Undy	Yes	20	Yes	20	Yes	10	-	0	25%
Monmouth	Yes	20	Yes	20	Yes	10	-	0	25%
Usk	Yes	20	Yes	20	Yes	10	-	0	25%
Llanfoist	No	0	Yes	20	Yes	10	Less than 5 miles	10	20%
Caerwent	No	0	No	0	Yes	10	Less than 5 miles	10	10%
Crick	No	0	No	0	Yes	10	Less than 5 miles	10	10%
Cuckoo's Row	Yes	20	No	0	No	0	-	0	10%
Llanover	No	0	No	0	Yes	10	Less than 5 miles	10	10%
Llantrisant	No	0	No	0	Yes	10	Less than 5 miles	10	10%
Penpergwm	No	0	No	0	Yes	10	Less than 5 miles	10	10%
Penperlleni	No	0	No	0	Yes	10	Less than 5 miles	10	10%
Raglan	Yes	20	No	0	No	0	-	0	10%
Rogiet	Yes	20	No	0	No	0	-	0	10%
The Bryn	No	0	No	0	Yes	10	Less than 5 miles	10	10%
Devauden	No	0	No	0	Yes	10	5 – 10 miles	5	7.5%
Llanishen	No	0	No	0	Yes	10	5 – 10 miles	5	7.5%
Tintern	No	0	No	0	Yes	10	5 – 10 miles	5	7.5%
Brynygwenin	No	0	No	0	No	0	Less than 5 miles	10	5%
Coed-y-Paen	No	0	No	0	No	0	Less than 5 miles	10	5%
Dingestow	No	0	No	0	No	0	Less than 5 miles	10	5%
Great Oak	No	0	No	0	No	0	Less than 5 miles	10	5%
Gwehelog	No	0	No	0	No	0	Less than 5 miles	10	5%
Little Mill	No	0	No	0	No	0	Less than 5 miles	10	5%
Llanddewi Rhydderch	No	0	No	0	No	0	Less than 5 miles	10	5%
Llandenny	No	0	No	0	No	0	Less than 5 miles	10	5%
Portskewett	No	0	No	0	No	0	Less than 5 miles	10	5%
St Arvans	No	0	No	0	No	0	Less than 5 miles	10	5%
Llanellen	No	0	No	0	No	0	Less than 5 miles	10	5%
Llangwm	No	0	No	0	No	0	Less than 5 miles	10	5%
Llangybi	No	0	No	0	No	0	Less than 5 miles	10	5%
Llanvair Discoed	No	0	No	0	No	0	Less than 5 miles	10	5%
Llanvapley	No	0	No	0	No	0	Less than 5 miles	10	5%
Mathern	No	0	No	0	No	0	Less than 5 miles	10	5%
Mitchel Troy	No	0	No	0	No	0	Less than 5 miles	10	5%
Penallt	No	0	No	0	No	0	Less than 5 miles	10	5%

Settlement	Protected Employment Site within settlement	Score	Identified Business/Industrial Site or Mixed-Use site within settlement	Score	Other Employment Opportunity (B1/B2 use) within settlement	Score	Proximity to Protected/Identified Employment Site if not within settlement	Score	Weighted Score % (Maximum achievable 30%)
Pwllmeyric	No	0	No	0	No	0	Less than 5 miles	10	5%
Sudbrook	No	0	No	0	No	0	Less than 5 miles	10	5%
Bettws Newydd	No	0	No	0	No	0	5 – 10 miles	5	2.5%
Broadstone/Catbrook	No	0	No	0	No	0	5 – 10 miles	5	2.5%
Cross Ash	No	0	No	0	No	0	5 – 10 miles	5	2.5%
Llanarth	No	0	No	0	No	0	5 – 10 miles	5	2.5%
Llandegveth	No	0	No	0	No	0	5 – 10 miles	5	2.5%
Llandogo	No	0	No	0	No	0	5 – 10 miles	5	2.5%
Llansoy	No	0	No	0	No	0	5 – 10 miles	5	2.5%
Llantilio Crossenny	No	0	No	0	No	0	5 – 10 miles	5	2.5%
Llanvair Kilgeddin	No	0	No	0	No	0	5 – 10 miles	5	2.5%
Shirenewton/Mynyddbach	No	0	No	0	No	0	5 – 10 miles	5	2.5%
The Narth	No	0	No	0	No	0	5 – 10 miles	5	2.5%
Tredunnoch	No	0	No	0	No	0	5 – 10 miles	5	2.5%
Trellech	No	0	No	0	No	0	5 – 10 miles	5	2.5%
Werngifford/Pandy	No	0	No	0	No	0	5 – 10 miles	5	2.5%
Grosmont	No	0	No	0	No	0	Greater than 10 miles	0	0%

- 6.13 The BRES data is an employer survey of the number of jobs held by employees broken down by full/part-time and detailed industry (5 digit SIC2007)³⁵. These figures also include the number of working owners and thus includes self-employed workers as well as long as they are registered for VAT or PAYE. The survey records a job at the location of an employee's workplace and therefore does not reflect where a person lives. However, this data is useful in that it provides an estimate of the number of jobs that are available in our settlements and the industry in which that job can be found. For the purposes of this appraisal figures are included at tables 10 and 11 below for broad industrial groups.
- 6.14 The survey found that in 2021 there were nearly 33,505 jobs in Monmouthshire, excluding that part within the Brecon Beacons National Park. Of these the largest number of jobs are found in the professional and service sector and the wholesale and retail sector, which between them account for 46% of all jobs. Table 10 below shows the percentage breakdown of jobs within the County by broad industrial sector at the time of the survey.

Table 10: Percentage breakdown of jobs by broad industrial sector

Broad Industrial Sector	%
Professional & Service employees ³⁶	25.4
Wholesale, retail, motor trades, transport & storage employees	21.0
Health employees	16.7
Manufacturing, construction employees	14.5
Accommodation & Food Services employees	8.8
Education employees	7.4
Leisure Employees ³⁷	4.9
Agriculture, forestry, mining, quarrying employees	1.2

Source: Business Register and Employment Survey 2021

³⁵ The Standard Industrial Classification (SIC) is a system for classifying industries by a five-digit code

³⁶ This includes those employed in information & communication, finance, insurance & property, professional, scientific & technical, business administration & support services, and public administration & defence.

³⁷ This includes those employed in arts, entertainment, recreation & other services.

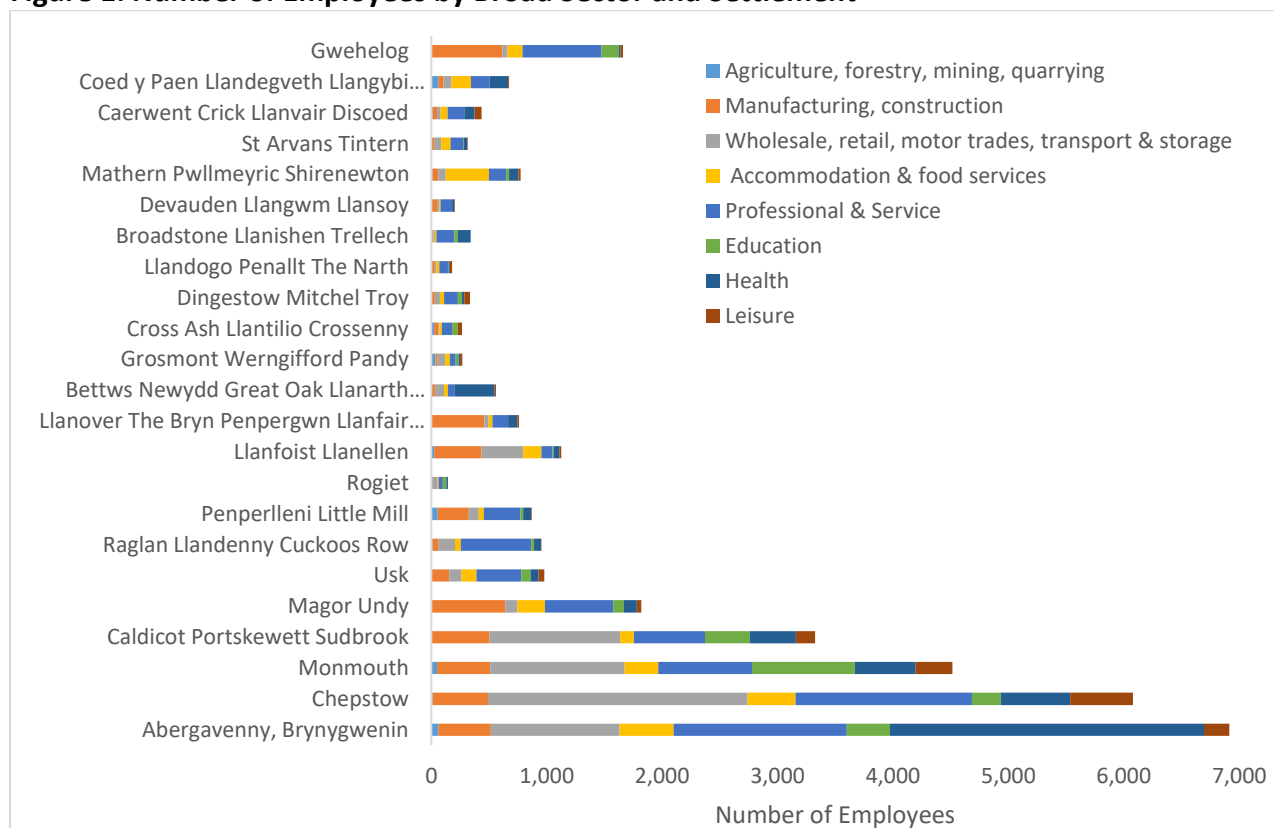
Table 11: Number of Employees by Broad Industry

Settlements	Agriculture, forestry, mining, quarrying Employees	Manufacturing, construction Employees	Wholesale, retail, motor trades, transport & storage Employees	Accommodation & Food Services Employees	Professional & Service Employees	Education Employees	Health Employees	Leisure Employees	Total
Abergavenny Brynygwenin	60	455	1,115	470	1,500	375	2,720	220	6,915
Chepstow	10	480	2,250	415	1,530	250	600	545	6,080
Monmouth	50	460	1,165	290	815	890	525	320	4,515
Caldicot Portskewett Sudbrook	5	500	1,130	120	615	390	400	165	3,325
Magor Undy	5	635	105	240	590	95	110	40	1,820
Gwehelog	5	610	45	130	685	150	15	20	1,660
Llanfoist Llanellen	25	410	360	160	95	10	50	15	1,125
Usk	5	150	105	130	390	80	70	50	980
Raglan Llandenny Cuckoos Row	10	55	140	50	610	25	60	5	955
Penperlleni Little Mill	55	270	85	45	315	25	70	5	870
Mathern Pwllmeyric Shirenewton/Mynyddbach	10	50	65	375	150	25	80	20	775
Llanover The Bryn Penpergwm Llanfair Kilgeddin	5	455	35	35	135	0	80	15	760
Coed y Paen Llandegveth Llangybi Llantrisant Treddunnoch	60	45	70	170	160	0	160	10	675
Bettws Newydd Great Oak Llanarth Llanddewi Rhydderch Llanvapley	0	30	80	35	55	0	350	10	560
Caerwent Crick Llanvair Discoed	10	40	30	60	145	0	90	60	435
Broadstone/Catbrook Llanishen Trellech	10	10	10	15	155	30	110	0	340
Dingestow Mitchel Troy	5	25	45	35	120	35	20	50	335
St Arvans	5	20	60	80	110	5	30	5	315

Settlements	Agriculture, forestry, mining, quarrying Employees	Manufacturing, construction Employees	Wholesale, retail, motor trades, transport & storage Employees	Accommodation & Food Services Employees	Professional & Service Employees	Education Employees	Health Employees	Leisure Employees	Total
Tintern									
Grosmont Wengifford Pandy	35	20	65	40	50	25	15	20	270
Cross Ash Llantilio Crossenny	25	40	5	20	90	50	0	35	265
Devauden Llangwm Llansoy	0	50	20	10	100	0	20	5	205
Llandogo Penallt The Narth	0	30	15	25	75	5	10	20	180
Rogiet	0	5	50	10	35	30	15	0	145
Total	395	4,845	7,050	2,960	8,525	2,495	5,600	1,635	33,505

Source: Business Register and Employment Survey 2021

Figure 1: Number of Employees by Broad Sector and Settlement



Source: Business Register and Employment Survey 2021

6.15 Both Table 11 and Figure 1 show that there were around 33,500 employees in 2021 within those settlements included within this appraisal. The main concentrations of employment are in the four main towns and the Severnside area, who between them account for 69% of all employment. Analysis of the data shows that there is a secondary group of settlements around which employment is concentrated, Llanfoist, Penperlleni, Raglan and Usk. In total 81% of all employees have jobs in the following settlements:

- Abergavenny
- Portskewett
- Penperlleni³⁸
- Chepstow
- Sudbrook
- Raglan³⁹
- Monmouth
- Rogiet
- Usk
- Caldicot
- Caerwent⁴⁰
- Magor Undy
- Llanfoist

³⁸ Includes Little Mill

³⁹ Includes Llandenny & Cuckoos Row

⁴⁰ Includes Crick & Llanvair Discoed

6.16 Whilst the professional and service and wholesale and retail sectors between them account for most employees in the County this is not the case for all settlements. Table 12 shows the percentage breakdown of employment by the broad industrial sectors for each of the settlements listed above. The largest employment sectors are highlighted in green.

Table 12: Percentage breakdown of jobs by broad industrial sector for Specific Settlements

Settlements	Agriculture, forestry, mining, quarrying Employees	Manufacturing, construction Employees	Wholesale, retail, motor trades, transport & storage Employees	Accommodation & Food Services Employees	Professional & Service Employees	Education Employees	Health Employees	Leisure Employees
Abergavenny Brynygwenin	0.9	6.6	16.1	6.8	21.7	5.4	39.3	3.2
Caldicot Portskewett Sudbrook	0.1	15.0	34.0	3.6	18.5	11.7	12.0	5.0
Chepstow	0.2	7.9	37.0	6.8	25.2	4.1	9.9	9.0
Monmouth	1.1	10.2	25.8	6.4	18.0	19.7	11.6	7.1
Magor Undy	0.3	34.9	5.8	13.2	32.4	5.2	6.0	2.2
Usk	0.5	15.3	10.7	13.3	39.8	8.2	7.1	5.1
Raglan Llandenny Cuckoos Row	1.0	5.8	14.7	5.2	63.9	2.6	6.3	0.5
Penperlleni Little Mill	6.3	31.0	9.8	5.2	36.2	2.9	8.0	0.6
Rogiet	-	3.4	34.5	6.9	24.1	20.7	10.3	-
Llanfoist Llanellen	2.2	36.4	32.0	14.2	8.4	0.9	4.4	1.3
Caerwent Crick Llanvair Discoed	2.3	9.2	6.9	13.8	33.3	-	20.7	13.8

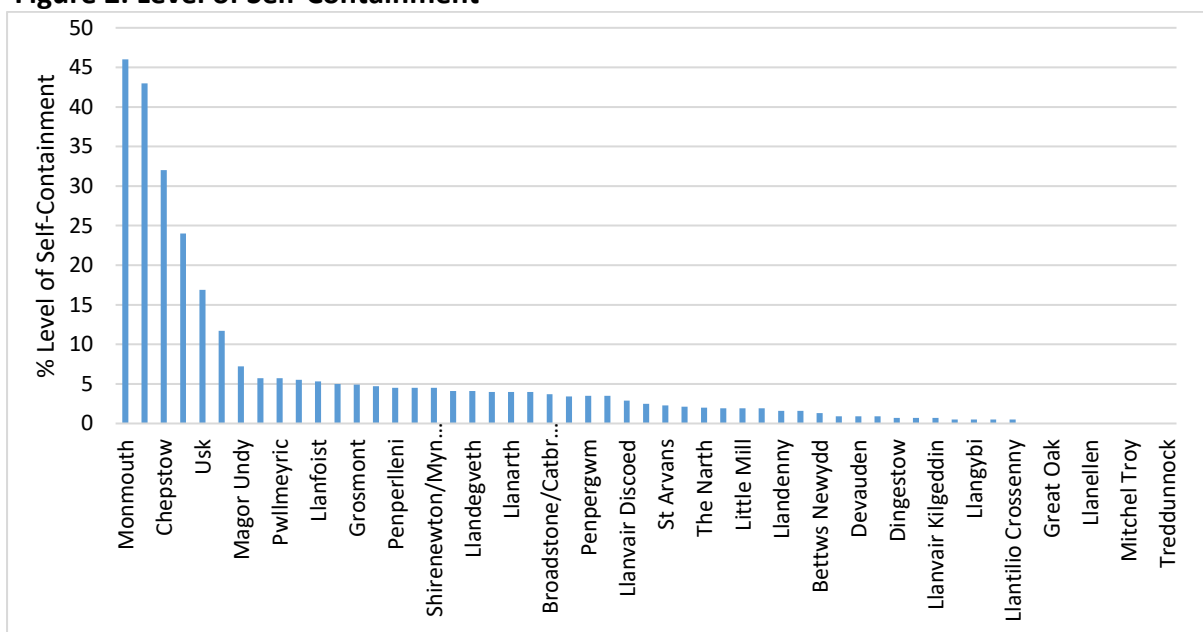
Source: Business Register and Employment Survey 2021

6.17 As discussed above self-containment is a useful indicator of the number of people who live and work within the same settlement. Figure 2 indicates the percentage of residents (aged 16+) in employment within the settlement they resided in the week before the 2011 Census.

6.18 The median level of self-containment across all settlements in Monmouthshire is very low, 2.3%, which is not unexpected in a rural authority, although this varies considerably across the County. It is not surprising that settlements with a relatively high level of self-containment are those with a stronger employment role as identified in the assessment under principle 3 and the information with regard to the number of employees within each settlement. These settlements undoubtedly provide more opportunities for people to live and work in close proximity which is important in terms of reducing levels of out-commuting. The settlements with the highest levels of self-containment are:

- Monmouth - 46%
- Abergavenny - 43%
- Chepstow – 32%
- Caldicot – 24%
- Usk – 17%
- Raglan – 12%

Figure 2: Level of Self-Containment

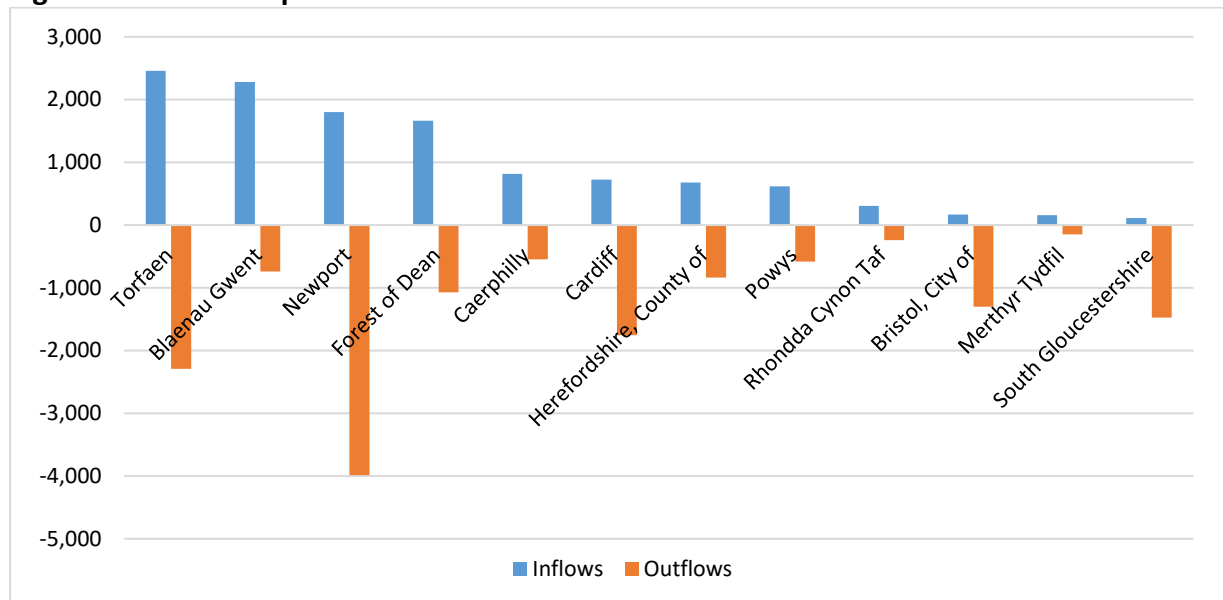


Source: 2011 Census

6.19 Travel to work patterns can further show the relationship between places in terms of employment. At the County level Figure 3 shows the main travel to work flows between Monmouthshire and other local authority areas. The main inflows to the County are from Torfaen, Blaenau Gwent, Newport and the Forest of Dean. Whilst the main outflows from the County are to Newport, Torfaen, Cardiff, South Gloucestershire and Bristol. At the time of the 2011 Census there were 13,009 people

commuting into the County for employment and 17,611 commuting out, thus there was a net out commute of 4,602 people. At the time of the Census 54% of residents who were in employment the week before the Census were commuting out of the County for work.

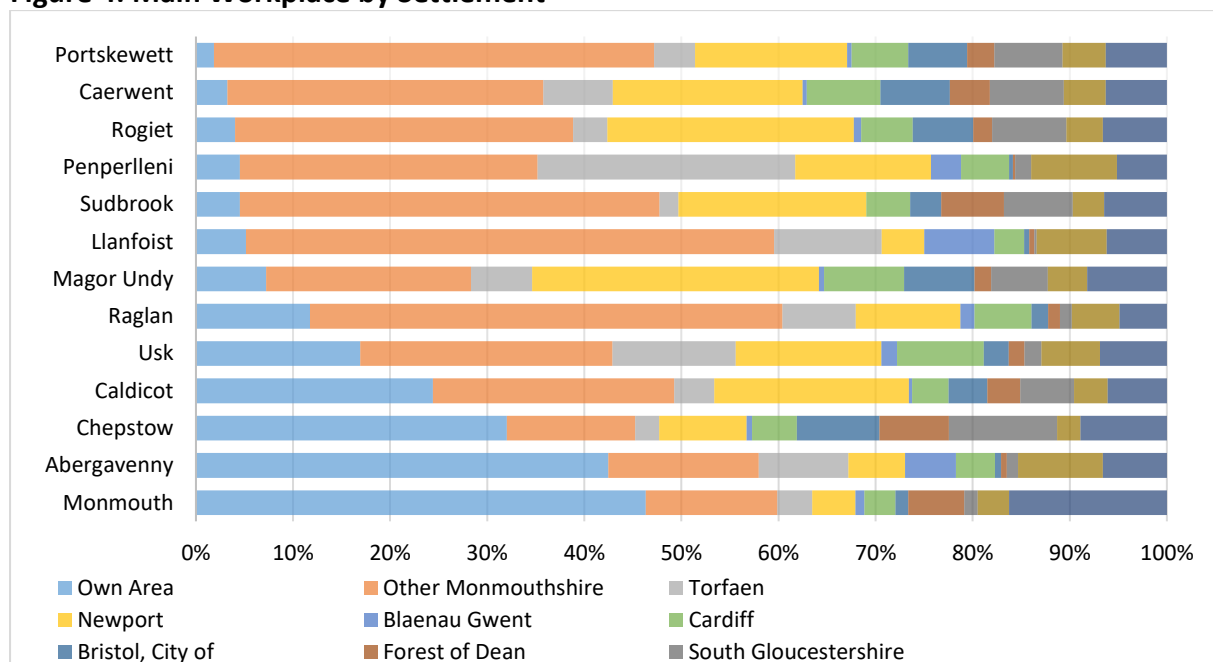
Figure 3: Main Workplace Inflows and Outflows to Monmouthshire



Source: 2011 Census

6.20 In addition to the County level it is also important to understand how these trends vary at sub local authority level. Travel to work analysis has therefore been undertaken for those 13 settlements listed above around which the majority of employment within the County is concentrated.

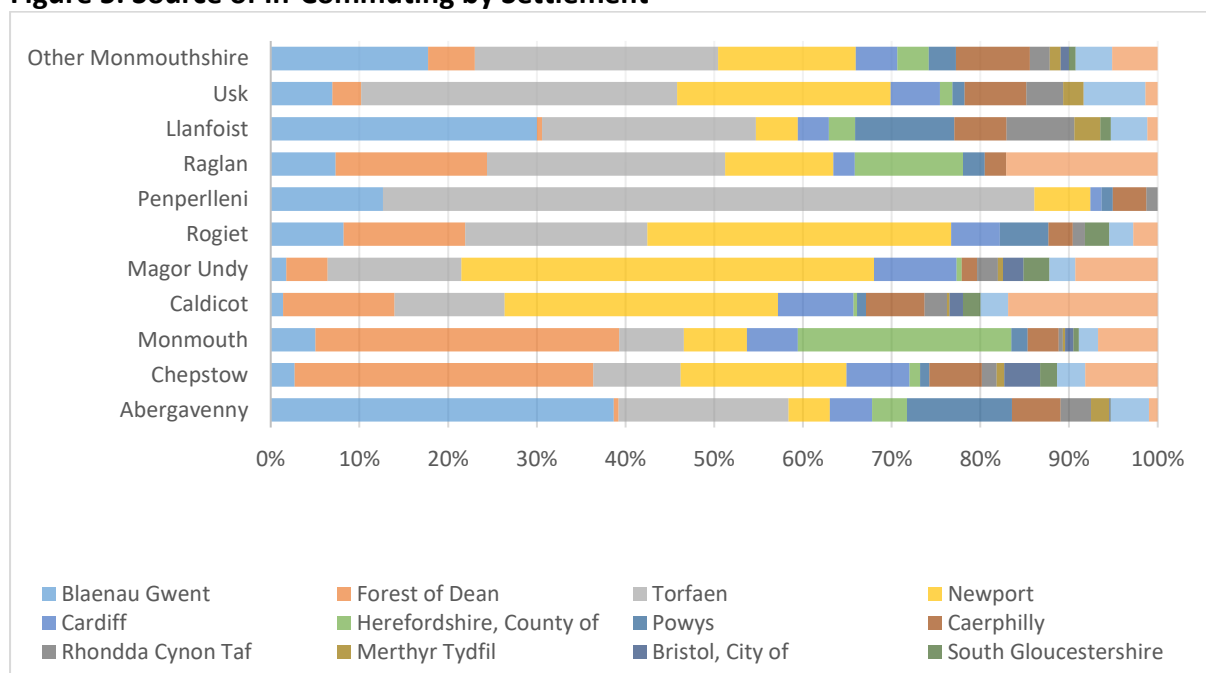
Figure 4: Main Workplace by Settlement



Source: 2011 Census

- 6.21 Analysis of Figure 4 shows that Monmouthshire is the main workplace destination for many residents, most particularly in Abergavenny, Monmouth, Llanfoist and Raglan where more than half of residents work within the County. The neighbouring counties of Newport and Torfaen are also significant workplace destinations for residents. For those settlements in the south of the County Bristol, the Forest of Dean and South Gloucestershire are also significant employment destinations. Of those residents working in the County, the main focus for employment are the towns of Abergavenny, Caldicot, Chepstow and Monmouth, who between them account for 71% of employment destinations for residents.
- 6.22 Figures 5 and 6 show how different settlements within the County attract workers from outside of Monmouthshire. The towns of Abergavenny, Caldicot, Chepstow and Monmouth attract the most in-commuting from outside of the County, which is not surprising given the greater number of employment opportunities in these settlements. Between them they account for 63% of all of the workers commuting in from the surrounding authorities. For Abergavenny the main source of in-commuting is from Blaenau Gwent and Torfaen, for Chepstow it is the Forest of Dean and Newport and for Monmouth it is the Forest of Dean and Herefordshire.

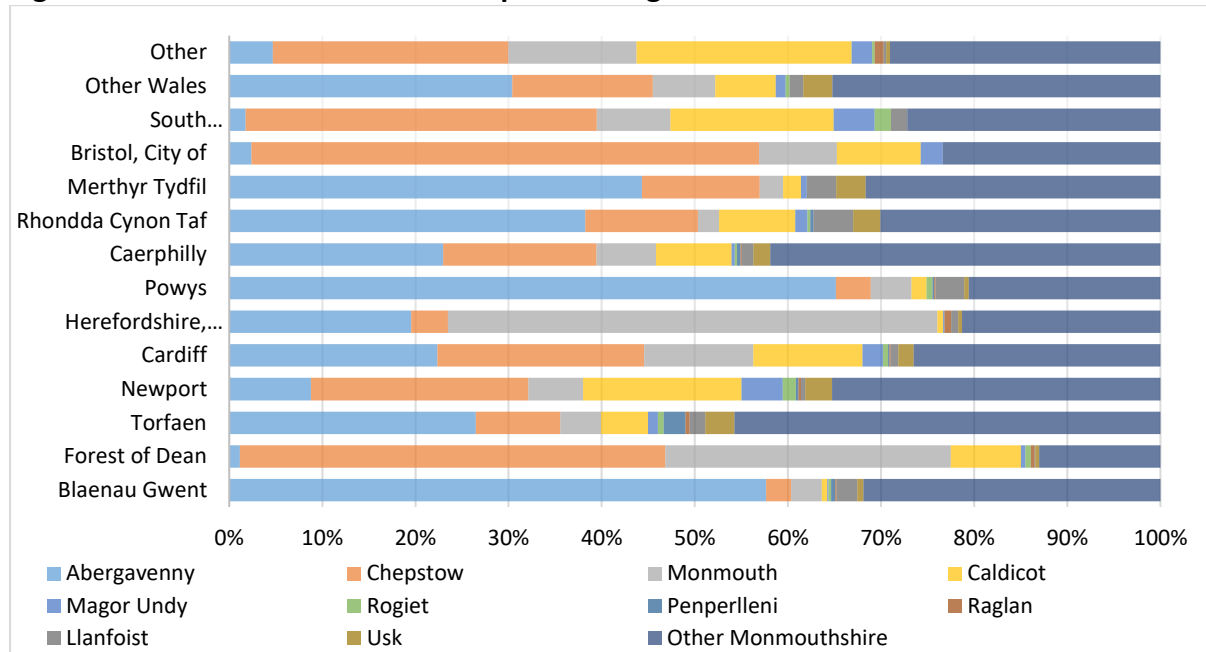
Figure 5: Source of In-Commuting by Settlement



Source: 2011 Census

- 6.23 Those commuting into the County to work are undoubtedly travelling to those settlements which are the closest geographically to them. Figure 6 shows that the majority of in-commuters from Blaenau Gwent and Powys are travelling to Abergavenny, the majority of in-commuters from Bristol and the Forest of Dean are travelling to Chepstow and the majority of in-commuters from Herefordshire are travelling to Monmouth.

Figure 6: Main Home Location of People Working in Monmouthshire



Source: 2011 Census

6.24 The combination of data sources provides a good indication of the balance of sustainable employment opportunities in Monmouthshire. Notwithstanding the importance and value of settlements with smaller, local employment bases, a number of settlements with a strong employment function can be identified:

- Abergavenny
- Caldicot
- Chepstow
- Monmouth

6.25 Outside of these core settlements, there are a number of other settlements which are also providing an employment role, these are Usk, Magor Undy, Llanfoist, Raglan and to a lesser extent Penperlleni.

7. Initial Ranking of Settlements based on their Weighted Scores against the 3 Principles

7.1 The settlements have been divided into 6 tiers depending on their weighted score against each of the 3 principles. The tiers have been colour coded, with tiers 1 and 2 green as they achieve the highest scores and are thus the most sustainable in terms of the quantitative appraisal, tiers 3 and 4 amber as they have a lower level of sustainability and tiers 5 and 6 with the lowest scores and thus the least sustainable, red. The tiers have been arrived at by plotting the individual scores on a graph and then identifying the natural breaks in the data. This way of classifying the data allows for an 'optimal' classification system that identifies data breaks, for a given number of classes, which will minimise within-class variance and maximise between-class differences.

7.2 Using this combination of scoring and colour coding the table below provides an initial hierarchy of the settlements included in this assessment. Maps showing the spatial distribution of the settlements according to which tier they are in for each of the individual principles are set out below.

Table 13: Initial Hierarchy of Settlements based on their weighted scores against the 3 Principles

Settlement	Principle 1: Transport Services & Accessibility		Principle 2: Community services & facilities		Principle 3: Employment Opportunity		Total	
	Score %	Tier	Score %	Tier	Score %	Tier	Score %	Tier

Tier 1

Abergavenny	32.2	Tier 1	25.1	Tier 1	25.0	Tier 1	82.3	Tier 1
Chepstow	32.2	Tier 1	24.4	Tier 1	25.0	Tier 1	81.6	Tier 1
Caldicot	32.2	Tier 1	22.6	Tier 1	25.0	Tier 1	79.8	Tier 1
Monmouth	20.0	Tier 2	23.5	Tier 1	25.0	Tier 1	68.5	Tier 1
Magor Undy	26.7	Tier 2	14.2	Tier 2	25.0	Tier 1	65.9	Tier 1
Usk	21.1	Tier 2	17.0	Tier 2	25.0	Tier 1	63.1	Tier 1

Tier 2

Llanfoist	26.7	Tier 2	10.2	Tier 2	20.0	Tier 1	56.9	Tier 2
Rogiet	32.2	Tier 1	9.3	Tier 3	10.0	Tier 2	51.5	Tier 2
Caerwent	26.7	Tier 2	9.0	Tier 3	10.0	Tier 2	46.8	Tier 2
Raglan	21.1	Tier 2	11.8	Tier 2	10.0	Tier 2	42.9	Tier 2
Penperlleni	21.1	Tier 2	8.7	Tier 3	10.0	Tier 2	39.8	Tier 2

Tier 3

Crick	17.8	Tier 3	3.1	Tier 5	10.0	Tier 2	30.9	Tier 3
Portskewett	16.7	Tier 3	8.7	Tier 3	5.0	Tier 4	30.4	Tier 3
Cuckoo's Row	17.8	Tier 3	2.5	Tier 6	10.0	Tier 2	30.3	Tier 3
Llanover	15.6	Tier 3	4.7	Tier 4	10.0	Tier 2	30.3	Tier 3
St Arvans	16.7	Tier 3	6.5	Tier 4	5.0	Tier 4	28.2	Tier 3
Tintern	11.1	Tier 4	9.6	Tier 3	7.5	Tier 3	28.2	Tier 3
The Bryn	14.4	Tier 4	3.7	Tier 5	10.0	Tier 2	28.1	Tier 3
Little Mill	16.7	Tier 3	5.2	Tier 4	5.0	Tier 4	27.9	Tier 3
Llanellen	16.7	Tier 3	5.3	Tier 4	5.0	Tier 4	27.0	Tier 3
Pwllmeyric	17.8	Tier 3	4.0	Tier 5	5.0	Tier 4	26.8	Tier 3
Penpergwm	14.4	Tier 4	2.2	Tier 6	10.0	Tier 2	26.6	Tier 3
Mathern	13.3	Tier 4	7.7	Tier 4	5.0	Tier 4	26.0	Tier 3
Sudbrook	14.4	Tier 4	4.7	Tier 4	5.0	Tier 4	24.1	Tier 3
Devauden	10.0	Tier 5	5.9	Tier 4	7.5	Tier 3	23.4	Tier 3
Shirenewton/Mynydd bach	10.0	Tier 5	8.0	Tier 3	2.5	Tier 5	21.6	Tier 3
Llanvair Discoed	12.2	Tier 4	4.0	Tier 5	5.0	Tier 4	21.2	Tier 3
Llanvapley	12.2	Tier 4	4.0	Tier 5	5.0	Tier 4	21.2	Tier 3

Tier 4

Brynygwenin	13.3	Tier 4	3.7	Tier 5	5.0	Tier 4	20.9	Tier 4
Llanddewi Rhydderch	12,2	Tier 4	3.7	Tier 5	5.0	Tier 4	20.9	Tier 4
Llantrisant	7.8	Tier 5	3.1	Tier 5	10.0	Tier 2	20.9	Tier 4
Gwehelog	11.1	Tier 4	3.4	Tier 5	5.0	Tier 4	20.6	Tier 4
Coed-y-Paen	12.2	Tier 4	3.1	Tier 5	5.0	Tier 4	20.3	Tier 4
Llangybi	10.0	Tier 5	5.0	Tier 4	5.0	Tier 4	20.0	Tier 4
Llandogo	11.1	Tier 4	6.2	Tier 4	2.5	Tier 5	19.8	Tier 4
Dingestow	8.9	Tier 5	5.6	Tier 4	5.0	Tier 4	18.9	Tier 4
Penallt	8.9	Tier 5	4.7	Tier 4	5.0	Tier 4	18.6	Tier 4
Llanishen	5.6	Tier 5	5.0	Tier 4	7.5	Tier 3	18.1	Tier 4
Llandegveth	12.2	Tier 4	3.1	Tier 5	2.5	Tier 5	17.8	Tier 4
Werngifford/Pandy	10.0	Tier 5	5.3	Tier 4	2.5	Tier 5	17.8	Tier 4
Mitchel Troy	8.9	Tier 5	3.7	Tier 5	5.0	Tier 4	17.6	Tier 4
Great Oak	10.0	Tier 5	2.5	Tier 6	5.0	Tier 4	17.5	Tier 4
Llangwm	8.9	Tier 5	2.8	Tier 6	5.0	Tier 4	16.7	Tier 4
Trellech	8.9	Tier 5	5.3	Tier 4	2.5	Tier 5	16.7	Tier 4

Tier 5

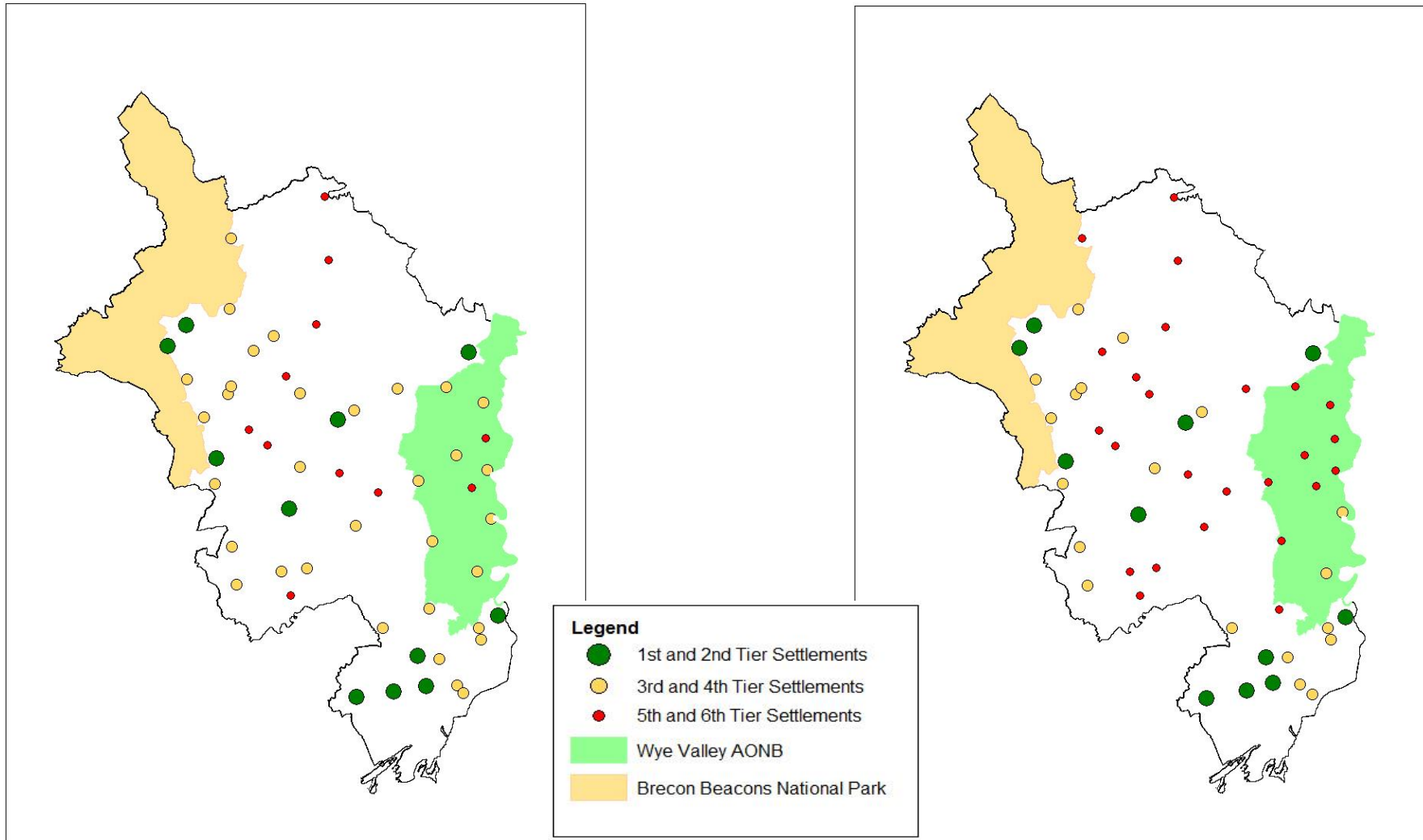
The Narth	8.9	Tier 5	3.7	Tier 5	2.5	Tier 5	15.1	Tier 5
Llandenny	6.7	Tier 5	3.1	Tier 5	5.0	Tier 4	14.8	Tier 5
Llanvair Kilgeddin	7.8	Tier 5	3.4	Tier 5	2.5	Tier 5	13.7	Tier 5
Llansoy	7.8	Tier 5	2.5	Tier 6	2.5	Tier 5	12.8	Tier 5
Llanarth	5.6	Tier 5	4.0	Tier 5	2.5	Tier 5	12.1	Tier 5
Grosmont	6.7	Tier 5	5.3	Tier 4	0	Tier 6	12.0	Tier 5

Tier 6

Bettws Newydd	3.3	Tier 6	4.0	Tier 5	2.5	Tier 5	9.8	Tier 6
Broadstone/Catbrook	3.3	Tier 6	4.0	Tier 5	2.5	Tier 5	9.8	Tier 6
Cross Ash	2.2	Tier 6	4.0	Tier 5	2.5	Tier 5	8.7	Tier 6
Tredunnoch	3.3	Tier 6	2.8	Tier 6	2.5	Tier 5	8.6	Tier 6
Llantilio Crossenny	3.3	Tier 6	2.5	Tier 6	2.5	Tier 5	8.3	Tier 6

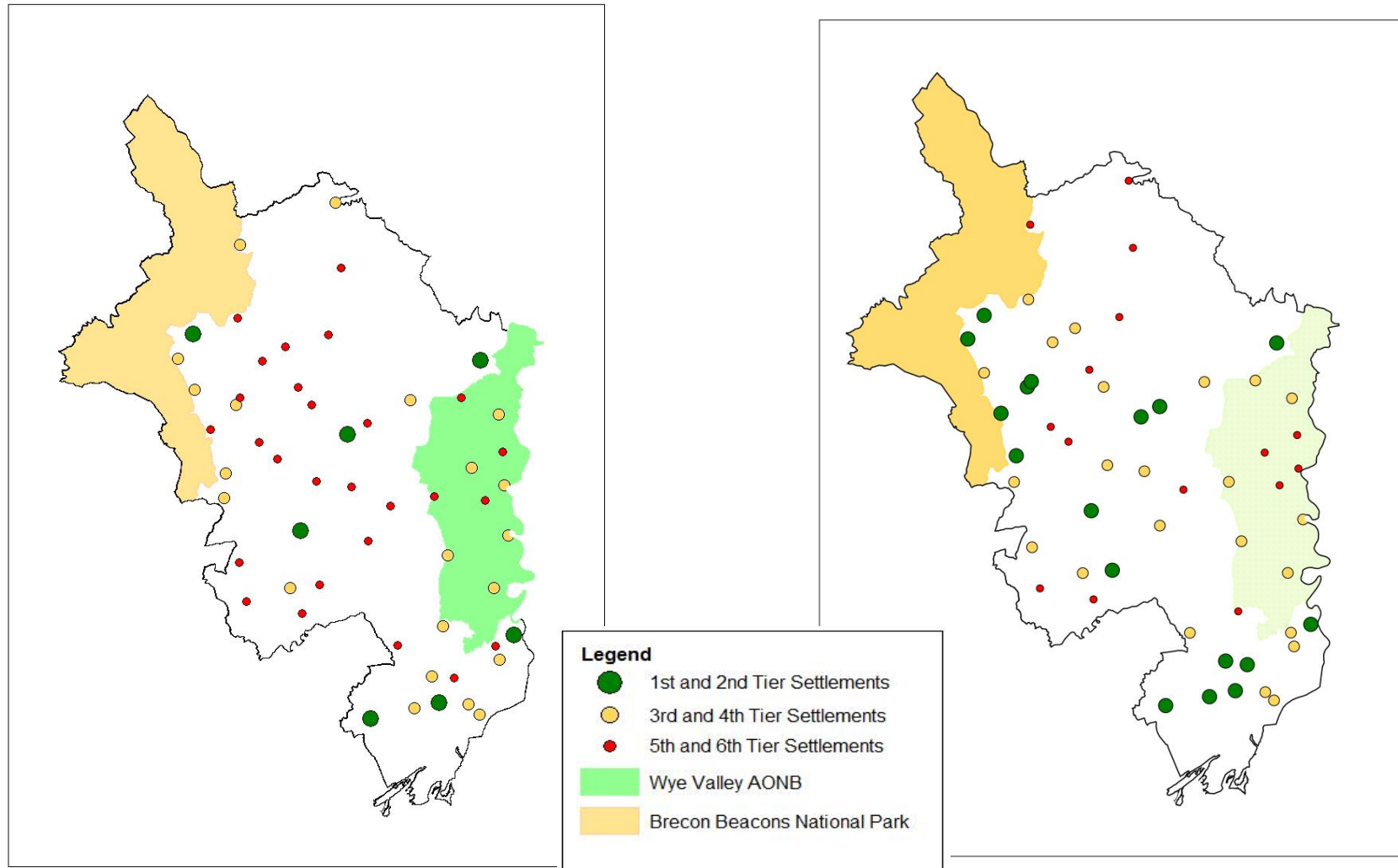
Map 1: Spatial Distribution of Settlements by all 3 Principles

Map 2: Spatial Distribution of Settlements by Principle 1 – Transport Services & Accessibility



**Map 3: Spatial Distribution of Settlements by Principle 2
Community Services & Facilities**

**Map 4: Spatial Distribution of Settlements by Principle 3 – Employment
Opportunity**



8. Initial Ranking of Settlements based on Population Size

- 8.1 The Development Plan Manual Edition 3 (March 2020) recommends that the size of a settlement be taken into account in the settlement assessment in addition to the areas covered under the 3 principles. Table 14 below shows the scores given for population size in accordance with the methodology at Table 4. On the basis of their estimated population size the settlements included in this appraisal can be ordered as follows, a more detailed breakdown of the individual settlement populations can be found at Appendix 4.

Table 14: Population of Individual Settlements

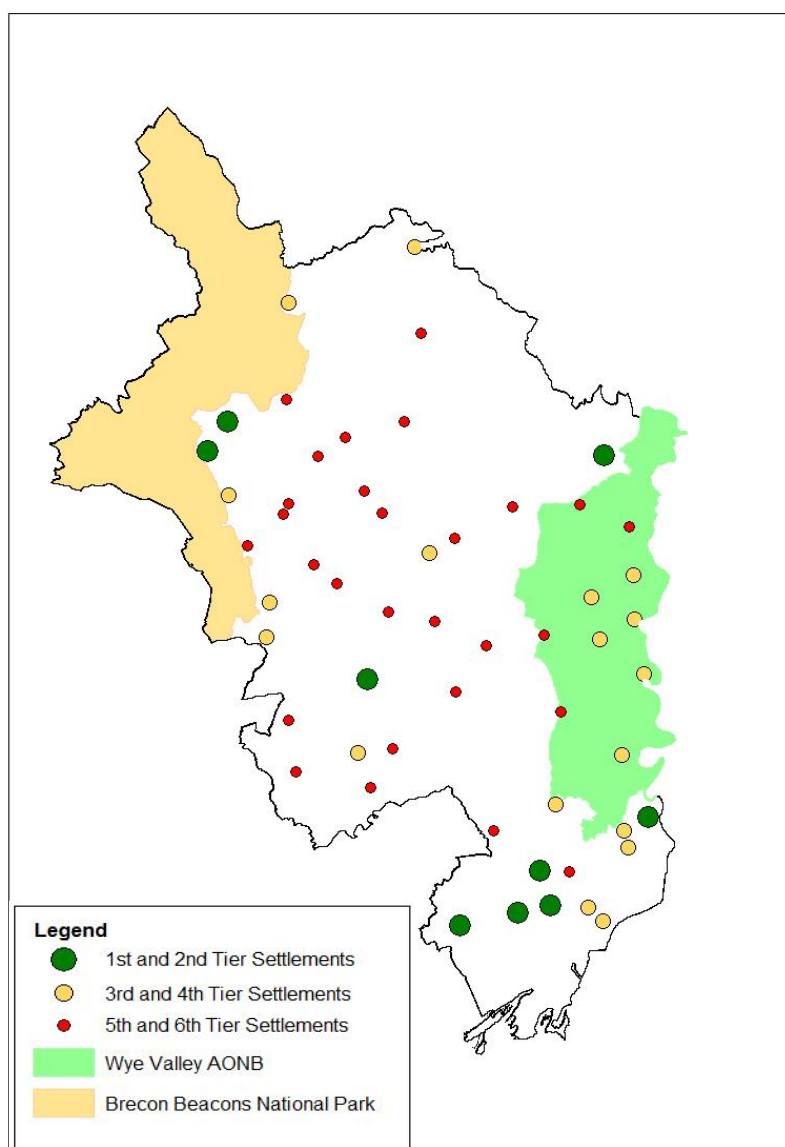
Population Size	Settlement	Score
First Tier >10000	Abergavenny	50
	Caldicot	50
	Chepstow	50
	Monmouth	50
Second Tier 1500 - 9999	Magor/Undy	30
	Caerwent	20
	Llanfoist	20
	Rogiet	20
	Usk	20
Third Tier 500 - 1499	Little Mill	10
	Penperlleni	10
	Portskewett	10
	Raglan	10
	Shirenewton/Mynydd Bach	10
	St Arvans	10
	Sudbrook	10
	Trellech	10
Fourth Tier 250 - 499	Devauden	5
	Grosmont	5
	Llandogo	5
	Llanellen	5
	Llangybi	5
	Mathern	5
	Pwllmeyric	5
	The Narth	5
	Tintern	5
	Werngifford/Pandy	5
	Fifth Tier 100 - 249	Broadstone/Catbrook
Crick		1

Population Size	Settlement	Score
	Dingestow	1
	Great Oak	1
	Gwehelog	1
	Llanddewi Rhydderch	1
	Llanishen	1
	Llanover	1
	Llanvair Discoed	1
	Mitchel Troy	1
	Penallt	1
	The Bryn	1
Sixth Tier <100	Bettws Newydd	0
	Brynygwenin	0
	Coed y Paen	0
	Cross Ash	0
	Cuckoos Row	0
	Llanarth	0
	Llandegveth	0
	Llandenny	0
	Llangwm	0
	Llansoy	0
	Llantilio Crossenny	0
	Llantrisant	0
	Llanvair Kilgeddin	0
	Llanvapley	0
	Penpergwm	0
	Tredunnoch	0

Source: 2021 Census, Count of properties

- 8.2 From the table above it can be seen that only one settlement, Magor Undy, achieves a score of 30 for population size. As it would seem inappropriate for that settlement to sit in a tier on its own it has been grouped with the 2nd Tier settlements as whilst it is larger in population terms it has more in common with these settlements in terms of role and function than the larger Tier 1 settlements which are more akin to County towns than local centres. The map below shows the spatial distribution by population of the settlements included within this assessment.

Map 5: Spatial Distribution of Settlements by Population



9. Initial Ranking of Settlements based on Combined Population Size and Weighted Score against the 3 Principles

9.1 The distribution of population has a significant bearing on the function and role of settlements, although population levels alone do not guarantee sustainability as a number of other spatial issues also come into effect, especially accessibility. However, to reflect the contribution of population size to the overall sustainability of settlements, each settlement has been given an additional score based on population size, as detailed in Table 4, in addition to its weighted score against the three principles. The resulting hierarchy from this is shown in Table 15 below.

Table 15: Initial Hierarchy of Settlements based on their weighted scores against the 3 Principles and their Population Size

Settlement	Total Score	Total Weighted Score %	Population
Tier 1 Settlements			
Abergavenny	132.3	82.3	50
Chepstow	131.6	81.6	50
Caldicot	129.8	79.8	50
Monmouth	118.5	68.5	50
Tier 2 Settlements			
Magor Undy	95.9	65.9	30
Usk	83.1	63.1	20
Llanfoist	76.9	56.9	20
Rogiet	71.5	51.5	20
Caerwent	66.8	46.8	20
Raglan	52.9	42.9	10
Penperlleni	49.8	39.8	10
Tier 3 Settlements			
Portskewett	40.4	30.4	10
St Arvans	38.2	28.2	10
Little Mill	37.9	27.9	10
Sudbrook	34.1	24.1	10
Tintern	33.2	28.2	5
Llanellen	32.0	27	5
Crick	31.9	30.9	1
Pwllmeyric	31.8	26.8	5
Shirenewton/Mynyddbach	31.6	21.6	10
Llanover	31.3	30.3	1
Mathern	31.0	26	5
Cuckoo's Row	30.3	30.3	0
Tier 4 Settlements			
The Bryn	29.1	28.1	1
Devauden	28.4	23.4	5
Trellech	26.7	16.7	10
Penpergwm	26.6	26.6	0
Dingestow	26.0	25.0	1
Llangybi	25.0	20.0	5
Llandogo	24.8	19.8	5
Werngifford/Pandy	22.8	17.8	5
Llanvair Discoed	22.2	21.2	1
Llanddewi Rhydderch	21.9	20.9	1
Gwehelog	21.6	20.6	1
Llanvapley	21.2	21.2	0
Brynygwenin	20.9	20.9	0
Llantrisant	20.9	20.9	0

Settlement	Total Score	Total Weighted Score %	Population
Coed-y-Paen	20.3	20.3	0
The Narth	20.1	15.1	5
Tier 5 Settlements			
Penallt	19.6	18.6	1
Llanishen	19.1	18.1	1
Mitchel Troy	18.6	17.6	1
Great Oak	18.5	17.5	1
Llandegveth	17.8	17.8	0
Grosmont	17.0	12.0	5
Llangwm	16.7	16.7	0
Llandenny	14.8	14.8	0
Llanvair Kilgeddin	13.7	13.7	0
Llansoy	12.8	12.8	0
Llanarth	12.1	12.1	0
Broadstone/Catbrook	10.8	9.8	1
Tier 6 Settlements			
Bettws Newydd	9.5	9.5	0
Cross Ash	8.7	8.7	0
Tredunnoch	8.6	8.6	0
Llantilio Crossenny	8.3	8.3	0

9.2 The Population of the County at the time of the 2021 Census stood at 92,961, with the four main towns accounting for 50% of the population between them. Outside of these towns there are a further 8 settlements with a population exceeding 1,000. These twelve settlements combined account for nearly 69% of the County's population.

9.3 In order to add further context to the analysis it is also useful to look at the age profile for each settlement. Age data from the 2021 Census is not currently available at a lower geographic level, however the latest 2020 Mid-Year Population Estimates are available at OA level, although at this low level geography the data needs to be treated with some caution. As OA's cover a minimum of 50 households for some of the smaller settlements this will mean that the surrounding area is also included within the estimate and for the very smallest settlements more than one settlement will fall within the OA. However, they do give an indication of the demography of the individual settlements.

9.4 Table 16 shows how the age structure varies between settlements. For the County as a whole nearly 26% of the population is estimated to be over 65, with 16% under 16 and 58% in the working aged population groups. However, specific settlements across the County differ from this average. An ageing demographic is one of the issues that Monmouthshire faces. Table 16 shows those settlements that have a higher than average proportion of their population in the over 65 age groups (these are shown in

pink) and those settlements that have a higher than average proportion of their population in the working aged and younger age groups (these are shown in green).

- 9.5 The lower percentage of working age groups in some of the larger settlements, such as Abergavenny, Caldicot, Monmouth, Usk and Raglan could have longer term implications for local employment if there are insufficient economically active residents to support local employers. It also has implications for the level of commuting particularly as these settlements are currently among the County's employment hubs, as shown at paragraph 6.15 above.

Table 16: Mid-Year Population Estimates by Settlement and Age Group

Settlement	All Ages	Aged 0 - 15	%	Aged 16 - 64	%	Aged 65+	%
Abergavenny	13,726	2,200	16.0	7,774	56.6	3,752	27.3
Chepstow	12,376	2,089	16.9	7,748	62.6	2,539	20.5
Monmouth	11,197	2,023	18.1	6,307	56.3	2,867	25.6
Caldicot	10,592	1,799	17.0	6,183	58.4	2,610	24.6
Magor Undy	6,058	986	16.3	3,825	63.1	1,247	20.6
Usk	2,833	328	11.6	1,644	58.0	861	30.4
Rogiet	1,836	346	18.8	1,202	65.5	288	15.7
Llanfoist	1,620	324	20.0	955	59.0	341	21.0
Caerwent/Crick	1,507	297	19.7	888	58.9	322	21.4
Penperlleni	1,313	171	13.0	806	61.4	336	25.6
Raglan	1,183	154	13.0	602	50.9	427	36.1
Portskewett	1,154	173	15.0	704	61.0	277	24.0
St Arvans	761	119	15.6	407	53.5	235	30.9
Shirenewton/Mynyddbach	702	99	14.1	404	57.5	199	28.3
Werngifford Pandy	599	81	13.5	351	58.6	167	27.9
Tintern	621	84	13.5	355	57.2	182	29.3
Devauden	641	101	15.8	358	55.9	182	28.4
Mitchel Troy	635	113	17.8	338	53.2	184	29.0
Pwllmeyric	609	87	14.3	356	58.5	166	27.3
Little Mill	564	89	15.8	333	59.0	142	25.2
Gwehelog	543	87	16.0	298	54.9	158	29.1
Treddunock	482	76	15.8	289	60.0	117	24.3
Llanellen	482	50	10.4	263	54.6	169	35.1
Llandogo	496	66	13.3	265	53.4	165	33.3
Llangybi	489	80	16.4	239	48.9	170	34.8
Coed y Paen/Llandegveth	484	62	12.8	304	62.8	118	24.4
Llantrisant	458	76	16.6	259	56.6	123	26.9
Trellech	469	97	20.7	256	54.6	116	24.7
Sudbrook	463	82	17.7	314	67.8	67	14.5
Mathern	426	46	10.8	231	54.2	149	35.0

Settlement	All Ages	Aged 0 - 15	%	Aged 16 - 64	%	Aged 65+	%
Llangwm/Llansoy	399	56	14.0	211	52.9	132	33.1
Broadstone Catbrook	398	58	14.6	215	54.0	125	31.4
Grosmont	397	57	14.4	246	62.0	94	23.7
Penallt	397	46	11.6	250	63.0	101	25.4
Llanddewi Rhydderch	385	49	12.7	235	61.0	101	26.2
Llantilio Crossenny	383	67	17.5	212	55.4	104	27.2
Cuckoos Row	382	38	9.9	237	62.0	107	28.0
Llanarth	379	32	8.4	273	72.0	74	19.5
The Narth	379	52	13.7	187	49.3	140	36.9
Cross Ash	366	54	14.8	220	60.1	92	25.1
Llanover	364	35	9.6	200	54.9	129	35.4
Llandenny	361	55	15.2	209	57.9	97	26.9
Llanishen	351	59	16.8	210	59.8	82	23.4
Llanvair Kilgeddin	334	43	12.9	165	49.4	126	37.7
Penpergwm/The Bryn	333	49	14.7	175	52.6	109	32.7
Bettws Newydd	310	47	15.2	179	57.7	84	27.1
Brynygwenin	304	58	19.1	177	58.2	69	22.7
Llanvair Discoed	298	38	12.8	187	62.8	73	24.5
Great Oak/Llanvapley	282	51	18.1	165	58.5	66	23.4
Dingestow	261	51	19.5	139	53.3	71	27.2

Source Mid-Year Population Estimates (2020)

10. Defining Settlement Clusters

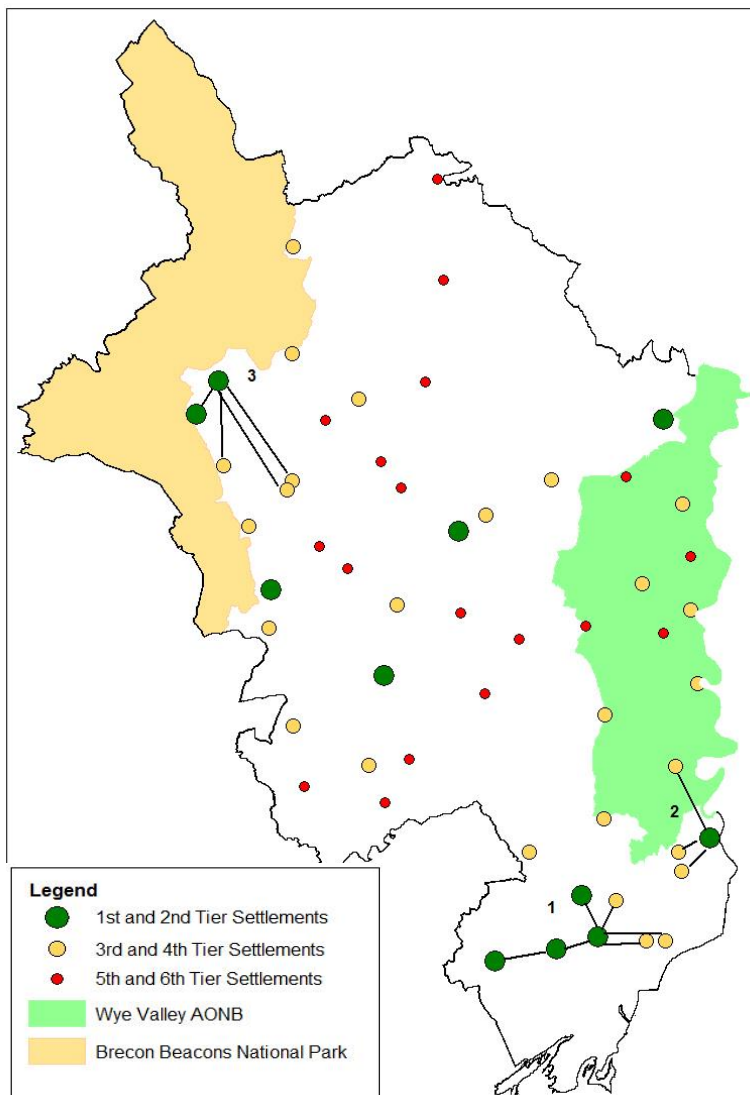
- 10.1 This section seeks to supplement the above analysis by identifying broad geographical clusters of settlements by applying the criteria as detailed in para 4.30 above. This recognises the role and function that smaller settlements play within the County.
- 10.2 By applying the criteria as detailed in para 4.30 above it is possible to define clusters of smaller settlements which have a geographical and functional link to a tier 1 settlement within that cluster. The results of the cluster analysis is set out at Appendix 5. The smaller settlements within the cluster whilst located within the rural hinterland of a tier 1 settlement and relying on that settlement for many of their day to day needs also contribute to that settlement's social, economic and environmental fabric and could be capable of accommodating some development despite their position within the settlement hierarchy due to their close links with the tier 1 settlement.
- 10.3 The cluster analysis identifies 3 groups of settlements within the county which meet the criteria and have the capacity to form a cluster, the spatial distribution of the clusters are shown in the map below.

Cluster 1: **Caldicot – Tier 1**
 Rogiet – Tier 2
 Magor Undy – Tier 2
 Caerwent – Tier 2
 Portskewett – Tier 3
 Crick – Tier 3
 Sudbrook – Tier 3

Cluster 2: **Chepstow – Tier 1**
 St Arvans – Tier 3
 Pwllmeyric – Tier 3
 Mathern – Tier 3

Cluster3: **Abergavenny – Tier 1**
 Llanfoist – Tier 2
 Llanellen – Tier 3
 The Bryn – Tier 4
 Penpergwm – Tier 4

Map 6: Spatial Distribution of the Clusters



10.4 Cluster 1, the Severnside area, centres on the Tier 1 settlement of Caldicot. Of the three identified clusters, cluster 1 is the strongest cluster with the tier 1 settlement of Caldicot and three tier 2 settlements located within it, Magor Undy, Rogiet and

Caerwent. The settlements within this cluster have particularly strong geographic and transport links between them and clearly make up an identifiable group of settlements.

- 10.5 Cluster 2 centres on the Tier 1 settlement of Chepstow, with three smaller settlements having particularly strong geographical links to it. In contrast to cluster 1 the smaller settlements in Cluster 2 are all lower tier settlements. These settlements whilst undoubtedly having strong geographical links in terms of distance from the Tier 1 settlement of Chepstow do not have as strong transport links and so whilst as a group of settlements having the potential to support some additional future development this will be dependent upon any physical/environmental and infrastructure constraints of the individual settlements and their ability to accommodate additional development given the sensitivity of landscapes and the countryside character of rural settlements .
- 10.6 Cluster 3 centres on the Tier 1 settlement of Abergavenny. This cluster of settlements, whilst having Tier 1 to 4 settlements within the cluster do not, with the exception of Llanfoist, have strong functional and transport links between them. As with cluster 2 the smaller settlements in the cluster undoubtedly have strong geographical links with the Tier 1 settlement but do not have as strong transport links and so whilst as a group of settlements having the potential to support some additional future development this will again be dependent upon any physical/environmental and infrastructure constraints of individual settlements and their ability to accommodate additional development given the sensitivity of landscapes and the countryside character of rural settlements. Llanfoist is the exception within this cluster as it has very strong functional as well as geographic links to Abergavenny with a similar relationship to that settlement as Wyesham has to the settlement of Monmouth, it is therefore considered appropriate to cluster Llanfoist with Abergavenny.
- 10.7 Monmouth despite its position as a Tier 1 settlement does not have particularly strong transport links with any of the smaller settlements within the surrounding area, none of which achieve higher than Tier 4 and thus does not constitute a cluster, although it undoubtedly acts as a service centre for its rural hinterland.

11. Settlement Appraisal Conclusions

- 11.1 This appraisal has analysed a large amount of information to help determine the role and function of settlements within the County and builds on the work undertaken for the Function and Hierarchy of Settlements Study (October 2008) which informed the settlement hierarchy for the current adopted LDP. The work has been undertaken using a scoring system against three principles, based on the regional SEWSPG methodology, with some adjustments to ensure a locally relevant scoring system. The three primary principles used to analyse each settlement are sustainable transport and accessibility, facilities and services and employment provision. Consideration of each of these principles together with a settlement's population size, has assisted the process of identifying a settlement hierarchy based on this

quantitative assessment and can be used as part of the evidence base to inform decisions as to where development should be spatially located in relation to existing settlements to achieve a sustainable pattern of growth. It is, however, recognised that a settlement's ability to support further growth is dependent on a range of additional considerations, including physical/environmental constraints, infrastructure capacity and future role/function.

- 11.2 This appraisal confirms the dominant role of the towns of Abergavenny, Chepstow, Caldicot and Monmouth. All four towns score highly against the three principles reinforcing their function as service centres for their rural hinterlands. Monmouth, due to its lack of a railway station within the town and the relative distance to access the nearest railway station achieves a lower score against principle 1 than the other towns. However, it achieves a comparably high score against the other two principles. Half of the population of the County live within one of these settlements, benefiting from their accessibility and the range of services and facilities that they offer. The relative self-containment of these settlements compared to other settlements within the County justifies their classification as Primary Settlements which can be maintained and strengthened through future sustainable development.
- 11.3 In addition to the four Primary Settlements there are two other settlements, Magor Undy and Usk, which also perform well, justifying their position as Secondary Settlements. Whilst not having the full range of facilities offered by the Primary Settlements, they provide services which benefit both their residents and the surrounding rural hinterlands, with Magor Undy in particular benefiting from its location in the M4 corridor and its proximity to sustainable transport modes and to Newport.
- 11.4 Outside of these two settlements there is a distinct group of other Secondary Settlements. Of these Llanfoist and Rogiet are the higher scoring settlements, with Caerwent, Raglan and Penperlleni also performing well in terms of the appraisal. It is anticipated that whilst these Secondary Settlements do not offer the full range of services and facilities that can be found in the Primary Settlements they would be capable of supporting some additional sustainable growth. The scale of future planned development should reflect their individual role, function and size, acknowledging that these settlements currently provide local services/facilities to meet the needs of their immediate vicinities.
- 11.5 The cluster analysis recognises that some of the lower tier settlements in the appraisal have a geographical and functional relationship with a Tier 1 settlement in the matrix and so, whilst achieving lower scores, may be capable of supporting some additional future development. The settlements along the M4 corridor in particular exhibit strong geographical and functional relationships with both each other and with the larger settlements in the vicinity. This cluster not only contains the Tier 1 Primary Settlement of Caldicot it also contains the three Tier 2 Secondary Settlements of Magor Undy, Rogiet and Caerwent. It is considered that together with the Primary Settlements of Abergavenny, Chepstow and Monmouth, the Primary

Settlement of Caldicot including the Severnside cluster with its good transport links, employment opportunities and range of services offers the most sustainable location for future growth.

- 11.6 Outside of the Primary, Secondary and Severnside settlements there are other settlements in the matrix that will also provide supplementary opportunities for sustainable development; again the scale of development should reflect their individual roles, functions and size. It is recognised, as set out in national planning policy (PPW11), that appropriate levels of development could help maintain the viability of these settlements by providing increased custom for local businesses and also enable small scale employment opportunities to help sustain their populations and attract a more balanced demography.
- 11.7 As well as having functional relationships with other settlements within the County, the settlements along the western boundary of the County, in particular Penperlleni Little Mill and Magor Undy also have strong links to settlements within Torfaen and Newport respectively in terms of access to services, public transport and employment. These links also need to be recognised when considering possible locations for future growth.
- 11.8 In summary this assessment evidences a hierarchy of settlements based on this quantitative analysis of the 3 principles together with settlement size. There are four Primary Settlements: Abergavenny (including Llanfoist), Caldicot (including Severnside), Chepstow and Monmouth (including Wyesham). Outside of these are the three identifiable Secondary Settlements of Penperlleni, Raglan and Usk.
- 11.9 The results from the appraisal are less clear in the rural areas where the scoring can lead to some settlements achieving higher scores than would be expected. Three notable examples of this are Penpergwm, The Bryn and Cuckoos Row which, whilst having limited services, benefit from the availability of an employment opportunity. As the employment opportunity is not weighted dependent on the number of jobs available, a level of local knowledge has been applied with regard to the location of rural settlements within the hierarchy.
- 11.10 The proposed settlement hierarchy for the RLDP is given below, this will be subject to further refinement as the Plan progresses.

Primary Settlements

Abergavenny (including Llanfoist)

Caldicot (including Severnside)

Chepstow

Monmouth (including Wyesham)

Secondary Settlements

Penperlleni

Raglan

Usk

Main Rural Settlements

Devauden	Mathern
Dingestow	Pwllmeyric
Little Mill	Shirenewton Mynydd bach
Llandogo	St Arvans
Llanellen	Tintern
Llangybi	Trellech
Llanover	Werngifford Pandy
Llanvair Discoed	

Minor Rural Settlements

Bettws Newydd	Llangwm
Broadstone/Catbrook	Llanishen
Brynygwenin	Llansoy
Coed y Paen	Llantilio Crossenny
Cross Ash	Llantrisant
Cuckoo's Row	Llanvair Kilgeddin
Great Oak	Llanvapley
Grosmont	Mitchel Troy
Gwehelog	Penallt
Llanarth	Penpergwm
Llanddewi Rhydderch	The Bryn
Llandegveth	The Narth
Llandenny	Tredunnock

12. Further Analysis

- 12.1 The assessment evidences a hierarchy that can be used to identify which settlements are most sustainable and are best placed to deliver further growth. This will inform the Preferred Strategy of the RLDP. However, whilst providing the Council with an initial quantitative ranking of the sustainability of the County's settlements it is important to note that the use of scoring and ranking methods means that certain socio-economic, cultural and environmental factors, which are important in understanding the overall role, function and sustainability of a settlement are not fully considered by this assessment. Furthermore, the limitations of this methodology mean that certain assumptions and generalisations are used, for example regarding travel to work patterns and the actual use of sustainable transport modes.
- 12.2 A strategic assessment such as this one is not intended to be a comprehensive planning assessment of individual settlements or potential development sites within them. Further analysis will be needed to take account of qualitative considerations and wider planning assessments, including Council aspirations, the potential future role of each settlement, affordable housing need and both the capacity to accommodate development and the need for growth to sustain a settlement. This will

enable a better understanding of the initial rankings and provide a basis for defining a final sustainable settlement hierarchy for the Deposit RLDP i.e. defining which settlements are more or less suitable for accommodating future development in terms of their location, level of service provision, capacity and their role and function within the area.

- 12.3 Wider planning assessments will also consider the local need for development, for example in terms of the need for local housing, affordable housing or employment provision, balanced against the physical/environmental and infrastructure constraints of individual settlements and their ability to accommodate additional development given the sensitivity of landscapes, the countryside character of rural settlements, and agricultural land quality. In this respect, planning judgements will need to be made as to which settlements fall within particular categories within the RLDP's sustainable settlement hierarchy. Given that these will reflect the individual characteristics of each settlement, it is likely that some of these may not strictly reflect the indicative groupings provided in this assessment. An example of the other planning considerations would include environmental constraints such as flood risk, nature conservation, topography, and landscape impacts, as well as infrastructure capacity.

Appendix 1: Differences between proposed SEWSPG Methodology and Monmouthshire Approach

SEWSPG Approach	Monmouthshire Approach	Reasons for Difference
Principle 1 – Sustainable Transport and Accessibility		
Walking is scored depending on the distance to the largest cluster of facilities and services. The distances vary from less than 100m to greater than 1400m.	Walking is scored depending on the distance to a higher order settlement via an active travel route. To receive a score this distance should be less than 1.5 miles.	The SEWSPG approach is more suited to an urban area where there would be smaller distances from areas of population to services/facilities. A longer distance has been used for the Monmouthshire methodology to take account of smaller settlements which are within walking distance of a larger settlement.
Cycling is scored depending on the distance to the largest cluster of facilities and services. The distances vary from less than 1000m to greater than 5000m	Cycling is scored depending on the distance to a higher order settlement via an active travel route. To receive a score this distance should be less than 3.0 miles.	The SEWSPG approach is more suited to an urban area where there would be smaller distances from areas of population to services/facilities. A longer distance has been used for the Monmouthshire methodology to take account of smaller settlements which are within cycling distance of a larger settlement.
Only commercially operated bus services are scored.	Account is taken of the Grass Routes service operated in the County.	The Grass Routes service is important for the County as many of the rural settlements, particularly in the north, rely on this service.
Rail services are scored depending on the frequency of service to a main centre.	Rail services are scored depending on whether there is a rail station located in the settlement, or the distance to access rail services via the road network.	Very few of the County's settlements have a railway station, however many of the settlements are able to access a rail service within a reasonable distance.
The percentage of parking bays with an electric vehicle charging point is scored.	The availability of electric charging points is not scored.	Whilst this service is available in the car parks in the larger settlements, the majority

		of our settlements are rural and do not have parking areas.
Proximity to access the M4 is scored depending on the drive time.	Proximity to a strategic highway within the County is scored depending on distance to the closest point of access.	Distance is felt to be a more appropriate form of measurement. The strategic highway network within the County is used as not all people will be using the M4 to access services/employment.
Principle 2 – Availability of facilities and Services		
Scores facilities individually.	Scores the presence of town centres, local centres and neighbourhood centres within settlements. Also scores the proximity of a settlement to these services. Facilities outside of these designations are scored individually.	The town and local centres act as service hubs not only for their own population but for their rural hinterland, this needs to be taken account of in the assessment of our settlements sustainability.
Principle 3 – Employment Opportunities		
The scoring matrix is separated by employment type i.e. split by use class and scored based on the average number of people working in these different sectors.	Measures the presence of an employment use/opportunity within the current settlement boundary, or within a specified distance to a settlement.	This calculation method is not accurate to estimate the number of employees generated for a business. The Guide states... 'When evaluating actual densities, only the occupied floorspace should be used in the evaluation. Appraisers should include a note on the amount of unoccupied space in the building at the time of calculation so that the basis of the calculations are clear'. However, due to the rural nature of the County it is not possible to collect the amount of unoccupied space in buildings for all of the businesses for this calculation. It would also not take account of the relatively high percentage of the population who work from home.

Appendix 2 – OA/LSOA Groupings from 2021 Census

Settlement	LSOA Code	OA Code
Abergavenny	W1001545, W1001546, W1001557, W1001558, W1001571, W1001579, W1001580, W1001974, W01001975	
Chepstow	W1001559, W1001584, W1001585, W1001586, W1001587, W1001592, W1001593	
Monmouth	W1001552, W1001554, W1001576, W1001577, W1001599, W01001978, W01001979	
Bettws Newydd		W00008162
Broadstone/Catbrook		W00008303
Caerwent		W00008045, W00008047, W0010327, W0010335, W0010340
Brynygwenin		W00008179
Caldicot	W1001543, W1001551, W1001588, W1001589, W1001598, W1001908	
Coed y Paen		W00008157
Crick		W00008047
Cross Ash		W00008168
Cuckoos Row		W00008232
Devauden		W00008081, W00008082
Dingestow		W00008200
Great Oak		W00008163
Grosmont		W00008079
Gwehelog		W00008133
Little Mill		W00008107, W00008108
Llanarth		W00008161
Llanddewi Rhydderch		W00008165
Llandegveth		W00008157

Settlement	LSOA Code	OA Code
Llandenny		W00008234
Llandogo		W00008300, W00008302
Llanellen		W00008151, W00008152
Llanfoist		W00008149, W00008150, W00010317, W00010323, W00010344, W00010349
Llangwm		W00008084
Llangybi		W00009817
Llanishen		W00008299
Llanover		W00008164
Llansoy		W00008084
Llantilio Crossenny		W00008171
Llantrisant		W00008160
Llanvair Discoed		W00008046
Llanvair Kilgeddin		W00008167
Llanvapley		W00008163
Mathern		W00008278
Magor Undy	W1001572, W1001573, W1001574, W1001591	
Mitchel Troy		W00008201, W00008203
Penallt		W00008304
Penpergwm		W00008166
Penperlleni		W00008105, W00008106, W00008111, W00008112,
Portskewett		W00008213, W00008214, W00008216
Pwllmeyric		W00008279, W00008280
Raglan		W00008230, W00008231, W00008233, W00008235
Rogiet	W1001582	
Shirenewton/Mynydd Bach		W00008281, W00008282

Settlement	LSOA Code	OA Code
St Arvans		W00008241, W00008242
Sudbrook		W00010319, W00010320
The Bryn		W00008166
The Narth		W00008301
Tintern		W00008243, W00008245
Treddunnoch		W00008159
Trellech		W00008306
Usk	W1001596, W1001597	
Werngifford Pandy		W00008075, W00008077

Appendix 4– Settlement Population

Settlement	Population
Abergavenny	13,689
Bettws Newydd	64
Broadstone/Catbrook	243
Brynygwenin	94
Caldicot	10,339
Caerwent	1,523
Chepstow	11,939
Coed-y-Paen	89
Crick	172
Cross Ash	67
Cuckoo's Row	65
Devauden	319
Dingestow	221
Great Oak	107
Grosmont	293
Gwehelog	116
Little Mill	554
Llanarth	72
Llanddewi Rhydderch	129
Llandegveth	60
Llandenny	96
Llandogo	385
Llanellen	377
Llanfoist	1,749
Llangwm	60
Llangybi	432
Llanishen	122
Llanover	118
Llansoy	74
Llantilio Crossenny	62
Llantrisant	59
Llanvair Discoed	161
Llanvair Kilgeddin	84
Llanvapley	68
Magor/Undy	5,742
Mathern	344
Mitchel Troy	122
Monmouth	10,675
Penallt	137
Penpergwm	28
Penperlleni	1,396

Settlement	Population
Portskewett	1,101
Pwllmeyric	371
Raglan	1,176
Rogiet	1,791
Shirenewton/Mynyddbach	565
St Arvans	537
Sudbrook	628
The Bryn	184
The Narth	309
Tintern	467
Tredunnock	71
Trellech	605
Werngifford/Pandy	253
Usk	2,628

Source: 2021 Census, dwelling count

Appendix 5 – Cluster Analysis

Settlement	Strategic Policy S1 Settlement	Tier of settlement based on the 3 Principles and Population Size	Functional Link with Tier 1 settlement via bus route	Active travel route option to Tier 1 settlement	Functional link to Tier 1 settlement via road network
Cluster 1					
Caldicot	Y	1			
Caerwent	Y	2	Caldicot & Chepstow - No 73 & No 75	1.65 miles (network intermittent) from Caerwent to Baptist Church Caldicot via footpath. 1.24 miles from Caerwent to Baptist Church Caldicot via National Cycle Route	Caldicot - B4245/A48 3.2 miles
Magor Undy	Y	2	Caldicot & Chepstow - No 74 & T7	4.3 miles (Intermittent Network) from Magor to Caldicot Baptist Church via PROW footpaths, bridleways and restricted byways. 4.44 miles from Magor to Caldicot Baptist Church via National Cycle Route	Caldicot - B4245 - 3.8 miles
Rogiet	Y	2	Caldicot & Chepstow - No 74	1.87 miles by footpath (network intermittent) to Caldicot Baptist Church. No direct links to any cycle networks. 1.13 miles to nearest National Cycle Route connection point in Caldicot	Caldicot - B4245 - 1.7 miles

Settlement	Strategic Policy S1 Settlement	Tier of settlement based on the 3 Principles and Population Size	Functional Link with Tier 1 settlement via bus route	Active travel route option to Tier 1 settlement	Functional link to Tier 1 settlement via road network
Crick	Y	3	Chepstow, Caerwent, Mathern & Pwllmeyric - No 73	1.09 miles to Taff Rd Caldicot via PROW footpaths. 2.33 miles from Crick to Caldicot Baptist Church via National Cycle Route.	Caldicot - B4245/A48 - 4.1 miles
Portskewett	Y	3	Caldicot & Chepstow - No 74	2.10 miles (Network intermittent) via PROW footpaths to Caldicot Baptist Church. 1.88 miles to nearest NCR connection in Caldicot. 4.49 miles from connection point to Moor St Chepstow via National Cycle Route.	Caldicot - B4245 - 1.6 miles
Sudbrook	Y	3	Caldicot - No 75	2.45 miles (Intermittent network) via PROW footpaths to Caldicot Baptist Church. No direct links to any cycle networks. Approximately 2.26 miles to nearest National Cycle Route connection in Caldicot.	Caldicot - 2.1 miles
Cluster 2					
Chepstow	Y	1			
Mathern	Y	3		1.22 miles from Mathern to Chepstow via PROW footpaths.No direct links to cycle networks.	Chepstow - A48 - 2.6 miles

Settlement	Strategic Policy S1 Settlement	Tier of settlement based on the 3 Principles and Population Size	Functional Link with Tier 1 settlement via bus route	Active travel route option to Tier 1 settlement	Functional link to Tier 1 settlement via road network
				1.11 miles to National Cycle Route connection in Chepstow. 0.6 miles to nearest National Cycle Route connection and 1.12 miles from here to Chepstow.	
Pwllmeyric	Y	3	Chepstow - No 73 & 74	1.17 miles via PROW footpath to Bulwark Rd. Chepstow. 1.15 miles via National Cycle Route from Pwllmeyric to Hazleton Villas Chepstow	Chepstow - A48 - 1.9 miles
St Arvans	Y	3	Chepstow - No 69	2.63 miles (Intermittent network) via PROW footpath to Welsh St./ High St. junction Chepstow. 2.16 miles via Regional Cycle Route to High St. Chepstow/St. Arvans on Regional Cycle Route.	Chepstow - A466 - 2.8 miles
Cluster 3					
Abergavenny	Y	1			
Llanfoist	Y	2	Abergavenny - No 47, No 3 & No X4	1.58 miles from Llanfoist to Lion Street Abergavenny via PROW footpath.	Abergavenny - A4143/B4246 - 1.5 miles

Settlement	Strategic Policy S1 Settlement	Tier of settlement based on the 3 Principles and Population Size	Functional Link with Tier 1 settlement via bus route	Active travel route option to Tier 1 settlement	Functional link to Tier 1 settlement via road network
				1.58 miles from Llanfoist to Lion Street Abergavenny via National Cycle Route	
Llanellen	Y	3	Abergavenny - No 47 & No X3	2.64 miles from Llanellen to Llanfoist via PROW footpath. 2.26 miles from Llanellen to Llanfoist via the National Cycle Route	Abergavenny - A40/A4042 - 2.9 miles
Penpergwm	Y	4	Abergavenny - No 68	2.61 miles (Network intermittent) via PROW footpaths to Llanddewi Rhydderch. 3.53 miles (Network intermittent) via PROW footpaths, bridleways and restricted byways to Llanellen. No direct links to any cycle routes. 2.11 miles to nearest connection to National Cycle Route south of Llanddewi Rhydderch. Then 1.25 miles to Llanddewi Rhydderch via National Cycle Route.	Abergavenny - A40 - 4.3 miles

Settlement	Strategic Policy S1 Settlement	Tier of settlement based on the 3 Principles and Population Size	Functional Link with Tier 1 settlement via bus route	Active travel route option to Tier 1 settlement	Functional link to Tier 1 settlement via road network
The Bryn	Y	4	Abergavenny - No 68	<p>3.32 miles (Network intermittent) via PROW footpaths, bridleways and restricted byways to Llanellen.</p> <p>2.1 miles to nearest connection with National Cycle Route. Then 2.93 miles to Llandewi Rhydderch via National Cycle Route.</p> <p>No direct route to Abergavenny</p>	Abergavenny - A40/B4598 - 3.9 miles