

# **MONMOUTHSHIRE LOCAL DEVELOPMENT PLAN (LDP)**

**DRAFT DEPOSIT LDP**

**JUNE 2011**

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## SCHEDULE OF LDP POLICIES

This schedule indicates the links between the strategic policies and development management policies. The development management policies generally provide further interpretation, guidance and means of implementation for the strategic policies.

Strategic Policies		Development Management Policies	
Building Sustainable Communities			
S1	Spatial Distribution of New Housing Provision	H1	Residential Development in Main Towns, Severnside Settlements and Primary Rural Settlements
S2	Housing Provision	H2	Residential Development in Main Villages
S3	Strategic Housing Sites	H3	Residential Development in Minor Villages
S4	Affordable Housing Provision	H4	Conversion / Rehabilitation of Buildings in the Open Countryside for Residential Use
		H5	Replacement Dwellings in the Open Countryside
		H6	Extension of Rural Dwellings
		H7	Affordable Housing Rural Exceptions
		H8	Gypsy, Traveller and Travelling Show People Sites
		H9	Flat Conversions
S5	Community and Recreation Facilities	CRF1	Retention of Existing Community Facilities
		CRF2	Outdoor Recreation /Public Open Space and Allotment Standards and Provision
		CRF3	Safeguarding Existing Recreational Facilities and Public Open Space
S6	Retail Hierarchy	RET1	Primary Shopping Frontages
		RET2	Central Shopping Areas
		RET3	Neighbourhood Centres
		RET4	New Retail Proposals
Promoting a Sustainable Economy			
S8	Enterprise and Economy	E1	Protection of Existing Employment Land
S9	Employment Sites Provision	E2	Non-allocated Employment Sites
		E3	Working from Home

S10	Rural Enterprise	RE1	Employment within Villages
		RE2	Conversion or Rehabilitation of Buildings in the Open Countryside for Employment Use
		RE3	Agricultural Diversification
		RE4	New Agricultural and Forestry Buildings
		RE5	Intensive Livestock and Free Range Poultry Units
		RE6	Provision of Recreation, Tourism and Leisure Facilities in the Open Countryside
S11	Visitor Economy	T1	Touring Caravan and Tented Camping Sites
		T2	Visitor Accommodation Outside Settlements
		T3	Golf Courses

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### Valuing Our Environment

S12	Sustainable Development	SD1	Renewable Energy
		SD2	Sustainable Construction and Energy Efficiency
		SD3	Flood Risk
		SD4	Sustainable Drainage
S13	Landscape, Green Infrastructure and the Natural Environment	LC1	New Built Development in the Open Countryside
		LC2	Blaenavon Industrial Landscape World Heritage Site
		LC3	Brecon Beacons National Park
		LC4	Wye Valley AONB
		LC5	Protection and Enhancement of Landscape Character
		LC6	Green Wedges
		GI1	Green Infrastructure
		NE1	Nature Conservation and Development
		EP1	Amenity and Environmental Protection
		EP2	Protection of Water Sources and Water Environment
		EP3	Lighting
		EP4	Telecommunications
		EP5	Foul Sewage Disposal

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S14	Waste	W1	Waste Reduction
		W2	Waste Recovery Facilities: Household
		W3	Waste Management Facilities
		W4	Rural Composting
		W5	Waste Disposal by Landfill or Landraising
		W6	Waste Deposition on Agricultural Land for Agricultural Improvement Purposes

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S15	Minerals	M1	Local Building and Walling Stone
		M2	Minerals Safeguarding Areas
		M3	Mineral Site Buffer Zones

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### Achieving Sustainable Accessibility

S16	Transport	MV1	Proposed Developments and Highway Considerations
		MV2	Sustainable Transport Access
		MV3	Public Rights of Way
		MV4	Cycleways
		MV5	Improvements to Public Transport Interchanges and Facilities
		MV6	Canals and Redundant Rail Routes
		MV7	Rear Access / Service Areas
		MV8	Rail Freight
		MV9	Road Hierarchy
		MV10	Transport Routes and Schemes

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### Respecting Distinctiveness

S17	Place Making and Design	DES1	General Design Considerations
		DES2	Areas of Amenity Importance
		DES3	Advertisements
		DES4	Advance Tourism Signs
		HE1	Development in Conservation Areas
		HE2	Alterations to Unlisted Buildings in Conservation Areas
		HE3	Design of Shop Fronts in Conservation Areas
		HE4	Roman Town of Caerwent

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### Site Allocations

#### Strategic Sites

SAH1	Deri Farm, Abergavenny
SAH2	Crick Road, Portskewett

SAH3     Fairfield Mabey, Chepstow  
SAH4     Wonastow Road, Monmouth  
SAH5     Rockfield Farm, Undy  
SAH6     Tudor Road, Wyesham

#### Rural Sites

SAH7     Rural Secondary Settlements  
SAH8     Main Villages

#### Employment Sites

SAE1     Identified Industrial and Business Sites  
SAE2     Identified Mixed Use Sites  
SAE3     Protected Employment Sites

#### Tourism Sites

SAT1     Tourism Sites

#### Waste Sites

SAW1     Identified Potential Waste Management Sites

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# 1. INTRODUCTION

## The Local Development Plan

- 1.1 The Planning and Compulsory Purchase Act 2004 requires the Council to prepare a Local Development Plan (LDP) for its administrative area. The LDP will set out the Council's vision and objectives for the development and use of land in Monmouthshire, together with the policies and proposals to implement them over a 10 year period to 2021. The plan area excludes that part of the County contained within the Brecon Beacons National Park.
- 1.2 The LDP has a fundamental role in delivering sustainable development. In seeking to achieve this it sets out a framework for the development and use of land and also for the protection of the environment. It also guides and facilitates investment decisions as well as the delivery of services and infrastructure. It determines the level of provision and location of new housing, employment and other uses and sets the framework for considering all land use proposals during the plan period.
- 1.3 When adopted, the LDP will constitute the development plan for the area – superseding the adopted Monmouthshire Unitary Development Plan (UDP) 2006-2011 – and will form the basis for rational and consistent decisions in the determination of planning applications and appeals. The LDP will therefore provide a measure of certainty about what kinds of development will be permitted and where during the plan period.
- 1.4 Under the current planning system, LDPs are intended to be more relevant, inclusive and engaging to local communities, faster to produce and more responsive to change. The LDP will also provide an integrated approach which informs, takes account of and helps deliver a range of other initiatives, including the Community Strategy.
- 1.5 The LDP has been prepared with regard to European legislation, national planning policy and various regional, sub-regional and local plans and strategies (Chapter 2 refers). The Plan's strategy, policies and proposals have been informed by a robust evidence base in the form of various background reports and supporting studies.

## The Local Development Plan Process

- 1.6 The preparation of the LDP involves a number of key stages, as set out below, and has proceeded through stages 1 to 4, with this Deposit Plan representing stage 5.

### **Stage 1: Delivery Agreement**

### **Stage 2: Review and Development Evidence Base**

### **Stage 3: Pre-Deposit Preparation and Participation**

### **Stage 4: Pre-Deposit Public Consultation**

### **Stage 5: Deposit LDP**

## **Stage 6: Alternative Sites**

## **Stage 7: Submission to Welsh Government for Examination**

## **Stage 8: Independent Examination**

## **Stage 9: Receipt and Publication of the Inspector's Report**

## **Stage 10: Adoption**

## **Stage 11: Monitoring and Review**

- 1.7 The LDP has been prepared in accordance with the **Delivery Agreement** (stage 1). This sets out the Authority's timetable for plan preparation together with the Community Involvement Scheme which indicates how and when individuals / organisations can become involved in the preparation of the LDP. The Delivery Agreement was agreed with the WAG in November 2007, with revisions to the timetable for preparation of the Monmouthshire LDP consulted upon in May/ June 2011. Once agreed with the WAG, the revised Delivery Agreement will be available on the Council's website.
- 1.8 The Council has developed a detailed and robust **evidence base** (stage 2) which has informed the preparation of the LDP. A number of background papers /reports and studies have been produced which support the strategy, policies and proposals contained in the LDP. Details of these are provided in Appendix A.
- 1.9 The **pre-deposit preparation and participation** (stage 3) element of the LDP process involved extensive stakeholder and public participation during 2008 and early 2009. This assisted in the identification and development of the key issues, LDP vision, objectives and strategic options which informed the Preferred Strategy.
- 1.10 The **Preferred Strategy** (stage 4) was published for public consultation in June 2009 and set out the vision, objectives, strategic options, the preferred strategy and strategic policies to implement the strategy. The responses received in respect of the Preferred Strategy were reported to Council on 28<sup>th</sup> January 2010 and have, where applicable, been used to inform the preparation of the LDP, including this Deposit Plan.
- 1.11 A number of additional informal consultation stages have been undertaken following the publication of the Preferred Strategy and have informed the preparation of the Deposit LDP:
- The **Preferred Strategy Report of Consultation** was issued for informal public comment in February / March 2010.
  - The **LDP Proposed Rural Housing Allocations Consultation Draft** was issued for informal public consultation in July 2010.
  - The **Proposed Rural Housing Allocations – Alternative Village Sites** and the **Strategic Sites Studies** (relating to five strategic sites proposed in the Preferred Strategy) were issued for informal public consultation in January 2011.

Further details regarding the above informal consultations can be viewed on the Council's website.

- 1.12 The Council is required under regulation 17 of the Town and Country Planning (Local Development Plan) (Wales) Regulations 2005 to produce a **Deposit LDP** (stage 5) for public inspection. The Deposit Plan progresses the evidence gathering, stakeholder engagement and Pre-Deposit work undertaken to date and sets out the strategy, proposals and detailed policies for the future use and development of land in Monmouthshire over the 10 year period to 2021. The Deposit Plan is subject to a six week consultation period to enable people to make representations on the plan.

### Structure of the Deposit LDP

- 1.13 The structure and format of the Deposit LDP is as follows:

**Chapter 1 – Introduction:** Sets out background information with regard to the Deposit LDP, including the plan making process and key stages of LDP preparation, and outlines the roles of the SA/SEA and HRA in the LDP process.

**Chapter 2 – Policy Framework:** Outlines how the LDP relates to and has taken account of the national, regional and local policy context and identifies regional collaboration/ linkages with neighbouring local authorities.

**Chapter 3 – Overview /Profile:** Provides a broad introduction to the plan area, outlining the key economic, environmental and social characteristics of Monmouthshire.

**Chapter 4 – Key Issues, Vision and Objectives:** Sets out the key LDP issues (including spatial issues), vision and objectives which have emerged from the Pre-Deposit Plan making process. These set the context for the LDP strategy.

**Chapter 5 – Strategic Policies:** Details the LDP spatial strategy and strategic policies, which have been developed to implement the plan's key objectives. The strategic policies are supported by more detailed policies set out in chapters 6 and 7.

**Chapter 6 – Development Management Policies:** Sets out the detailed development management policies, grouped by the plan's themes, against which all development proposals in the County will be assessed and provides the basis for the rational and consistent consideration of planning applications and appeals. These policies provide further interpretation, guidance and means of implementation for the strategic policies and include a reasoned justification.

**Chapter 7 – Site Allocation Policies:** Contains site allocation policies in relation to strategic/ urban and rural housing, tourism, waste and employment sites. These policies are linked to site allocations on the accompanying Proposals Map.

**Chapter 8 – Monitoring:** Sets out the monitoring framework which identifies the key indicators, targets and triggers for further action in relation to each strategic policy and will form the basis for assessing the effectiveness of strategic policies. It also indicates the linkages between the plan themes, objectives and strategic policies. This will provide a basis for the annual monitoring report (AMR).

**Appendices:** Two appendices are included setting out the self-assessment of the soundness of the LDP and details of the LDP evidence base. These appendices form part of the LDP and have been referenced throughout the main document as appropriate.

**Proposals Map:** This illustrates the geographical location and extent of the site-specific development and protection policies that are designated in the LDP.

**Constraints Map:** This shows the geographical location and extent of constraints to development that are created by legislation outside of the development plan process, for example conservation areas, flood plains and sites of special scientific interest. Although this does not form part of the LDP regard will be given to the Constraints Map in the consideration of development proposals. The Constraints Map includes designations made by statutory bodies other than the Council and will be updated as necessary.

### Supporting Documents

1.14 The LDP is accompanied by a range of supporting documents which include:

- **Background Papers / Studies**

A number of background papers have been prepared which set out detailed information and justification for the policies and proposals contained in the LDP and include the justification papers for the level of housing provision and its spatial distribution and pen profiles of settlements. The LDP has also been informed by numerous studies covering a range of topic areas. This evidence base is detailed in Appendix A

- **Supplementary Planning Guidance (SPG)**

The LDP will be accompanied by SPG on the following topic areas which will be used to expand upon the policies and proposals contained in the plan:

- Affordable Housing
- Planning Obligations
- Renewable Energy
- Green Infrastructure
- Landscape Character
- Design Guides / Development Briefs
- Conservation Area Appraisals
- Retail – Primary Shopping Frontages
- Conversion of Rural Buildings
- Shop Fronts

While SPG is not part of the LDP itself, it will be the subject of appropriate public consultation. The appropriateness of existing SPG will be reviewed and, where applicable, may be taken forward to accompany the LDP – this includes SPG relating to the replacement and extension of rural dwellings and the local biodiversity action plan (LBAP).

## Sustainability Appraisal /Strategic Environmental Assessment

- 1.15 The LDP is subject to Sustainability Appraisal (SA) incorporating Strategic Environmental Assessment (SEA) as required by the Planning and Compulsory Purchase Act 2004 and SEA Regulations<sup>1</sup>. These are tools to ensure that policies in the LDP reflect sustainable development principles and take into account the significant effects of the plan on the environment. The Council has adopted an integrated approach to appraisal and assessment in which economic and social issues are considered alongside environmental issues. This process has provided a means of identifying the sustainability issues, challenges and opportunities facing Monmouthshire and has informed the preparation of the LDP.
- 1.16 Baker Associates were appointed as planning consultants to provide professional assistance in the undertaking of the SA. The consultants have provided advice and guidance to the Council on SA throughout the LDP preparation process and have also carried out an independent appraisal of the plan to provide an objective view on its sustainability implications.
- 1.17 The following stages of the SA/SEA have been undertaken to date in the preparation of the LDP:
- The SA Scoping Report was consulted upon in April / May 2008. This set out the key sustainability issues facing the County and included baseline data collection, the review of plans, programmes, policies and strategies and stakeholder input, together with the suggested SA objectives, indicators and targets to be used to assess the future sustainability effects of the LDP. The scoping stage provided a valuable opportunity to gain an understanding of the plan area, in order to ensure that the SA process could be well informed by a full appreciation and understanding of local circumstances. Central to this scoping process was giving opportunities for those with specialist knowledge of sustainability issues and the area to have an input in the SA.
  - Following the scoping stage, the Options for the LDP were appraised and a report was produced by Baker Associates in the form of a Sustainability Appraisal of the Monmouthshire LDP Options Report. The SA at this stage had an essential role to play in setting out the main sustainability implications for implementing the three options for housing growth and the four options for the spatial strategy set out in the LDP Options Report, helping define and refine the strategic and spatial options that will guide development in the plan area.
  - The Initial Sustainability Appraisal Report (ISAR) was published for consultation alongside the LDP Preferred Strategy document in June / July 2009. This document provided commentary and an assessment of the LDP objectives, spatial options and strategic policies against the SA Framework, and has been used to inform the Deposit LDP.
  - The Sustainability Appraisal Report (SAR) provides the final baseline evidence, key sustainability issues and the final SA Monitoring Framework and is issued for public consultation alongside the Deposit LDP. It includes a comprehensive assessment of the Deposit LDP policies and site allocations against the SA Framework, outlining the significant economic, environmental

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<sup>1</sup> Environmental Assessment of Plans and Programmes (Wales) Regulations 2004

and social effects likely to occur as a result of the implementation of the Deposit LDP.

### Habitats Regulations Assessment

- 1.18 The Council is also required to undertake a Habitats Regulations Assessment (HRA) of the LDP<sup>2</sup>. The HRA must determine the likely significant effects of the Plan, either individually or in combination with the effects of other plans and projects, on European sites of nature conservation importance and if applicable, scope what needs ‘appropriate assessment’ (AA) and how it will be undertaken. European sites of nature conservation importance are defined as Ramsar sites (wetlands of international importance), Special Protection Areas for birds (SPAs) and Special Areas of Conservation (SACs). The following stages of the HRA have been undertaken:
- The HRA Screening of the Preferred Strategy proposals was issued for public consultation alongside the Preferred Strategy in June /July 2009.
  - A review of the Screening Report was undertaken by Enfusion Ltd in September 2010 and its findings helped to inform the development of full HRA /AA report.
  - The full HRA/ AAhas been prepared by Enfusion Ltd alongside this Deposit Plan and includes a full and detailed review of the LDP policies and proposals – alone and in combination – on European sites of nature conservation importance. This document is published for consultation alongside the Deposit LDP.

### Tests of Soundness

- 1.19 An integral element of the current development plan system is for the appointed independent Inspector to consider the plan’s ‘soundness’ during the Examination of the LDP. The assessment of soundness will be determined against the ten tests of soundness set out in Local Development Plan Wales (2005) which relate to the process by which the LDP has been prepared, its consistency and effectiveness.
- 1.20 The LDP must satisfy these tests in order to be found ‘sound’. A self-assessment of the soundness of the LDP has been undertaken and is detailed in Appendix B, which considers the LDP to be sound.

### Using this Document

- 1.21 The Deposit LDP provides an overarching and comprehensive land use planning framework for the County, setting out the vision, objectives and strategy for Monmouthshire, along with the strategic and detailed policies and proposals to implement these. It provides for the development and use of land and for the protection of the environment and facilitates investment decisions and the delivery of services and infrastructure.
- 1.22 The LDP should be read as a whole given that many of the Plan’s objectives and policies are cross-cutting and interrelated. Decisions on development proposals

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<sup>2</sup>Under Part Iva of the Conservation (Natural Habitats, &c.) (Amendment) (England and Wales) Regulations 2007

must have regard to the relevant policies in the LDP and the requirements of national planning policy.

- 1.23 The Deposit LDP does not generally repeat national planning policies as set out in Planning Policy Wales (PPW), Technical Advice Notes (TANs) and Minerals Planning Policy Wales (MPPW). National planning policies, along with the LDP, represent a material planning consideration in the determination of planning applications and regard should be had to them in consideration of development proposals. Where appropriate, this document explains where and how national planning policies apply.

### Next Steps

- 1.24 Following completion of the consultation on the Deposit LDP, the Council will publish and consult on the '**Alternative Sites**' (stage 6) for a further statutory six week period during which responses will be invited. This consultation will relate to any new /alternative sites, site amendments and sites suggested for deletion that are proposed during the Deposit Plan consultation.
- 1.25 The LDP – including any representations made at the Deposit plan and alternative sites stages – together with the Sustainability Appraisal Report, Habitat Regulations Assessment Report and other background studies, will then be submitted to the Welsh Government for consideration. Following submission an independent Inspector will be appointed by the Welsh Government to carry out the **Examination** (stages 7 and 8) of the LDP in order to determine whether the plan is 'sound' (paragraphs 1.19/20 refer).
- 1.26 On completion of the Examination, the Inspector will issue a report assessing the soundness of the plan. This is likely to include recommendations regarding any changes required to the LDP and any further work that may be necessary prior to the LDP being adopted. The **Inspector's Report** (stage 9) will be binding and, unless the Welsh Government intervenes, the Council must accept the changes recommended by the Inspector and **adopt** (stage 10) the LDP as modified within 8 weeks of receipt of the report. At this stage the adopted LDP will become the development plan for the County, replacing the Monmouthshire Unitary Development Plan.
- 1.27 Following adoption of the LDP, the Council will prepare an **Annual Monitoring Report** (AMR) (stage 11) in order to review the plan's progress and assess the effectiveness of its policies and proposals. The first AMR will be submitted to WAG a year after the adoption of the LDP. The Council is required to carry out a review of this whole plan every 4 years.

### Welsh Language

- 1.28 The Welsh language is part of the social and cultural fabric of Wales. There are, however, significant variations in its use across the Country. Monmouthshire has a relatively low proportion of population that speak, read and write Welsh (6.8% in 2001) compared with other local authorities in Wales, and the Welsh average (16.3% in 2001). Subsequently, it is not considered necessary for the LDP to contain a specific LDP policy to address the Welsh language. The council will, however, seek to ensure the protection and enhancement of Monmouthshire's

cultural heritage which will be promoted through the LDP. National planning policy provides advice regarding the consideration of the Welsh language in development and will be taken into account in the determination of planning applications, where appropriate.

## 2. POLICY FRAMEWORK

### Introduction

- 2.1 In preparing the LDP the Authority is required to have regard to a range of plans, policies and programmes at the national, regional and local levels. This section identifies the key elements of this policy framework that has informed the Deposit Plan.
- 2.2 The Scoping Report sets out these policies, plans, programmes and strategies reviewed for the purpose of the Sustainability Appraisal.

### National Policy Context

#### **Sustainable Development – One Wales: One Planet (WAG, 2009)**

- 2.3 WAG has a duty under the Government of Wales Act 1998 to promote sustainable development in the exercise of its functions. This is translated into action through the Assembly Government's Sustainable Development Scheme – One Wales: One Planet (May 2009) which sets out WAG's vision of a sustainable Wales and requires all organisations in Wales to actively commit to sustainable development. The document identifies five headline indicators of sustainable development as:
- Sustainable resource use;
  - Sustaining the environment;
  - A sustainable economy;
  - A sustainable society; and
  - Well-being.
- 2.4 Under the Planning and Compulsory Purchase Act 2004, local planning authorities are required to undertake their functions with a view to contributing to the achievement of sustainable development.

#### **National Planning Guidance**

- 2.5 In producing the LDP, the Council has had regard to national planning policies. The Assembly Government's national land use planning policies are set out in Planning Policy Wales (PPW) and Circulars, supplemented by Technical Advice Notes (TANs).
- 2.6 Minerals Planning Policy Wales (MPPW) sets out the land use planning policy of the Assembly Government in relation to mineral extraction and related development in Wales, which includes all minerals and substances (including onshore oil, gas and coal bed methane) in, on or under land extracted either by underground or surface working. MPPW is supplemented by Mineral Technical Advice Notes (MTANs).
- 2.7 In accordance with national guidance, LDPs should have regard to national planning policies but should not repeat them. The LDP should therefore be

considered in conjunction with PPW, which identifies those areas where clear statements of national development control policy should not need to be repeated as local policies in the LDP. The LDP only provides the framework for issues of a locally distinct nature. Development proposals that do not present specific locally distinct issues will be assessed in accordance with the requirements of national planning policy.

- 2.8 National policy and guidance, taken together with the policies in the LDP, set out the planning framework for Monmouthshire. It is important to note that policies are interrelated and must be read together to understand their combined effect upon a planning proposal.

### **Wales Spatial Plan – People, Places, Futures**

- 2.9 The Wales Spatial Plan (WSP) was originally adopted by the National Assembly in November 2004 and updated in July 2008. The WSP provides a framework for the future spatial development of Wales and integrates the spatial aspects of national strategies including social inclusion, economic development, health, transport and environment policy, and is a material consideration in the preparation of the LDP.

- 2.10 It aims to deliver sustainable development through its area strategies in the context of the Assembly Government's statutory sustainable development scheme, One Wales: One Planet (2009). This includes achieving longer term changes in the spatial pattern of development and the way in which services are provided to improve access to housing, jobs, services and to reduce the demand for everyday travel, as well as helping to identify the ICT needs and applying the concept of a low carbon region to each of the Spatial Plan areas.

The five guiding themes of the WSP remain:

- Building Sustainable Communities
- Promoting a Sustainable Economy
- Valuing Our Environment
- Achieving Sustainable Accessibility
- Respecting Distinctiveness

- 2.11 Monmouthshire is mainly identified as being in the South East Wales Area – The Capital Network. The vision for the area is:  
*'An innovative skilled area offering a high quality of life – international yet distinctly Welsh. It will compete internationally by increasing its global visibility through stronger links between the Valleys and the coast and with the UK and the rest of Europe, helping spread prosperity within the area and benefiting other parts of Wales'.*

- 2.12 The basic premise is that Cardiff, Newport and the Valleys are interdependent and need to work as a 'networked city region' of 1.4 million people if the region is to be competitive on a global scale. The South East Area development framework set out in the WSP Update identifies three areas in the region:
- City/Coast – including the two main cities of Cardiff and Newport 'as well as smaller distinct communities offering a high quality of life located in rural,

coastal locations'. This area extends to Chepstow in the east and includes the M4 Corridor in southern Monmouthshire;

- The Heads of the Valleys;
- Connections Corridor – an area of Mid Valleys and rural areas, 'increasingly under pressure for economic and housing development spilling out of the cities and city fringes'. This corridor extends into rural Monmouthshire, including Abergavenny and Monmouth.

2.13 Fourteen key settlements have been identified in South East Wales '*as having a critical role to play in the success of the Capital region*'. Within Monmouthshire, Abergavenny and Chepstow are identified as 'key settlements' which are defined as settlements that '*must be successful in their own right and, where appropriate, function as service and employment hubs for surrounding settlements...Key settlements will provide the central framework around which high capacity sustainable transport links will be developed. A wider range of facilities and services, which add to employment opportunities, should be delivered locally within hub settlements to reduce the overall need to travel*'.

2.14 The Plan recognises that settlements within the Capital Network do not exist in isolation and that each has an inter-face and inter-relationship with its neighbours. Fundamentally, other important towns in the region can be identified through the LDP process.

2.15 The LDP should therefore provide a framework which enables the identified key settlements to fulfil their strategic functions over the plan period.

### **Environment Strategy for Wales**

2.16 The Environment Strategy for Wales (2006) is the Assembly Government's long-term strategy for the environment of Wales, setting the strategic direction for the next 20 years. The vision is to see the distinctive Welsh environment thriving and contributing to the economic and social wellbeing and health of the people in Wales. To achieve this, the Strategy states that the pressures we place on our environment need to be managed more effectively and to address challenges like climate change and sustainable resource use.

2.17 The LDP strategy and policies contribute to this vision by supporting the potential for Monmouthshire to develop its economy in green and low carbon sectors and for energy efficient developments.

### **Regional Policy Context**

#### **Regional Housing Apportionment**

2.18 The Welsh Assembly Government (*in Ministerial Interim Planning Policy Statement 01/2006, Housing*) required local planning authorities to collaborate at the regional level to apportion the Assembly Government's population and household projections amongst themselves in order to identify the appropriate level of housing provision to be included in their LDPs.

- 2.19 The Council, as part of the South East Wales Strategic Planning Group (SEWSPG), undertook an apportionment of the Assembly Government's then current household projections, which indicated an increase in the number of households in the South East Wales region of 108,900 (+18.6%) between 2003-2021.
- 2.20 In consultation with a range of stakeholders, the SEWSPG agreed on a provisional distribution of the required housing among the 10 local authorities in the region based on factors such as past house building rates, current land availability and environmental capacity. The apportionment suggested that the Monmouthshire LDP should make provision for a total of 5,250 dwellings over the period 2006-2021 (i.e. 350 dwellings per annum). These figures were not 'set in stone' but represented a working hypothesis to provide the regional context for the preparation of individual LDPs.
- 2.21 The WAG has subsequently published 2008 local authority-based population and household projections. PPW advises that these should form the starting point for assessing housing requirements and that where housing market areas cross local authority boundaries, authorities may wish to consult neighbouring authorities in addressing their housing requirements. Monmouthshire has, and will continue to, liaise with South East Wales authorities on the revised housing targets. In addition, SEWSPG continues to monitor the situation and apportionment is regularly discussed as a regional level.

### **South East Wales Regional Waste Plan**

- 2.22 The South East Wales Regional Waste Plan (RWP) has been prepared as required by Technical Advice Note (TAN) 21: Waste. The first RWP was issued in 2004 and has subsequently been subject to review. The First Review of the South East Wales RWP was endorsed by the constituent local authorities, including Monmouthshire, and submitted to the Welsh Assembly Government in September 2008. It has been given due regard in the preparation of the LDP.
- 2.23 The RWP provides the long term strategic waste management strategy and land use planning framework for the strategic management of waste and recovery of resources in the South East Wales region. It aims to achieve the 2020 Landfill Directive targets by 2013 principally through recycling and composting and reducing the amount of waste going to landfill.
- 2.24 The Plan requires LDPs to contribute towards addressing the region's waste requirements through the identification of appropriate locations for waste management facilities.
- 2.25 The Monmouthshire Waste Management / Disposal Sites Study and the Waste Management Capacity Study inform how the RWP can be implemented in Monmouthshire through the LDP.
- 2.26 In addition, the Council together with Caerphilly, Cardiff, Newport and the Vale of Glamorgan, is participating in 'Project Gwyrdd' to explore the potential of

procuring a joint municipal waste facility capable of accommodating the consortium's waste arisings.

### **South Wales Regional Aggregates Technical Statement**

- 2.27 In accordance with MTAN1: Aggregates, the Welsh Assembly Government commissioned a study to consider the environmental capacity of each local authority in Wales to contribute to aggregate supplies. The findings of this study have been used by the South Wales Regional Aggregates Working Party in the preparation of the Regional Technical Statement for the region, to ensure that an adequate supply of primary aggregates can be maintained taking into account the sustainable objectives of aggregate extraction.
- 2.28 The South Wales Regional Aggregates Technical Statement (RTS) sets out the strategy for the provision of aggregates in the region and a strategic framework for local development plans, informing local planning authorities as to how much aggregate will be required in their LDPs. The South Wales Regional Aggregate Working Party published the RTS in October 2008 and sets out the following recommendations for Monmouthshire.
- On the basis of information on permitted reserves available and in light of MTAN1 policy.....no resource allocation is required at present. However, in preparing Local Development Plans, consideration should be given to whether [guidance to MPAs on apportionment] give rise to any requirements for resource allocations;
  - Existing and potential wharves should be identified for protection in the LDP to safeguard marine sand supplies to the area;
  - Additional resources of limestone should be investigated and safeguarded for possible future use in the LDP;
  - Land based sand and gravel resources need to be safeguarded in the LDP.

### **Regional Transport Plan**

- 2.29 The Transport (Wales) Act 2006 made provision for a new transport planning system that removed the requirement for each local authority to prepare Local Transport Plans and instead, introduced a requirement for Regional Transport Plans (RTPs) to be prepared by the four regional transport consortia in Wales. Monmouthshire is one of 10 authorities in the South East Wales Transport Alliance (Sewta).
- 2.30 Sewta submitted the Final RTP to the Welsh Assembly Government in September 2009. When finalised, the RTP will provide the strategic framework for future transport investment across the region.
- 2.31 The aim of the RTP is to improve regional transport in South East Wales and help deliver the social, economic and environmental objectives of the Wales Spatial Plan and the Wales Transport Strategy.
- 2.32 Sewta sets out a vision of *'a modern accessible, integrated and sustainable transport system for South East Wales which increases opportunity, promotes*

*prosperity for all and protects the environment; where walking, cycling, public transport and sustainable freight provide real travel alternatives’.*

- 2.33 The priorities set out in the RTP build on this vision, the role of which is to steer Sewta’s activities and investment over the next five years. The priorities are:
- To improve access for all to services, facilities and employment, particularly by walking, cycling and public transport;
  - To increase the proportion of trips undertaken by walking, cycling and public transport;
  - Minimise demand on the transport system;
  - To develop an efficient, safe and reliable transport system with improved transport links between the 14 key settlements in South East Wales and between South East Wales and to the rest of Wales, the UK and Europe;
  - To provide a transport system that encourages healthy and active lifestyles;
  - To reduce significantly the emission of greenhouse gases and the impact of the transport system on local communities;
  - To ensure that developments are accessible by sustainable transport and that sustainable transport/travel planning is an integral component of regeneration schemes;
  - To make better use of the existing transport system.
- 2.34 Specific core activities and interventions critical to achieving the vision are:
- Developing innovative walking, cycling and smarter choices programmes;
  - Continuing investment in the regional rail system;
  - Improving the quality of bus services across the region;
  - Developing better public transport integration;
  - Making better use of the regional road system.
- 2.35 The RTP recognises the relationship between land use and transport provision and how each affects each other. It provides a framework for the LDP and sets out a number of proposed transport schemes as referred to in Policy MV10.

### **Severn Estuary Strategy**

- 2.36 The Severn Estuary Partnership (SEP) incorporates a wide range of interests including national agencies, voluntary bodies and 13 local authorities, including Monmouthshire, and covers a broad area spanning the boundary between Wales and South West England.
- 2.37 Prepared by the SEP in 2001, the Severn Estuary Strategy aims to develop a strategic management framework to guide/support the sustainable development and wise use of the Estuary. The Strategy promotes a series of policies that will lead to more sustainable management practice on the Estuary and addresses the challenge of realistically and sustainably managing competing demands.
- 2.38 The Strategy is one of a number of documents that local planning authorities bordering the Severn Estuary will need to take into account in the preparation of their development plans.

- 2.39 Consideration has also been given to a number of **water management documents** in the preparation of the LDP, which include the following.
- **Water Framework Directive (2000)**
- 2.40 The European Water Framework Directive (WFD) requires all Member States to plan and deliver a better water environment focusing on ecology and enables them to help protect and enhance the quality of surface freshwater, groundwaters, groundwater dependant ecosystems, estuaries and coastal waters out to one mile from low-water. In order to achieve these aims, the Directive requires that River Basin Management Plans (RBMP) are produced for each River Basin District.
- **River Basin Management Plan – Severn River Basin District (December 2009)**
- 2.41 Monmouthshire is located within the Severn River Basin District, which covers a number of main tributaries as well as the River Severn and includes the Rivers Wye and Usk. The River Basin Management Plan identifies the pressures facing the water environment and the actions that will be taken to address them.
- **The Usk and Wye Catchment Area Management Strategies (2007/ 2008) and updates (2010)**
- 2.42 The strategies set out how water resources in the respective catchment areas will be managed and outline where water is available for abstraction and other uses, while protecting the needs of the environment. Where relevant, the strategies also set out where current rates of abstraction should be reduced.
- 2.43 The Usk CAMS encompasses the River Usk and its tributaries and includes within its area the main settlements of Abergavenny, Llanfoist, Raglan and Usk.
- 2.44 The Wye CAMS encompasses the Rivers Wye, Lugg and their tributaries and includes Monmouth within its catchment area.
- **Severn Estuary Shoreline Management Plan Review (2010)**
- 2.45 The Shoreline Management Plan provides the basis for sustainable coastal defence policies within the Severn Estuary and develops objectives for the future management of the shoreline. The Shoreline Management Plan Review (SMP2) contains draft policies proposing how the shoreline around the Severn Estuary should be managed over the next 100 years. The shoreline is divided into a total of 66 policy units with a draft policy option recommended for each – Hold the Line; No Active Intervention; Managed Realignment; and Advance the Line. Five policy units are located within Monmouthshire. A Hold the Line policy has been allocated for the Caldicot Levels area which is a low lying defended area. For the Wye Valley sections, policies of No Active Intervention have been allocated and most of these are high land with rock cliff faces.

▪ **Wye and Usk Catchment Flood Management Plan (2010)**

2.46 The Wye and Usk Catchment Flood Management Plan (CFMP) covers the whole of Monmouthshire, as well as adjacent authorities in both Wales and England. The CFMP aims to promote more sustainable approaches to managing flood risk and sets out potential flood risk management policies for the next 50 to 100 years.

2.47 The Catchment is split into seven distinct sub-areas – Monmouthshire is located within four of these, namely the Levels, Cwmbran and M4 Corridor, Lower Usk and Lower Wye. The CFMP promotes a series of preferred policy options within each of these sub-areas and provides preferred actions to implement the policies.

▪ **Managing Flood Risk in the Severn Estuary South East Wales (January 2011)**

2.48 This strategy develops in more detail the broad coastal management policies set out in the Severn Estuary Shoreline Management Plan. It divides the South East Wales Coastline into seven sections, two of which cover the Monmouthshire area: Redwick to Portskewett and Mathern. The strategy focuses on specific areas at risk of flooding, within which all options complying with the agreed policy have been considered in detail to determine the preferred action at each location and to identify the time period in which action needs to be taken.

2.49 The LDP encourages water resource efficiency and a policy approach which protects the natural environment from inappropriate development and seeks to avoid development in areas at risk of flooding.

### **Local Policy Context**

#### **Local Authority Plan Rationalisation**

2.50 As a result of local government plan rationalisation, the Council is required to produce four main strategies, including the LDP. The other strategies are:

- The Community Strategy
- Health Social Care and Well-being Strategy
- Children and Young People's Plan.

2.51 Councils are also able to produce additional plans and strategies as they consider appropriate.

#### **The Community Strategy**

2.52 Monmouthshire's first Community Strategy 'Our County, Our Future' was published in August 2004 and has since been revised to cover the period 2008-2012 to complement the Monmouthshire Unitary Development Plan 2006-2011. Developed in partnership with the Local Service Board, public and voluntary sectors, the Strategy is a long term plan for the area and people of Monmouthshire and provides the overarching strategic framework for all other plans and strategies in the Authority.

- 2.53 A number of underpinning policy aims are set out that will run throughout the Authority's work and help determine future priorities and actions:
- Social Justice – working towards a fair and equal society where everyone is treated the same;
  - Community Cohesion – to build strong and supportive communities that are able to work together;
  - Localisation – ensuring that whenever possible public services are provided close to where people live.
- 2.54 A refreshed vision has been developed following consideration of these policy aims. The vision has been drawn from the LDP with a clear emphasis on prosperity, social inclusion and protecting our environment.
- 2.55 *By 2020 Monmouthshire will be a place where:*
- *People live in more inclusive, cohesive, prosperous and vibrant communities, both urban and rural, where there is better access to local services, facilities and employment opportunities;*
  - *The distinctive character of its built heritage, countryside and environmental assets has been protected and enhanced;*
  - *People enjoy more sustainable lifestyles that give them opportunities for healthy activity, reduced reliance on private cars and minimised impact on the global environment.*
- 2.56 The following four key priorities are proposed to address the vision/policy aims for the period 2008-2012:
- Transport /access to services and facilities;
  - Affordable and sustainable housing for communities;
  - Taking local action in response to climate change;
  - More integrated, sustainable and accessible public services.
- 2.57 The vision will be delivered through a number of high level plans and strategies including the LDP. LDPs should express in appropriate land use terms those elements of the Community Strategy that relate to the development and use of land. The LDP will play an important role in assisting the delivery of many of the projects contained in the Strategy.

### **Health, Social Care and Well-being Strategy 2008-2011**

- 2.58 Monmouthshire's second Health, Social Care and Well-being Strategy was published in 2008. Developed in partnership with the Local Health Board and its partners, the Strategy sets out a continued commitment to improve health and well-being in the County.
- 2.59 The document sets out an outcome based approach for protecting and improving health and well-being in Monmouthshire, which has been developed in to six high-level outcomes statements:
- Independence – people are able to choose to live in their own home and are supported by services to do so;

- Health – people improve their health status and are assisted to manage their own health needs;
- Safety – people can expect that services they need will be delivered safely and sensitively and will offer protection when it is needed;
- Control /Confidence – people have increased confidence and they are able to exercise more control over their lives;
- Enjoy and Achieve – people enjoy living in Monmouthshire and can achieve their potential;
- Social Inclusion and Isolation – people will be included and social isolation will be reduced.

2.60 Each of the outcome statements are supported by priority outcomes. Regard will be given to these outcomes in developing the LDP policies, including for example encouraging walking and cycling.

### **Children and Young People's Plan 2008-2011**

2.61 Covering the period 2008-2011, Monmouthshire's current Children and Young People's Plan sets out the targets for the County's children and young people to help them have the best possible start in life and to enjoy happy, healthy lives. The Plan demonstrates how services such as health, the police, schools and voluntary organisations will work together to help those who are vulnerable or in need and sets targets for improvements up to 2011.

2.62 The Plan seeks to ensure that all children and young people in Monmouthshire achieve the Welsh Assembly Government's seven core aims by ensuring that young people:

- Have a flying start in life;
- Have a comprehensive range of education and learning opportunities;
- Enjoy best possible health and be free from abuse, victimisation and exploitation;
- Have access to play, leisure, sporting and cultural activities;
- Are listened to, treated with respect and have their race and cultural identity recognised;
- Have a safe home and community which supports physical and emotional well-being;
- Are not disadvantaged by poverty.

2.63 Regard will be given to these targets/aims in developing the LDP policies, for example through improving the provision of and access to open space/play facilities.

2.64 Revised **Children and Young People's, Health and Well-being and Community Safety Plans** will be adopted in 2011 covering the period 2011-2014. These have all been developed in a partnership environment and underpinned by a common evidence based needs assessment.

## **Monmouthshire Economic Development Strategy**

- 2.65 The Council is in the process of developing a contemporary economic development strategy for Monmouthshire which will set out the ambition and vision for enterprise and the economy in the County. Clear emerging economic aims include a heightened focus on inward investment and a great tourism offer, with continued support for local home grown businesses.
- 2.66 The LDP will have a key role in delivering the Council's vision for an enterprising and ambitious Monmouthshire. This will include ensuring a deliverable range of land supply in appropriate locations and in the right quantities to meet the needs of businesses and to support business growth.

## **A Local Housing Strategy for Monmouthshire 2007-2012**

- 2.67 The Local Housing Strategy draws together a thematic picture of housing in Monmouthshire and the problems to be addressed. The aims of the Strategy are:
- Health and Well-being – to ensure that housing positively contributes to the health and well-being of people in Monmouthshire;
  - A Better Environment – to promote sustainable housing that enhances and protects the environment;
  - Stronger and Safer Communities – to make Monmouthshire's homes safer places to live;
  - Local Economic Development – for housing activities to contribute to more prosperity in Monmouthshire by developing a more sustainable local economy;
  - Lifelong Learning and Experience – to strengthen the role of housing in providing learning and training opportunities and supporting educational success.
- 2.68 In working towards these aims, a number of overarching priorities are set out for the Strategy and partners to tackle. The Strategy focuses on the Local Housing System, Land Use Planning Framework, Affordable Housing, the Private Sector, Housing Management and Community Regeneration and discusses aims in relation to Supporting People, Vulnerable Groups, Energy Efficiency and Sustainable Development.
- 2.69 The availability of land and sites for new housing development is a fundamental element to meeting the aims of the Strategy. The LDP will need to provide sufficient land in sustainable locations for a range of housing needs, including affordable housing, and include policies that encourage sustainable construction and design.

## **Local Biodiversity Action Plan 2005**

- 2.70 The Local Biodiversity Action Plan for Monmouthshire identifies the most urgent priorities for wildlife conservation in the County. It contains action plans that set objectives and targets for the conservation, protection and enhancement of habitats and species. LDP policies seek to ensure that these species and habitats continue to be protected.

## **Monmouthshire Climate Change and Sustainable Energy Strategy 2008**

- 2.71 The Monmouthshire Climate Change and Sustainable Energy Strategy summarises the relevant work undertaken and sets the agenda for progressing action on climate change and sustainable energy. The Strategy is designed to run for five years from 2008 to 2013 and sets strategic objectives and priorities for the following four Areas for Action:
- Our own estate
  - Community
  - Housing
  - Transport
- 2.72 Detailed action plans have been developed in a partnership environment for each of the themes in the Strategy, which include targets, timescales and responsibilities.
- 2.73 The LDP will have a key role in delivering the Strategy's objectives for climate change and sustainable energy. This will include the need to ensure that all development is sustainable, having regard to the implications of reducing resource use and addressing climate change.

## **Wye Valley AONB Management Plan 2009-2014**

- 2.74 Management of the Wye Valley AONB is co-ordinated through the AONB Management Plan. The Plan covering the period 2009-2014 was developed as a requirement of the Countryside and Rights of Way Act 2000 and has been adopted by the four local authorities<sup>1</sup>, including Monmouthshire, the Countryside Agency, the Countryside Council for Wales and Natural England.
- 2.75 The Management Plan sets out the vision and strategic objectives for the area and the priorities for its management. Five main themes were established in the AONB Management Plan 2004-2009. Following the review of that Plan the five themes have been carried forward in the current Management Plan for 2009-2014. These are:
- Our Unique Landscape – conserved and enhanced
  - Development & Transport – planning and protection
  - Vital Communities – living and working in the AONB
  - Enjoying the AONB – sustainable tourism, recreation and appreciation
  - Achieving Together – effective management of the AONB
- 2.76 For each of the above themes strategic objectives have been developed, these include:
- Promote and develop policies and initiatives to protect, conserve, restore or enhance the features and elements that create the special qualities, landscape character and natural beauty of the AONB;

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<sup>1</sup> Monmouthshire County Council, Forest of Dean District Council, Gloucestershire County Council, Herefordshire Council

- Promote and encourage the use of the Landscape Character Assessments to inform local distinctiveness;
- Encourage and support high standards of design, materials, energy efficiency, drainage and landscaping in all developments;
- Resist inappropriate development which will create a persistent and dominant feature out of keeping with the landscape of the AONB.

2.77 The Plan complements a range of plans, strategies and programmes that cover other aspects in the administrative areas covering the Wye Valley AONB. Regard has been given to the Plan's strategic objectives and priorities for the area in developing the LDP proposals and policies.

## **Regional Collaboration and Linkages with Neighbouring Local Authorities**

### **Regional Collaboration**

2.78 At the regional level, the Authority contributes to regional working through its membership of the South East Wales Strategic Planning Group (SEWSPG), WSP regional meetings, the South East Wales Transport Alliance (Sewta), the South East Wales Regional Waste Group (SEWRWG) and the South Wales Regional Aggregates Working Party (SWRAWP). Collaboration has also taken place with the former Gwent authorities on a minerals study for the area, and with Torfaen and Newport on the 2010 Local Housing Market Assessment (LHMA). The Authority continues to have an involvement in cross-border regional consortia, including the Severn Estuary Partnership, Standing Conference of Severnside Local Authorities (SCOSLA) and Wye Valley AONB Joint Advisory Committee. Involvement in such regional working provides opportunities for discussions on cross-border issues.

### **Linkages with Neighbouring Local Authorities**

2.79 When preparing a LDP, local planning authorities are required to ensure that the plan is sound in accordance with the ten tests of soundness. Soundness test C1 seeks to ensure that the plan has had regard to other relevant plans, policies and strategies relating to the area and adjoining areas and test CE1 seeks to ensure that where cross boundary issues are relevant, the plan is not in conflict with the development plans prepared by neighbouring authorities.

2.80 It is therefore imperative that the Council has regard to its neighbouring authorities and the wider South East Wales region and English border authorities in preparing the LDP. This is important as what is happening in adjoining areas can have implications for Monmouthshire in many ways. Parts of Monmouthshire may act as employment and service centres for people living in neighbouring authorities and vice versa. This requires an understanding of existing and emerging potential linkages, strategies and policies in adjoining areas, as well as active engagement in their development. Suitable consultation processes are in place to ensure that the existing and evolving planning policy context of neighbouring authorities has been considered in the preparation of the LDP.

- 2.81 Monmouthshire adjoins 8 other local planning authority areas, all of which are at varying stages of their development plan production, and are required to routinely consult the Council as part of their development plan preparation. These are:
- Torfaen County Borough Council
  - Newport City Council
  - Blaenau Gwent County Borough Council
  - Brecon Beacons National Park Authority
  - Powys County Council
  - Herefordshire Council
  - Forest of Dean District Council
  - South Gloucestershire Council
- 2.82 In view of the significance of the larger cities of Cardiff and Bristol as key service and employment centres for Monmouthshire residents, regard has also been given to their respective development plans in the preparation of the Monmouthshire LDP.

### Existing Planning Policy Context

- 2.83 Engagement continues with adjoining authorities through meetings and the wider consultation process. Newport, Blaenau Gwent and Powys have adopted Unitary Development Plans (UDPs) for their areas. The Brecon Beacons National Park Authority has not formally adopted its UDP but has approved its use for development control purposes. Torfaen does not have an adopted UDP in place but has an adopted Structure Plan and Local Plan that provides coverage of the County, although these plans have an end date of 2006. The Forest of Dean, Herefordshire and South Gloucestershire Councils also have adopted development plans for their areas.
- 2.84 Existing development plan proposals likely to generate sub-regional/ cross-border issues have been considered and are predominantly focused in Newport. The **Newport** UDP growth strategy seeks to focus significant residential, business, commercial and leisure development at an eastern expansion area incorporating redundant parts of Llanwern steelworks and land to the north of the steelworks up to the M4. A transport development area is also proposed at the western end of Llanwern. Given the area's proximity to Magor/Undy, this proposal is likely to bring benefits of an expanding residential market and additional employment prospects for the sub-region.
- 2.85 In addition the **Forest of Dean** Local Plan strategy acknowledges that the greatest opportunities for new development in the district are in Lydney, followed by Cinderford, Coleford and Newent respectively. Given Lydney's proximity to Chepstow and the linkages between the two settlements, significant development in Lydney could have an adverse impact on Chepstow in terms of increased traffic generation and air quality issues.

### Emerging Planning Policy Context

- 2.86 **Torfaen** adjoins the western boundary of Monmouthshire, with the urban centre of Cwmbran providing a service centre for some western parts of Monmouthshire.

Torfaen's LDP strategy seeks to ensure a network of integrated communities focusing development opportunities in the 2 key settlements of Cwmbran and Pontypool and to a lesser extent Blaenavon. Torfaen County Borough Council published its Deposit LDP on March 28<sup>th</sup> 2011 which will be subject to a statutory 6 week consultation period. Overall, the cross boundary implications of the LDP proposals for Monmouthshire are limited. The plan does, however, propose a mixed used strategic action area at Mamhilad adjacent to the Monmouthshire boundary. The area has been identified for approximately 1,700 dwellings (690 to be delivered over the plan period, 2006-2021), B1 employment uses and a range of community facilities. Given its proximity to western parts of Monmouthshire this proposal may bring benefits of an expanding residential market and employment prospects for the sub-region.

- 2.87 **Newport** is situated to the south west of Monmouthshire and acts as an important service and employment centre for the Severnside area of the County in particular, given the close proximity and good transport links between the settlements. Newport City Council published its Preferred Strategy in January 2010, which proposes a sustainable strategy with an emphasis on brownfield regeneration in the city. Pursuant to the existing UDP strategy, there is a continued focus on the eastern expansion area /former Llanwern Steelworks for new residential development (up to 4,000 dwellings) as well as business, industrial, commercial and leisure development. This has cross-border implications for Monmouthshire and the Council made representations on the Preferred Strategy regarding these proposals. To reiterate it is considered that given the area's proximity to Magor /Undy this proposal is likely to bring benefits of an expanding residential market and additional employment prospects for the sub-region. The Strategy also proposes an eastern expansion of the Southern Distributor Road through Llanwern Steelworks. This together with the traffic generated by the proposed new development in the area is likely to have consequences for the M4 junction at Magor which will need to be taken into account.
- 2.88 Situated to the north west of Monmouthshire, **Blaenau Gwent** County Borough Council published its Preferred Strategy for consultation in September 2008, with publication of its Deposit LDP anticipated in April 2011. The Strategy places a focus on growth and regeneration in the Heads of the Valleys area and a regeneration emphasis in the south of the County Borough, with Ebbw Vale as the focus for most of the growth. While regard has been given to this strategy it does not propose significant development in close proximity to Monmouthshire's border and therefore does not appear to generate significant cross-border issues.
- 2.89 The County of **Powys** covers the former administrative counties of Montgomeryshire, Radnorshire, Brecknockshire and a small part of Denbighshire, and lies to the north west of Monmouthshire. Although Monmouthshire shares an administrative boundary with Powys it does not adjoin the local planning area. In view of this, development plan proposals in Powys are unlikely to generate any significant cross border issues for Monmouthshire. The Council will, however, continue to be involved in the ongoing LDP process through stakeholder engagement and the wider consultation process.

- 2.90 The **Brecon Beacons National Park** is situated to the north and north west of Monmouthshire. LDP proposals within the National Park are likely to generate cross boundary planning issues for Monmouthshire given that part of the County falls within the National Park area. The Brecon Beacons National Park Authority (BBNPA) published its Deposit Plan for consultation in November 2010, on which the Council made representations. The key cross boundary issue affecting Monmouthshire relates to the amount and distribution of development proposed for that part of the National Park that is in close proximity to the Monmouthshire local planning area. A significant proportion of the Park's overall housing target is proposed in the settlements of Gilwern and Govilon and it is considered that successful implementation of these proposed LDP allocations could, in combination with Monmouthshire's LDP proposals, make a contribution towards meeting housing requirement in the County. It is also considered important that Abergavenny – as an identified key settlement in the WSP – is recognised for its role in serving south eastern areas of the National Park and enabling residents to take advantage of the service and employment opportunities offered by the town.
- 2.91 **Cardiff** is, and will remain, a key economic driver for the wider South Wales region and as such acts as an important service and employment centre for Monmouthshire residents. This is reflected in the significant levels of out-commuting recorded from Monmouthshire to Cardiff (2,200 in 2009<sup>2</sup>). In terms of housing growth, the apportionment process sought to avoid over-heating in Cardiff and the coastal belt/ connections corridor, including Monmouthshire, in order to assist regeneration in the South East Wales Valley areas. However, the Deposit Plan was withdrawn in April 2010 and work is progressing on the preparation of a new LDP for Cardiff. The Delivery Agreement was approved in October 2010, with consultation on the Preferred Strategy anticipated in 2011. Monmouthshire will continue to be involved in the ongoing LDP process through the wider consultation process.
- 2.92 Collaboration and engagement has also taken place with border English authorities through the development plan consultation process, including the Forest of Dean District Council, Herefordshire and South Gloucestershire Councils. Under the English planning system, local planning authorities are required to prepare Local Development Frameworks (LDF) which contain a portfolio of development plan documents setting out the proposals and policies for future development and land use in its area.
- 2.93 The **Forest of Dean** is situated in the western part of Gloucestershire between the Rivers Wye and Severn and on the borders of Herefordshire and Monmouthshire. The Council's Core Strategy is at an advanced stage prior to its publication, with submission to the Council for approval and to the Secretary of State anticipated in early 2011 and spring 2011 respectively. The Core Strategy Pre-Publication Draft (November 2010) is pursuant to the Local Plan approach which seeks to focus new development in the district's four towns, with the greatest opportunities identified in Lydney (1,900 dwellings and 30ha of employment land), followed by Cinderford, Coleford and Newent respectively. The general principle of seeking to concentrate development within or

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<sup>2</sup> Statistics on Commuting in Wales, WAG, 2009

immediately adjoining the area's main towns is in line with PPW. The pattern of development proposed does, however, have implications for Monmouthshire and the Council has made observations on the Core Strategy. Given Lydney's proximity to Chepstow and the linkages between the two settlements it is considered that the proposed level of development in Lydney could have a detrimental effect on the environment of Chepstow through increased traffic on the A48 / A466 which would affect the AQMA in the town. It is considered that the proposal for more limited development at Coleford is appropriate provided this does not restrict growth options for nearby Monmouth.

- 2.94 Forming part of the Welsh borders, **Herefordshire** is situated to the north of Monmouthshire. Herefordshire Council has commenced work on its Local Development Framework for the County, with consultation on its Place Shaping Paper having taken place in early 2010. Setting out the vision and objectives, this paper considered a preferred strategy and further options for the emerging Core Strategy. Additional consultation took place in summer/ autumn 2010 on a number of evidence based studies and reports, including preferred options for the County's towns and rural areas. The current timetable anticipates that the Core Strategy will reach submission by April 2011 and adoption by the end of 2011. In terms of potential cross boundary issues for Monmouthshire, the preferred strategy option proposes 1,000 new homes in Ross-on-Wye over the plan period 2006-2026, with 350 of these dwellings located on a single urban extension to the south east of the town. However, being some distance from Monmouth, it is not considered that this level of growth would cause any significant impacts for the town but could result in an expanded residential market for area. The strategy also proposes 4,500 dwellings in rural areas over the plan period with a focus on the County's 21 main rural service centres – unlikely to generate significant cross boundary planning issues.
- 2.95 **South Gloucestershire** lies to the east of Monmouthshire linked by the Severn crossing. South Gloucestershire Council is at an advanced stage of the LDF process, having consulted on the Pre-submission Draft Core Strategy in summer 2010. It is anticipated that the Core Strategy will reach submission by March 2011 for independent examination. While the strategy recognises the importance of the Severnside area of South Gloucestershire as a strategically important location for employment uses, the focus for new development is the Bristol north fringe and east fringe areas. Accordingly, the strategy does not appear to generate any significant cross boundary planning issues for Monmouthshire.
- 2.96 Reflecting Monmouthshire's location as a border authority, **Bristol** acts as a key employment and service centre for Monmouthshire residents. High levels of out-commuting from the County to Bristol are evident, with some 3,000 residents commuting to Bristol in 2009<sup>3</sup>. The Council's Core Strategy is at an advanced stage, having been submitted to the Secretary of State in March 2010 for independent examination. It is anticipated that the Inspector's Report will be published in April /May 2011. A key focus of the Core Strategy is to deliver a thriving economy and as such Bristol is likely to remain a key employment and service centre for Monmouthshire.

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<sup>3</sup> Statistics on Commuting in Wales, WAG, 2009

- 2.97 The cross boundary issues identified to date within the existing /emerging strategies of the aforementioned adjoining authorities have, where possible, been taken into account during the preparation of Monmouthshire's LDP.

### 3. OVERVIEW / PROFILE OF MONMOUTHSHIRE

- 3.1 This section provides a broad introduction to the plan area, outlining the key environmental, social and economic characteristics of Monmouthshire. The data in this section generally relates to the County as a whole and therefore includes that part of the Brecon Beacons National Park (BBNP) that lies within Monmouthshire. Data that relates to the Monmouthshire Local Planning Authority Area only (i.e. excludes the BBNP area) will be identified where appropriate in the text.

#### Geographical Context

- 3.2 Located in South East Wales, Monmouthshire occupies a strategic position between the major centres in South Wales and the South West of England and the Midlands. The County shares a border with the neighbouring local planning authorities of Newport, Torfaen and Brecon Beacons National Park in Wales and Gloucestershire, the Forest of Dean and Herefordshire in England, with Severn crossing links to South Gloucestershire.
- 3.3 Monmouthshire covers an area of approximately 88,000 hectares (880 square kilometres) with an estimated population of 88,000<sup>1</sup>, 7.9% of which resided within the BBNP area of the County in 2006. It is a predominantly rural county with only 45% of the total population living in wards defined as being in urban areas (i.e. with a population of more than 10,000). The main settlements in the County are Abergavenny, Chepstow, Monmouth, Caldicot, Usk and Magor/Undy.
- 3.4 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.
- 3.5 The County is noted for its rural beauty and 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 and the picturesque river corridor of the Wye Valley in the east.
- 3.6 Given its location on the border between Wales and England, the County is easily accessible from the rest of Wales by the M4, A40, A449 and A4042 and from England by the M4 and M48 Severn Bridges and the A48, A40 and A465. The good road transport links connect the County to major population centres such as Cardiff, Newport and Bristol.
- 3.7 Monmouthshire is served by a number of both local and national bus routes. The towns of Abergavenny, Chepstow and Monmouth all have bus stations with bus services extending to the surrounding towns and villages and to the wider sub-region, including Bristol, Cardiff, Gloucester and Newport.

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<sup>1</sup> 2009 Mid Year Estimates

- 3.8 In terms of rail provision, Monmouthshire has four stations, at Caldicot, Chepstow and Severn Tunnel Junction in the south of the County and Abergavenny in the north.

### Key Environmental Characteristics

- 3.9 As a largely rural county Monmouthshire has major **landscape** resources and is home to internationally and nationally designated landscapes ranging from the Wye Valley AONB to the east and the Brecon Beacons National Park and the Blaenavon Industrial World Heritage Site to the north west. The Monmouthshire UDP designated four areas as Special Landscape Areas (SLA), covering a total area of 40,559 hectares and accounting for around 55% of the total local planning area within Monmouthshire.
- 3.10 However, many areas outside designated landscapes support more features of natural and cultural significance per square kilometre than are found within them. This diversity and richness is recognised by the high and outstanding evaluations of landscape quality as identified by LANDMAP (CCW's nationally recognised methodology for landscape assessment) which sets Monmouthshire's landscape baseline amongst the highest in Wales.
- 3.11 The landscape and countryside of Monmouthshire is therefore important in contributing not only to the health and well-being of Monmouthshire's residents but in supporting the tourist economy.
- 3.12 Monmouthshire contains a relatively high proportion of good quality **agricultural land**. It also has a high proportion of farming land – more than double the Welsh average. Approximately three-quarters (75%) of the County's farming land is identified as grassland, which although high is lower than the Welsh average (89%). In contrast, the proportion of land used for crops and horticulture (17%) is significantly higher than the Welsh average (6%).
- 3.13 Monmouthshire has major **biodiversity and nature conservation** resources, a number of which are internationally or nationally recognised. The Monmouthshire Local Planning Authority (LPA) area contains the following resources:
- The Severn Estuary is designated as a Special Area for Conservation (SAC), Special Protection Area and a Ramsar Site (Wetland of international importance).
  - Four other Special Areas of Conservation (SAC) – namely the River Wye, the River Usk, the Wye Valley woodlands and the Wye Valley bat sites.
  - 49 nationally designated Sites of Special Scientific Interest (SSSIs) – covering some 2,087 hectares. Most are woodland or grassland sites with others designated for their wetland or geological interest.
  - Three National Nature Reserves – Fiddler's Elbow (woodland), Lady Park Wood and Penhow Woodlands.
  - Local Nature Reserve at Cleddon Bog
  - Approximately 620 non-statutory Sites of Importance for Nature Conservation (SINCs) predominantly in relation to grassland and ancient and semi-natural woodland areas. (The SINCs project will extend to the surveying of other habitats over the duration of the plan period).

- A wide range of species (including rare /protected species) and many important habitats.
- 3.14 The statutory sites cover 6,432 hectares, or 7.6% of the LPA area, 3,664 hectares of which comprises the Severn Estuary SPA.
- 3.15 The Monmouthshire LPA area has a rich **built heritage and historic environment** which includes:
- 31 Conservation Areas – designated for their special historic or architectural interest, covering some 1,648 hectares in total.
  - 44 Historic Parks and Gardens – identified as having a Special Historic Interest, covering 1,910 hectares.
  - 3 Landscapes of Outstanding Historic Interest identified by Cadw within the Monmouthshire area – namely parts of Blaenavon, the Gwent Levels and the Lower Wye Valley.
  - Approximately 195 Scheduled Ancient Monuments.
  - Approximately 2,200 Listed Buildings, of which 2% are Grade I, 10% are Grade II\* and 88% are Grade II. Of note, around 176 Listed Buildings have been identified as being at risk.
- 3.16 The Monmouthshire LPA area has approximately 150 hectares of mainly rural commons and an additional 3,550 hectares of Forestry Commission woodlands which are designated as open access sites. There is also a Country Park at Caldicot. One of the main ways in which the residents of Monmouthshire can enjoy the built heritage, historic environment, landscape and biodiversity of Monmouthshire is through public rights of way. These have positive effects on health, social progress and general well-being. **Public rights of way** include 1,499km of footpaths, 71km of bridleways, 84.5km of restricted byways and 1.5km of unrestricted byways. These public rights of way are complemented by permissive paths. The County has three long distance regional trails (Usk Valley, Wye Valley and Three Castles walks) as well as the national trail (Offa's Dyke Path). The County also provides the start of the all-Wales coastal path. In addition, there are two national cycle routes within Monmouthshire, both of which run from Chepstow. The countryside access opportunities available in the County are one of its key assets, sustaining tourism and providing opportunities for economic regeneration.
- 3.17 **Water quality and quantity** are generally good; although there are nine ground water source protection zones in the LDP area that need particular safeguarding from pollution<sup>2</sup>.
- 3.18 In terms of **flooding**, areas of Monmouthshire which are vulnerable have been identified – these include most of the Gwent Levels and the flood plains of the Rivers Usk and Wye and their tributaries. There are however, flood defences within the towns of Chepstow, Monmouth and Usk.
- 3.19 **Air quality** in Monmouthshire generally meets current standards, although there are two Air Quality Management Areas (AQMA) within the County, where

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<sup>2</sup> Environment Agency 2010

objective levels of nitrogen dioxide may be exceeded. These are at Bridge Street in Usk and Hardwick Hill/Mount Pleasant in Chepstow.

- 3.20 Monmouthshire's **greenhouse gas emissions** are predominantly due to road transport (42%), followed by industrial /commercial end users (31%) and domestic sources (27%)<sup>3</sup>. In 2008, the County recorded 2.7 domestic tonnes per capita of carbon dioxide, broadly in line with the Welsh average of 2.6.
- 3.21 The Monmouthshire **Contaminated Land** Inspection Strategy has not identified any sites as being contaminated.
- 3.22 **Minerals extraction** is limited in Monmouthshire, however ensuring a sustainable supply of aggregates is important for the South Wales economy. The County has sufficient reserves to enable it to provide more than its per capita contribution to the region although there is a need to balance this against environmental consequences.
- 3.23 There are current planning permissions for two limestone quarries in Monmouthshire – the Livox and Ifton Quarries. The former is within the AONB and its existing planning permission expires on December 31<sup>st</sup> 2011. Additional limestone resources exist in the southern part of the County but the area is generally sensitive in terms of environmental capacity. There are no significant sources of secondary aggregates in the area. There is a sufficient land bank of permitted reserves to meet the requirements of government policy.
- 3.24 There are no permitted land based sand and gravel sites in Monmouthshire and there is only one marine sand-dredging site at Bedwin sands.
- 3.25 Household waste arisings from refuse collections in Monmouthshire totalled 28,218 tonnes by 2009/10. Over the six year period to 2010, the County's household waste generation has declined at an average rate of 5.6% in line with the South East region as a whole.
- 3.26 Monmouthshire has made good progress in the promotion and the recycling and composting of **waste**. In 2009/10 41% of the County's municipal waste stream was being recycled/composted thus meeting the target of at least 40% recycling/composting, with a minimum of 15% recycled and 15% composted.
- 3.27 There is however, a pressing need to reduce reliance on landfill, particularly as the majority of the County's waste destined for landfill is transported outside the County. Accordingly, the second area of targets to be met is the diversion of waste from landfill in particular green waste – referred to as biodegradable municipal waste (BMW). WAG has set threshold limits for the amount that the County can take to landfill – 29,202 tonnes in 2005/06 reducing annually to 9,500 tonnes in 2020. In 2009/10 Monmouthshire landfilled 14,173 tonnes and thus was nearly 31% below its allowance. Given the lack of suitable sites in Monmouthshire, all household/commercial waste not recycled or composted is disposed to landfill outside the County, although Monmouthshire is currently in

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<sup>3</sup> DECC, 2008

partnership with four other local authorities to deliver a long-term waste management procurement plan.

### Key Social Characteristics

- 3.28 Monmouthshire's **population** stood at 88,000 in 2009. The population has been increasing steadily, up 6.2% between 1991 and 2001 compared with the Welsh average of 2.4%. There has been a further increase of 3.7% between 2001 and 2009, representing an annual growth rate of about 373 or 0.4%. This increase is wholly attributable to inward migration, with natural change showing negative growth. Chepstow, Rogiet, Monmouth and Magor/Undy have experienced the highest levels of in-migration, while some rural areas have actually experienced out-migration.
- 3.29 The County has a low population density of 1 person per hectare – significantly lower than the South East Wales average of 4.6 persons per hectare – reflecting the area's rural nature. As would be expected, population densities are highest in the main settlements of Abergavenny, Caldicot, Chepstow, Magor/Undy and Monmouth.
- 3.30 The County has a relatively high proportion of older age groups and a lower proportion of younger adults compared with the UK and Welsh averages.
- 3.31 Average **household size** has continued to decline contributing to an increase in the number of households. The Welsh Assembly Government's 2003 household projections anticipated an additional 108,900 households being formed across South East Wales between 2003-2021 (18.6% increase), reflecting the net effect of births, deaths, migration and the trend towards smaller households.
- 3.32 More recently the Welsh Assembly Government has published 2008-based household projections at Local Authority level. These project an additional 5,211 households being formed across Monmouthshire between 2008-2021 – during this time the average household size is projected to fall from 2.27 persons to 2.08.
- 3.33 In recent years annual **housing completions** in the Monmouthshire LPA area have averaged 336 per annum (1999-2010), although there have been significant annual variations ranging from 522 completions in 2001 to 158 in 2009/10.
- 3.34 Of the 3,211 dwellings completed between 2000 and 2010, 12.6% were classed as affordable. However, when considering completions on developments of more than 10 the figure increases to 19%.
- 3.35 Since 2001, 61% of new completions in the Monmouthshire LPA area have been located at the four main towns (Abergavenny, Caldicot, Chepstow and Monmouth) and 39% at locations elsewhere in the County. The largest proportion of new completions since 2001 has been in the Monmouth housing market area, while the proportion of total dwellings built in the Caldicot / Chepstow area has reduced over this period.

- 3.36 The 2001 Census reported that 76.2% of households in Monmouthshire were owner occupied – higher than in Wales as a whole.
- 3.37 Compared with the Welsh average, a large proportion (44%) of households in the County lived in detached properties while a low proportion (17%) resided in terraced properties.
- 3.38 In the year to January 2011, the average **house price** in Monmouthshire stood at £246,151, which represented an increase of 9% over the previous twelve months. Income has not been increasing at the same rate, with median annual earnings in the County of £21,269 resulting in an overall house price to income ratio of 6.4. This restricts the ability of those on low incomes to enter the housing market, indicating the relative lack of affordability of housing in Monmouthshire. The recent recession is not thought to have improved the ratio significantly.
- 3.39 The spatial distribution of relative affordability of housing varies throughout the County, with a greater ratio in rural wards, particularly those to the north. In contrast, the ratio is smaller in the more urban southern wards.
- 3.40 Since the original joint Local Housing Market Assessment was undertaken huge changes have occurred in the economy and housing market of the UK which have major implications for Monmouthshire, and the local sub-market areas within it. The LHMA published in June 2010 updates a wide range of indicators to highlight how the housing market has changed since 2006. For the period 2010-2015 the report estimates a requirement for the provision of 29% **affordable housing** in Monmouthshire, with the model constrained to the current planned delivery target for the County.
- 3.41 The need for an increased level of affordable housing is further illustrated by the Common Housing Register, which stood at 2,110 households at March 2011. This compared to a housing stock of 5,548.
- 3.42 Monmouthshire is generally a prosperous County offering a high quality of life for its residents. This is reflected in the **2008 Welsh Index of Multiple Deprivation** with none of the lower super output areas (LSOA) in Monmouthshire in the most deprived 10% in Wales. The three most deprived LSOAs in Monmouthshire are Cantref (ranked 462 out of 1896 in Wales) and Mardy (ranked 369) both in the north west of the County, and Overmonnow (ranked 546) in the east.
- 3.43 Monmouthshire does however, have higher than average levels of deprivation with regard to access to services (predominantly within rural areas) and environment (predominantly in urban areas). Poor access to community facilities and declining local service provision is an issue for rural communities.
- 3.44 The Monmouthshire **Recreation and Open Space** Study (2008) shows that the County's main settlements are generally well served by both public open space and informal play spaces. There are, however, deficiencies in other provision including equipped children's play space.

- 3.45 Monmouthshire has four leisure centres – Abergavenny, Caldicot, Chepstow and Monmouth – offering a variety of facilities including swimming pools, fitness suites, indoor sports halls and outdoor pitches. The Council also owns and manages a number of parks and open spaces. However, again poor access to community facilities and declining local provision is an issue for rural areas.
- 3.46 The **health** of Monmouthshire's population is generally better than the Welsh average, with greater life expectancies and higher proportion of residents classing themselves as being in good health (2001 Census). Fewer residents in the County suffer with a limiting long term illness compared with Wales as a whole.
- 3.47 The rate of reported **crime** in Monmouthshire tends to be lower than for Wales as a whole. Incidences of reported crime in the County follow the same pattern as within Wales, these include violence against the person and crime involving vehicle and other theft.
- 3.48 Monmouthshire has a well **qualified and highly skilled workforce**, with a higher proportion of its working age population qualified to NVQ Level 4 and above (39% in 2009) when compared with Wales as a whole (27.3%) and surrounding authorities in 2009. There is also a significantly lower proportion of its working age population with no qualifications (9.4%) compared with the Wales average (14.8%), although this varies throughout the County with higher levels recorded in urban areas (Green Lane, Dewstow, Lansdown and Overmonnow).
- 3.49 Monmouthshire has one higher educational establishment – Coleg Gwent at Usk which offers courses in farming, horticulture, equestrianism, rural activities and animal care.

### Key Economic Characteristics

- 3.50 In 2009, Monmouthshire had a working age population of 53,800 (61.2%), of which 70.1% were in **employment** – higher than the rates recorded in surrounding authorities and Wales as a whole (66.6%).
- 3.51 Monmouthshire is reliant on the public sector and services for employment. The public administration, education and health sector accounts for the largest proportion of jobs (33.7%). The distribution, hotels and restaurants sector also accounts for a significant proportion of jobs in the County, with 28.6% of Monmouthshire's jobs in this sector (ABI 2008). There is a higher proportion employed in these sectors (62.3%) compared with Wales as a whole (55.9%). Tourism, as part of the services sector, is also important in the County accounting for 10.1% of jobs, higher than the Welsh average (8.6%) There are fewer jobs in energy /water and manufacturing than there are proportionally in Wales.
- 3.52 The number of people **economically inactive** in the County stood at 13,800 in the year to September 2010 which equates to 25.4% of the working population. This is below the Welsh average (27.3%) and those recorded in neighbouring authorities. At February 2011, Monmouthshire had a claimant count unemployment rate of 2.2% - again this is significantly lower than that recorded in

both Wales (4.0%) and neighbouring authorities. There are, however, higher pockets of unemployment within parts of the County.

- 3.53 The County had 3,840 **active enterprises** in 2009, nearly a third of which were in the property and business services sector. Over 97% of the County's businesses are classified as small (i.e. up to 49 employees). Over the 10 years to 2008, the County recorded a higher business stock growth (25.8%) than Wales as a whole (18.5%). Monmouthshire has experienced growth in six of nine sectors, with the greatest increases in the banking, finance and insurance and public administration, education and health sectors, while there has been a decline in the number of manufacturing businesses.
- 3.54 Jobs in Monmouthshire are characterised by low average wages.
- 3.55 The 2010 Annual Labour Force Survey, which is a sample of the working population, indicates that 57% of the County's residents work in the area –less than the Welsh average (71%). The remaining 43% of residents work outside of Monmouthshire, indicating high levels of **out-commuting**. The main areas for out-commuting are Newport (3,500), Torfaen (2,000) and Cardiff (2,200), with a further 7,000 commuting outside Wales, reflecting Monmouthshire's location as a border authority.
- 3.56 Overall, Monmouthshire had a net outflow of 1,900 commuters – with 17,400 commuting out of the Authority to work and 15,500 commuting in. There is significant **in-commuting** from Newport (2,600), Torfaen (2,400), Blaenau Gwent (2,700), other Welsh authorities (2,800) and from outside of Wales (5,000). In addition, a relatively high proportion of Monmouthshire's residents travel long distances to work, with a high usage of the private car. Heavy reliance on the private car and limited opportunities for public transport is a particular issue in rural areas.
- 3.57 The longer term trend, however, indicates that there have been more people commuting into the County than commuting out, with the number of years of net in-commuting outnumbering those of net out-commuting over the period 2003-2010.
- 3.58 Notably, 12.9% of the working age population worked from home in 2001, with the majority of home working concentrated in rural Monmouthshire.
- 3.59 **Tourism** plays a significant part in the Monmouthshire economy particularly in assisting the diversification of the rural economy. There were over two million visitors to the County in 2010, with tourist expenditure amounting to nearly £150m thereby supporting 3,000 jobs<sup>4</sup>. The majority of direct tourist expenditure in the County is accounted for by food and drink, followed by accommodation and shopping.
- 3.60 The Monmouthshire **Employment Sites and Premises Review** carried out in 2008 noted that the County had almost 70 hectares of employment land made up

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<sup>4</sup> STEAM Report 2010

of 17 allocated sites in the Unitary Development Plan. Based on a historic take-up rate of 1.95 hectares per year, therefore, there was enough land to meet need to 2021 and far beyond. The majority of this employment land (39.02 hectares, or 56%) was in Magor, allied to the M4 corridor. There were issues regarding the distribution of employment land, therefore, and, while Monmouth and Abergavenny had reasonable amounts of land (7.8 hectares and 6.5 hectares respectively), one of the main settlements, Chepstow, had only one site of 0.3 hectares remaining. Subsequently, a resurvey identified that an additional 14.3 hectares could be added to the land supply in Chepstow, although 10.3 hectares of this has received planning permission for new premises to accommodate the expansion and possible relocation of Fairfield Mabey from the town centre.

- 3.61 The main **retail centres** in the County are at Abergavenny, Caldicot, Chepstow and Monmouth. There are local centres at Magor, Raglan and Usk and a number of smaller neighbourhood centres in the main towns of Abergavenny, Caldicot, Chepstow and Monmouth.
- 3.62 Over the past 10 years there has been a marked decrease in the amount of floor space accounted for by convenience uses in the central shopping areas of the main towns. There has also been a decline in the amount of vacant floor space over this period. Average footfall in the main retail centres has remained fairly stable over this period, although Abergavenny has experienced a decline since 2000. This indicates that in general the town centres are reasonably healthy, although they remain vulnerable to out-of-town retail developments.



## 4. KEY ISSUES, VISION AND OBJECTIVES

### KEY ISSUES

- 4.1 In order to assist in the development of the LDP Vision and Objectives, a number of Key Issues have been identified that need to be addressed in the LDP.

#### **Key Issues for the LDP**

##### **(1) BUILDING SUSTAINABLE COMMUNITIES**

#### **Population**

- Monmouthshire has a relatively higher proportion of older age groups and a lower proportion of young adults compared with the United Kingdom average
- The population of Monmouthshire has been showing a steady increase, with all of this increase being fuelled by in-migration, leading to pressures for further growth in the County

#### **Settlement Pattern**

- Monmouthshire is a predominantly rural county with only 45% of the total population living in wards defined as being in urban areas (i.e. with a population of more than 10,000), although the main towns provide an important role as service and employment centres for their surrounding hinterlands
- There are difficulties in maintaining services and facilities in rural areas

#### **Housing**

- House prices are high in relation to earnings and there is a pressing need for additional affordable housing in the County in both urban and rural areas
- There is a demand for more housing being created by high levels of in-migration while at the same time there is also a demand being created by the tendency towards smaller household sizes

#### **Health and Wellbeing**

- While Monmouthshire performs relatively well on indicators relating to health, there is a need to promote opportunities for healthy living and access to health care, particularly in the context of an ageing population.

#### **Community Facilities and Recreation**

- Some communities in Monmouthshire experience a shortfall in the provision of community and recreational facilities and a general need has been identified for land for allotments and burial grounds.

## **Retail**

- There are concerns about the vitality and viability of the County's town centres and they would be vulnerable to out of town developments.

## **Infrastructure**

- There is a need to ensure that adequate infrastructure is provided to support new development, including provision of sufficient water and sewerage infrastructure without any adverse impact on water quality.

### **THE LDP SEEKS TO INFLUENCE THESE ISSUES BY:**

- *Deciding on a level of growth considered appropriate for Monmouthshire that seeks to balance demands from in-migration and falling household size and the need to provide affordable housing to meet local need against environmental and infrastructure constraints.*
- *Deciding on the spatial distribution of this growth between different urban and rural communities in order to balance the greater sustainability of urban settlements with the difficulties of maintaining services in rural areas where populations are in decline.*
- *Taking an active role in strengthening the local economy, ensuring that an appropriate level of demand for homes is satisfied and providing good quality affordable homes for those who need them in order to ensure that there is a sufficient population of working aged people to support the Monmouthshire economy and to provide more opportunities for young people both to stay and move to the area.*
- *Providing an appropriate amount of housing to be built in rural areas by balancing the need to sustain rural settlements by supporting services and enabling people to remain in their communities with the need to protect the countryside and ensure sustainable patterns of development.*
- *Providing an appropriate amount of affordable housing to meet local needs by both deciding on overall levels of growth and by setting thresholds and proportions to determine the amount of this residential development that is affordable.*
- *Protecting where necessary existing open space and community facilities, facilitating the provision of new facilities and requiring new development to make a contribution to the provision of community infrastructure.*
- *Protecting the vitality and viability of existing town centres and ensuring that the distribution of development supports these main centres.*
- *Ensuring adequate provision of infrastructure to serve new development.*

## **(2) PROMOTING A SUSTAINABLE ECONOMY**

### **Employment and Economic Development**

- Whilst unemployment is low and overall there is a net-inflow of commuters into the County, there is a need for inward investment and local employment

opportunities as there are high levels of out commuting and distances travelled to work are relatively high

- There has been a slow uptake of employment land in the past
- There is a need to sustain and regenerate the County's rural economy

## **Tourism**

- Tourism plays a significant part in the Monmouthshire economy particularly in assisting in the diversification of the rural economy and in sustaining the County's historic town centres.

### **THE LDP SEEKS TO INFLUENCE THESE ISSUES BY:**

- *Encouraging a vibrant economy within the County by ensuring that employment sites are located in attractive, accessible and sustainable locations and are of an appropriate size and type to encourage investment.*
- *Ensuring that wherever possible jobs and homes are located in close proximity to each other to provide greater opportunity for people to work locally.*
- *Encouraging the diversification of the rural economy.*
- *Encouraging tourism development while at the same time ensuring that the natural and built heritage that attracts visitors to the area is preserved and enhanced.*

## **(3) VALUING OUR ENVIRONMENT**

### **Rural Environment and Biodiversity**

- Monmouthshire has major biodiversity and landscape resources that need to be preserved and should be protected, managed and enhanced.
- There is a need to improve connectivity within the landscape through protecting and improving existing wildlife networks and corridors and creating new linkages to allow species to move and adapt to climate change impacts.

### **Air**

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

### **Land**

- There are limited opportunities for brownfield development within the County's existing urban areas

### **Waste**

- While the County has made relatively good progress in the promotion of the recycling and composting of waste there is still a need to reduce the reliance

on landfill, the amount of waste generated and the long distances travelled for the disposal of waste.

## **Minerals**

- There is a need to ensure that Monmouthshire makes an appropriate contribution to the sustainable supply of aggregates for the South Wales economy as a whole and to safeguard any potential aggregate resources for possible future use.

## **Climate Change**

- The use of energy derived from burning fossil fuels for transport and in buildings gives rise to emissions that are changing the balance of the atmosphere, contributing to global warming. There is an urgent need to reduce our levels of greenhouse gas emissions in order to prevent further damage to the atmosphere and significant rises in global temperatures
- Parts of the County are vulnerable to flooding, a risk that is increasing through climate change and rising sea levels. Such flooding represents a considerable risk to human health and property

### **THE LDP SEEKS TO INFLUENCE THESE ISSUES BY:**

- *Ensuring that new development does not cause harm to international, national and locally protected sites and species and that where appropriate and necessary, avoidance, mitigation and compensation measures are incorporated, while ensuring that new benefits for Biodiversity are explored.*
- *Undertaking a Habitats Regulations Assessment to ensure that the cumulative effects of development in Monmouthshire and adjoining areas do not result in harm to internationally designated nature conservation sites.*
- *Ensuring that biodiversity is considered in any development in order to protect any existing interest on the site and encourage biodiversity enhancements where necessary.*
- *Protecting high quality landscapes throughout the County, paying particular attention to those contained in the Wye Valley AONB and in the setting of the Brecon Beacons National Park*
- *Reviewing the policy approach to SLAs, in the context of seeking to protect and enhance the high quality of the County's landscapes.*
- *Minimising any polluting effects that might arise from new development in the County.*
- *Taking care to ensure that the location of new development does not worsen conditions in existing Air Quality Management Areas or result in new ones coming into being.*
- *Seeking to prioritise the use of previously developed land.*
- *Seeking to identify sites or areas of search that are appropriate for waste management or disposal facilities.*
- *Ensuring that mineral resources are safeguarded and exploited in a sustainable fashion that also enables Monmouthshire to meet its obligation to make its per capital contribution to the requirements of the South Wales region.*

- *Seeking to achieve appropriate patterns of development in order to reduce the usage of private vehicles and to allow for increased walking, cycling and use of public transport.*
- *Promoting energy efficiency in the design of new buildings.*
- *Ensuring that new development is not at risk from flooding.*
- *Encouraging design in all new developments that incorporates water saving measures and measures to reduce flood risk where appropriate.*

#### **(4) ACHIEVING SUSTAINABLE ACCESSIBILITY**

##### **Travel**

- Within the overall context of increasing levels of car ownership and traffic volumes, Monmouthshire has relatively high levels of long travel to work distances and of usage of the private car.
- Monmouthshire has a limited public transport infrastructure.

##### **THE LDP SEEKS TO INFLUENCE THESE ISSUES BY:**

- *Achieving appropriate patterns of development that reduce the usage of private vehicles and allow for increased walking, cycling and use of public transport.*
- *Locating homes and jobs in close proximity to each other in order to reduce the need for high levels of out-commuting.*

#### **(5) RESPECTING DISTINCTIVENESS**

##### **Built Environment**

- Monmouthshire has a significant built heritage resource in terms of scheduled ancient monuments, listed buildings, conservation areas, historic parks and gardens and archaeologically sensitive sites that, together with their settings, require protection and enhancement.
- There is a need to achieve a good standard of design in order to avoid the bland, standardised appearance of some recent suburban expansion, to ensure that new development respects and enhances its surroundings and responds to local distinctiveness and to avoid development of an inappropriate scale and character in the County's rural areas.

##### **THE LDP SEEKS TO INFLUENCE THESE ISSUES BY:**

- *Containing measures to preserve and enhance the cultural heritage and historic environment of Monmouthshire.*
- *Playing a key role in promoting good sustainable design that will enable new development to respect and enhance the existing distinctive character of Monmouthshire.*

## SPATIAL ISSUES

- 4.2 While each town and village in Monmouthshire is distinctive and has its own particular issues that need to be dealt with in the LDP, it is considered appropriate to conceptualise the local planning authority area as having three broad categories of settlement:
- Monmouthshire's historic market towns of Abergavenny, Chepstow and Monmouth. These are the County's longest established settlements that have developed over many years to have a wide range of opportunities for employment, shopping, community facilities and public transport.
  - The newer settlements in the south of the County where recent high levels of residential growth have taken place without the employment and community infrastructure to match. The area benefits, however, from a strategic location at the „Gateway“ to Wales with good access to the employment markets of Newport, Cardiff and Bristol. These are the „Severnside“ or M4 corridor group of settlements of Caldicot/Portskewett, Magor/Undy, Rogiet and Sudbrook.
  - The rural area, containing the small town of Usk and larger villages of Raglan and Penperlleni but mainly consisting of a large number of small villages, widely dispersed around the County and lying in areas recognised for their high quality landscape, including part of the Wye Valley Area of Outstanding Natural Beauty.

### The County's Main Settlements

- 4.3 **Chepstow** in 2001 had a population of 10,800, living in just under 4,800 dwellings. It is well located on the motorway system with good road (including bus) links to Newport, Cardiff, the Bristol area, and other parts of England. It also has good rail links to Newport, Cardiff and Gloucester. There are consequently substantial daily flows of commuters to and from the town. The A48, which provides the main link between the southern part of the Forest of Dean and the motorway network, passes through the town and creates problems of community severance. Part of the route is also designated as an Air Quality Management Area.
- 4.4 Chepstow has a substantial employment base, and areas close to the town centre contain major industrial employers. It acts as a retail, recreational, health care and educational centre for its hinterland, which extends over the border into Gloucestershire and, within Monmouthshire, includes the villages of Mathern, Pwllmeyric, Shirenewton and St. Arvans. Chepstow is also an important tourist destination, particularly focussing on its nationally important Castle and the town's position as a gateway for Tintern and the Wye Valley. The town centre benefited from environmental improvements in 2005. The town centre itself is a Conservation Area. Development in recent years, for housing and employment, has mostly been at some distance from the town centre and rail station, but relatively close to the motorway junction.

- 4.5 Chepstow has a level of self-containment (the ratio of residents living and working in the settlement to the total of number of residents living in that settlement who are in work) of 48%. 41% of the workforce travels less than 5 kilometres to work.
- 4.6 The town adjoins, across the River Wye, the villages of Tutshill, Sedbury and Beachley, where policy decisions are a matter for Forest of Dean District Council within the overall Regional Spatial Strategy for South West England. Forest of Dean has recently published its draft Core Strategy, which contains proposals for only limited development in those villages but substantial growth at Lydney, which also connects to the motorway system through Chepstow. Monmouthshire Council has commented on this to Forest of Dean.
- 4.7 Chepstow is proposed in the Wales Spatial Plan as a sustainable location for further growth. Future development is constrained by a number of factors. The area immediately north of the town lies within the Wye Valley AONB. Land to the west of the A466 is currently protected by a “green wedge” policy to ensure the town’s physical separation from Pwllmeyric and Matherne. South of the A48, the undeveloped land is also within a conservation area and, in part, within a designated historic park or garden.
- 4.8 **Abergavenny**, including Mardy, in 2001 had a population of 13,600, living in around 5,700 dwellings. It has good public transport links by rail to Newport, Cardiff, and the Midlands of England, and good road links to Cwmbran, Newport, Monmouth and the motorway system. It has a particularly important strategic role on the Heads of the Valleys road and through its links to Brecon and Mid Wales.
- 4.9 The town has a significant local employment base, including high proportions working in the health and education sectors and a growing emphasis on food production and processing. It acts as a retail, health, education and cultural centre for an extensive rural area, including the eastern part of the Brecon Beacons National Park and the north-western part of Monmouthshire. The town is attractive to tourists, particularly with the growth of its annual food festival. Regeneration of the centre is taking place, with the proposed redevelopment of the cattle market which is to be relocated. The Brewery Yard, to rear of the Town Hall and Indoor Market has been recently redeveloped. The town centre itself is a Conservation Area.
- 4.10 Abergavenny has a self-containment ratio of 53% with 45% of the workforce travelling less than 5 kilometres to work.
- 4.11 The A465 separates the town from Llanfoist to the south, and partly defines the town edge to the east. The built-up area to the north and west extends close to the National Park boundary, and Llanfoist adjoins the Blaenavon World Heritage Site. The floodplain of the River Usk is another constraint on development to the south of the town and at Llanfoist. Despite these constraints, Abergavenny is proposed in the Wales Spatial Plan as a sustainable location for further growth.
- 4.12 **Llanfoist** is a village that had 870 people living in 360 dwellings in 2001, although in recent years it has taken some of Abergavenny’s suburban growth and also

contains a supermarket that serves the town as a whole, together with the surrounding area.

- 4.13 **Monmouth** in 2001 had a population of 8,900 living in almost 4,000 dwellings. It acts as the main retail, educational, and cultural centre for an extensive rural area, including much of north-eastern and central Monmouthshire, and extending into the Forest of Dean and Herefordshire. In comparison with other towns in Monmouthshire it is the most self-sufficient in employment terms, although its key strategic location on the road network between Newport, Abergavenny and the Midlands has also encouraged the growth of long distance road commuting. It has a self-containment ratio of 60% with 44% of the workforce travelling less than 5 kilometres to work. Although the town is not connected to the rail network, it has good bus services to the South Wales cities and into Gloucestershire and Herefordshire.
- 4.14 The town centre, with a relatively large number and good range of shops and restaurants, and a theatre, cinema, and museum, is an attractive focus for the surrounding area. The town centre itself is a Conservation Area. In 2004, a second bridge over the River Monnow into the town centre was opened, enabling improved access and the pedestrianisation of the historic bridge. The town is located on the edge of the Wye Valley AONB, which immediately adjoins the built-up area, and is an important centre for tourist visits.
- 4.15 The A40 separates the town centre from the River Wye. Away from the historic centre, development has historically taken place avoiding areas with the greatest risk of flooding, in three suburbs – to the north in the Osbaston area, to the south east across the Wye at Wyesham, and to the south west and west at Overmonnow, including the recently developed Rockfield estate.
- 4.16 Future development at Monmouth is constrained by a number of factors. There are extensive areas of flood plain close to the town centre, in the Wye valley between the centre and Wyesham, and in the Monnow valley between the Rockfield road (B4233) and Osbaston area. The Wye Valley AONB adjoins the town in the Wyesham area.
- 4.17 **Caldicot** in 2001 had a population of just under 10,000 living in just over 4,000 dwellings. It is the main town in the **M4 Corridor ('Severnside')**. To the east the town effectively joins the village of **Portskewett** – around 1,550 people living in just over 600 dwellings. The village of **Sudbrook** is nearby with just over 400 people living in 140 dwellings. To the west, Caldicot is separated by an important green wedge from **Rogiet** (1600 people living in 640 dwellings), which in turn is separated by a green wedge from the single built-up area of **Magor with Undy** to the west (together having a population of just under 6,000 people in 2,250 dwellings).
- 4.18 The area is very well located on the motorway system, with good road (including bus) links to Newport, Cardiff, the Bristol area, and other parts of England. However, the only motorway junction is at Magor. Caldicot and Rogiet (at Severn Tunnel Junction station) have rail links to Newport, Cardiff, Bristol and elsewhere.

- 4.19 The area has an important role as the gateway to Wales on the M4 and rail system. Substantial recent development has occurred in Caldicot, Magor, Undy, Rogiet and Portskewett. Caldicot and Magor have significant employment bases, although they also have the characteristics of a „dormitory“ area with high amounts of out-commuting. Despite the low levels of self-containment, however, the Severnside area is extremely well located to the nearby employment markets of Newport, Cardiff and Bristol.
- 4.20 Caldicot town centre, with its educational and other facilities, serves the whole area but under-performs in retail terms. Local services and facilities also exist at Magor and to a lesser extent in the other villages. Although the area is not a major tourist destination, Caldicot Castle is an important local attraction.
- 4.21 Future development in Caldicot and the Severnside area is constrained by a number of factors, including the M4 and M48 to the north and the railway line, the Gwent Levels and tidal flood plain to the south.
- 4.22 Within the central area of Monmouthshire, the two largest settlements are **Usk** and **Raglan**. Usk in 2001 had a population of about 2,300 in just over 1,100 dwellings. Its town centre serves a wide rural hinterland, although it lacks many of the facilities of larger towns, such as a supermarket and secondary school. Raglan is a smaller centre of about 1,145 population living in just under 500 dwellings. Both Usk and Raglan are well located in relation to the road system and have good bus links, especially on the Newport to Monmouth route. Raglan has good links via the A40 and A449 to Newport, Abergavenny and Monmouth. Usk is close to the A449 and also to Pontypool. However, neither settlement is connected to the rail network. Both settlements have a role as tourist centres, and Raglan Castle is an important attraction.
- 4.23 **Penperlleni** has a population of around 1,200. It is also a relatively large village, north-west of Usk between Abergavenny and Pontypool, and has mostly been developed relatively recently. It has a good range of village facilities and good bus links.
- 4.24 There is significant employment at Usk, but all three settlements are attractive to long distance road commuters. Levels of self-containment are just under 40% in Usk, 35% in Raglan and 20% in Penperlleni.
- 4.25 If the settlements described above are excluded then there are only three other villages in the Monmouthshire LPA area that have a population of over 500 – Caerwent (950 in 2001), Shirenewton/Mynyddbach (580) and St Arvans (570). There are 10 other villages with a population of between 250 and 500 and 14 with a population of between 100 and 250. This leaves 22 further villages that have been identified in the Monmouthshire UDP as being suitable for development, although most of these would only have been considered appropriate for minor infill development.

## THE LDP VISION

- 4.26 The LDP Vision was developed from the consultation exercise carried out in the summer of 2008. It has subsequently been adopted as the Vision for the Monmouthshire Community Strategy. Additional lines have been added to the Vision to give it a spatial context and reflect the distinctive geography of Monmouthshire described above.

### **The Monmouthshire LDP Vision:**

**By 2021 Monmouthshire will be a place where:**

- (1) People live in more inclusive, cohesive, prosperous and vibrant communities, both urban and rural, where there is better access to local services, facilities and employment opportunities.**
- (2) The distinctive character of its built heritage, countryside and environmental assets has been protected and enhanced.**
- (3) People enjoy more sustainable lifestyles that give them opportunities for healthy activity, reduced reliance on the private motor car and minimised impact on the global environment.**

**The spatial implications of achieving this Vision will be that by 2021:**

- The physical character of Monmouthshire's historic market towns of Abergavenny, Chepstow and Monmouth will have been preserved and enhanced and their social and economic strengths built on to develop their role as key sustainable settlements in the County that also serve the needs of their rural hinterlands.**
- The newer settlements in the south of the County will have improved infrastructure that helps to rectify the imbalance caused by recent residential growth having taken place without the employment and community infrastructure to match. Regeneration will have helped the area to take advantage of its strategic location at the 'Gateway' to Wales with good access to the employment markets of Newport, Cardiff and Bristol.**
- Appropriate development opportunities will have been provided in the County's rural area, while at the same time its high quality natural environment and the distinctive rural character of Monmouthshire will have been preserved and enhanced.**

## THE LDP OBJECTIVES

- 4.27 In order to achieve the Vision and address the Key Issues, Objectives have been set for the LDP. The Objectives have been grouped in accordance with the main themes of the Wales Spatial Plan, which were also used to group the Key Issues. This enables the Objectives to be related to the Key Issues that they are meant to address.

### **The Monmouthshire LDP Objectives:**

#### **Building Sustainable Communities:**

1. To build sustainable communities where people have good access to employment, shops, housing, public transport, community and cultural facilities and recreational opportunities.
2. To sustain and enhance the main County towns of Abergavenny, Chepstow, Monmouth and Caldicot as vibrant and attractive centres that meet the needs of their own populations and those of their surrounding hinterlands.
3. To support existing rural communities as far as possible by providing development opportunities of an appropriate scale and location in rural areas in order to assist in building sustainable rural communities and strengthening the rural economy.
4. To provide a level of housing that is sufficient to provide a wide ranging choice of homes both for existing and future residents, while ensuring that local needs for appropriate, affordable and accessible housing are met as far as possible, particularly in towns but also in rural areas, so long as such housing can assist in building sustainable rural communities.
5. To improve access to recreation, sport, leisure activities, open space and the countryside and to enable healthier lifestyles.
6. To ensure that appropriate infrastructure (to include community and recreational facilities, sewerage, water, transport, schools and health care etc.) is already in place or can be provided to accommodate new development.

#### **Promoting a Sustainable Economy:**

7. To support a thriving, diverse economy, which provides good quality employment opportunities and enables local businesses to grow.

#### **Valuing our Environment:**

8. To protect, enhance and manage Monmouthshire's natural heritage, including the Wye Valley AONB, the County's other high quality and distinctive landscapes, protected sites, protected species and other biodiversity interests and the ecological connectivity between them, for their

own sake and to maximise benefits for the economy, tourism and social well-being.

9. To promote the efficient use of natural resources including providing increased opportunities for water efficiency, energy efficiency, renewable energy, recycling and waste reduction.
10. To promote the efficient use of land, including the need to maximise opportunities for development on previously developed land.
11. To ensure that new development can adapt to the impacts of a changing climate and to also promote opportunities for carbon reduction in order to reduce the contribution made by residents, businesses and industry in Monmouthshire to climate change.
12. To ensure that new development takes account of the risk of flooding, both existing and in the future, including the need to avoid inappropriate development in areas that are at risk from flooding or that may increase the risk of flooding elsewhere and the need to design development to appropriately manage surface water run-off.
13. To meet the County's regional and local obligations to manage and dispose of its waste and to safeguard and exploit its mineral resources in a sustainable fashion.

#### **Achieving Sustainable Accessibility:**

14. To provide opportunities for integrated sustainable transport, for increased walking, cycling and use of public transport, for reducing reliance on the private motor car and for reducing the need to travel.

#### **Respecting Distinctiveness:**

15. To protect and enhance the built environment and heritage, for their own sake and to maximise benefits for the economy, tourism and social well-being.
16. To promote good sustainable design that enhances the character and identity of Monmouthshire's settlements and countryside, creates attractive, safe and accessible places to live, work and visit and improves the quality of new buildings and urban layouts.

## THE COUNCIL'S PRIORITIES

- 4.28 As highlighted in Chapter 2 above, the LDP Vision is the Vision that has been adopted for the Monmouthshire Local Service Board Community Strategy.
- 4.29 A number of underpinning policy aims are set out in the Community Strategy that will run throughout the Authority's work and help determine future priorities and actions:
- Social Justice – working towards a fair and equal society where everyone is treated the same;
  - Community Cohesion – to build strong and supportive communities that are able to work together;
  - Localisation – ensuring that whenever possible public services are provided close to where people live.
- The following four key priorities are proposed to address the vision/policy aims for the period 2008-2012:
- Transport /access to services and facilities;
  - Affordable and sustainable housing for communities;
  - Taking local action in response to climate change;
  - More integrated, sustainable and accessible public services.
- 4.30 In determining the spatial distribution of development for the LDP, it is clear that improving access to services and tackling climate change are key corporate priorities that the LDP can have an influence over. This is reflected in LDP Objective 14, relating to achieving sustainable accessibility.
- 4.31 LDP objectives seeking to protect the environment relate to aspects of the Community Strategy priority of tackling climate change and the broader ambition to preserve distinctive character of Monmouthshire set out in point (2) of the Vision statement.
- 4.32 The provision of affordable housing is also a key corporate priority that the LDP can have a significant influence over. This is reflected in LDP Objective 4.
- 4.33 Other LDP objectives relating to the theme of building sustainable communities also suggest a broad distribution of development that addresses the needs of rural areas as well as of the towns, particularly objectives 1 and 3.
- 4.34 Another element of a successful sustainable community is that it is it is prosperous with good access to employment opportunities, as reflected in parts of point (1) of the LDP Vision statement and objective 7.
- 4.35 Such objectives are often interrelated. Promoting a „green economy“, for instance, can help in reducing impacts on climate change and provided local employment opportunities.
- 4.36 All the Key Issues and Objectives set out earlier in this Section play an important role in providing the framework for the policies set out in this LDP. To reflect the

Community Strategy and take account of the corporate objectives of the Council the following matters are identified as the main priority areas for the LDP to deal with:

- Supporting communities
- Provision of affordable housing
- Promoting enterprise
- Tackling climate change
- Protecting the environment
- Providing opportunities for reducing the need to travel.
- Preserving Monmouthshire's distinctive character.

4.37 The following chapters tackle these issues in the order of the main themes of the Wales Spatial Plan:

- Building Sustainable Communities
- Promoting a Sustainable Economy
- Valuing Our Environment
- Achieving Sustainable Accessibility
- Respecting Distinctiveness

## 5. STRATEGIC POLICIES

### THE SPATIAL STRATEGY

- 5.1 As described in the previous chapter, it is considered appropriate to conceptualise the Monmouthshire local planning authority area as having three broad categories of settlement, as reflected in the spatial element of the LDP Vision. To deal with the specific spatial issues facing each of these categories of settlement and to achieve the overall Vision and Objectives of the Plan, the LDP has adopted the following spatial strategy for distributing development in the County:

**The Strategy will aim to disperse development around the County while focusing on those locations that provide the best opportunities for achieving sustainable development.**

**The Strategy proposes:**

- **An emphasis on the three main towns of Abergavenny, Chepstow and Monmouth, where environmental and infrastructure constraints allow.**
- **Some development at settlements in the Severnside area which provide opportunities for regeneration and infrastructure improvements.**
- **An appropriate amount of development in rural areas with a focus on those settlements that have best access to services and public transport.**
- **Residential growth to take place in association with opportunities for mixed use development schemes particularly in Chepstow and Monmouth.**

- 5.2 The towns of Abergavenny, Chepstow and Monmouth are clearly the County's most sustainable settlements, where there is the greatest potential for reducing the need to travel due to the co-location of houses, jobs, shops, services, community facilities and public transport. Caldicot is also a substantial settlement, although less well established than the historic 'Three Towns', particularly in its retail offer. In fact, the whole of the 'Severnside' sub-region particularly at Magor and Undy, has experienced rapid residential growth since the 1970s without the community and employment infrastructure to match. While they do have some existing employment opportunities, the Severnside settlements have the characteristics of a 'dormitory' area with high levels of out-commuting, although this also reflects their good accessibility to the nearby employment markets of Newport, Cardiff and Bristol.
- 5.3 While the emphasis of the LDP Spatial Strategy is on Abergavenny, Chepstow and Monmouth, therefore, there is also a need to ensure that some housing development is provided in the Severnside area to meet the needs of the existing population, particularly for affordable housing, to generate some developer

contributions to assist in providing community facilities and employment infrastructure and to take advantage of the area's strategic location at the 'Gateway' to Wales with good access to the employment markets of Newport, Cardiff and Bristol. The LDP also reaffirms existing employment allocations in the Magor area, which are in strategic locations close to Junction 23A on the M4 and could have regional significance, providing a range of choice for inward investors and potentially reducing the current levels of out-commuting in the Severnside area.

- 5.4 In general terms, the Spatial Strategy seeks to ensure that the needs of settlements throughout Monmouthshire are taken into account. Some development is also proposed in rural areas, therefore, particularly to provide affordable housing to meet local needs, although LDP policies also allow for an appropriate amount of enterprise in rural areas, seeking to sustain and enhance and, where appropriate, regenerate the County's rural settlements.

# BUILDING SUSTAINABLE COMMUNITIES

## Housing

### The Spatial Distribution of New Housing Provision

- 5.5 The spatial strategy described above provides the framework for the distribution of new housing development set out in Strategic Policy S1, which incorporates the following settlement categorisation:
- Main Towns: Abergavenny, Chepstow and Monmouth
  - The Severnside sub-region: the settlements of Caerwent, Caldicot, Magor, Portskewett, Rogiet, Sudbrook and Undy
  - Rural Secondary Settlements: Usk, Raglan, Penperlleni and Llanfoist
  - Main Villages
  - Minor Villages
- 5.6 The original selection of the draft list of 26 'Main Villages' contained in the LDP Preferred Strategy was based on data contained in the *Monmouthshire LDP Function and Hierarchy of Settlements Study*, (October 2008). In this report settlements were ranked according to the numbers of retail, employment, community and service facilities they contained and their access to public transport. No attempt was made to give weightings to different facilities, although it was recognised that some facilities are more valuable than others in terms of the sustainability benefits they provide.
- 5.7 The rankings provided a crude basis for the initial selection of settlements for consultation purposes but a final decision on whether or not a village was suitable for designation for further development depended on the interplay of a number of factors, including:
- size of settlement
  - range of facilities, services and employment opportunities within settlement
  - ability to access facilities, services and employment opportunities within close proximity, particularly by public transport
  - physical form of settlement and its landscape setting and environmental constraints, such as locations in conservation areas, archaeological sensitive areas and the Wye Valley Area of Outstanding Natural Beauty
  - suitable supply of land.
- 5.8 A report on *Proposed Rural Housing Allocations* was issued for consultation purposes in June 2010. The final list of Main Villages contained in Policy S1 below and the housing allocations proposed for them, as set out in Site Allocation Policy SAH8, were influenced by this consultation exercise. Consideration was also given to the character of 'H4 villages' (i.e. villages identified as being suitable for minor infill residential in the adopted UDP) and these formed the basis for the list of Minor Villages contained in Policy S1.

- 5.9 Overall, the ability to achieve the proposed spatial distribution is influenced to a degree by the ability to accommodate development at the chosen locations – the environmental and infrastructure capacity of the individual settlements. The sites chosen for each settlement or group of settlements result from a detailed analysis of their ability to accommodate development at the chosen locations - the environmental and infrastructure capacity of the individual settlements - and an assessment of different site options that have come forward. These detailed analyses are set out in individual settlement reports provided as background papers.
- 5.10 In determining the spatial distribution of new housing sites it was also necessary to take into account the existing supply of development. The existing housing supply consists of land with planning permission, urban housing potential and windfall development, as described and quantified in connection with Policy S2 below. The Secondary Rural Settlements of Usk and Llanfoist have made a disproportionate contribution to recent housing development in the County, which the new housing allocations seek to avoid.
- 5.11 **Policies S1, S2, S3 and S4 help to meet LDP Objectives 1, 3 and 4 in providing for an appropriate level of housing growth and choice to assist in building sustainable communities in Monmouthshire's most sustainable settlements.**

#### **Policy S1 – The Spatial Distribution of New Housing Provision**

**The main focus for new housing development is within or adjoining the Main Towns of:**

- **Abergavenny, Chepstow and Monmouth.**

**A smaller amount of new housing development is provided in the Severnside sub-region, particularly at Magor/Undy and Caldicot/Portskewett.**

**A small amount of new housing development is directed to the Rural Secondary Settlements of Usk, Raglan and Penperlleni.**

Some sites are allocated for small scale residential development (up to a maximum of 15 dwellings) in identified Main Villages with the primary aim of providing affordable housing to meet local needs. The identified Main Villages are:

Cross Ash	Llanishen
Devauden	Llanvair Kilgeddin
Dingestow	Mathern
Grosmont	Penallt
Little Mill	Pwllmeyric
Llanddewi Rhydderch	Shirenewton /Mynyddbach
Llandogo	St Arvans
Llanellen	Trellech
Llangybi	Werngifford /Pandy

Development Boundaries are drawn around the Main Towns, Severnside settlements, Primary Rural Settlements and Main Villages listed above. Outside these development boundaries planning permission for new residential development will not be allowed in any other settlements except in or adjoining identified Minor Villages where small scale residential development will be allowed in the circumstances set out in Policy H3. The identified Minor Villages are:

Bettws Newydd	Llanover
Broadstone/Catbrook	Llansoy
Brynygwenin	Llantillio Crossenny
Coed-y-Paen	Llantrisant
Crick	Llanvair Discoed
Cuckoo's Row	Llanvapley
Great Oak	Mitchell Troy
Gwehelog	Penpergwm
Llanarth	The Narth
Llandegveth	The Bryn
Llandenny	Tintern
Llangwm	Tredunnock

Outside the settlements listed above open countryside policies will apply where planning permission will only be allowed for the following types of new residential development:

- Acceptable conversions of rural buildings, in the circumstances set out in Policy H4.
- Sub-divisions of existing dwellings, subject to detailed planning criteria.
- Dwellings necessary for agricultural, forestry or other appropriate rural enterprises, in accordance with TAN6.

## Housing Provision

- 5.12 The chosen level of housing provision in the Monmouthshire LDP is 4,000 dwellings over the plan period 2011-21. The justification for choosing this level of housing provision is set out in a supporting background paper. It accommodates the level of growth indicated by the 2008-based Welsh Assembly Government Household projections, which project an increase for the County of 3,969 households between 2011-21 (or about 4,100 dwellings), with a small allowance (10 dwellings per year) to be met in that part of Monmouthshire included in the Brecon Beacons National Park.
- 5.13 This level of growth also helps achieve the 'Regional Collaboration' growth option of 350 dwellings per year, which reflects the regional apportionment agreed amongst the members of the South East Wales Strategic Planning Group (SEWSPG) and on which the LDP Preferred Strategy was based. While the LDP period begins in 2011, the base date for the regional apportionment was 1<sup>st</sup> April 2006. The adopted Monmouthshire UDP allowed for a range of 240 to 300 dwellings per year between 2006 and 2011. Due to the adverse economic climate the actual level of growth for the five years 2006-11 has been 236 dwellings per year. In reality, therefore, the rate of growth required to achieve the regional apportionment is around 400 dwellings per year over the LDP period 2011-21.
- 5.14 Policy S2 below sets out how the figure of 4,000 dwellings will be achieved. An Urban Housing Potential Study (UHPS) was carried out on behalf of the Council by Baker Associates in July 2008. The findings of this Study have been updated to take account of changing site circumstances and the findings of the most recent Joint Housing Land Availability Study (i.e. April 2011) to give the 'Identified UHP' figures in column 3 of the table. 'Windfall' estimates are given in column 5 of the table. This is development that can be predicted to happen based on past trends in each settlement or category of settlements but which cannot be specifically identified, because it will come from conversions, infill development, redevelopment and change of use. The identification of specific opportunities for new housing sites in Main Villages will allow for an increase in provision of affordable housing in rural communities.

## Policy S2 – Housing Provision

Provision will be made to meet a need for 4,000 residential units in the plan period 2011-2021. This need will be met as follows:

Settlements	Committed 1/4/2011	Identified UHP	Windfall	New Sites	Total
<b>Abergavenny</b>	<b>99</b>	<b>42</b>	<b>75</b>	<b>300</b>	<b>516</b>
<b>Chepstow</b>	<b>57</b>	<b>169</b>	<b>46</b>	<b>240</b>	<b>512</b>
<b>Monmouth</b>	<b>190</b>	<b>119</b>	<b>46</b>	<b>400</b>	<b>755</b>
<b>Caldicot</b>	<b>174</b>	<b>26</b>	<b>24</b>	<b>0</b>	<b>224</b>
<b>Portskewett</b>	<b>21</b>	<b>0</b>	<b>12</b>	<b>250</b>	<b>283</b>
<b>Magor/Undy</b>	<b>103</b>	<b>37</b>	<b>22</b>	<b>200</b>	<b>362</b>
<b>Caerwent</b>	<b>132</b>	<b>0</b>	<b>19</b>	<b>0</b>	<b>151</b>
<b>Rogiet</b>	<b>23</b>	<b>25</b>	<b>5</b>	<b>0</b>	<b>53</b>
<b>Sudbrook</b>	<b>6</b>	<b>40</b>	<b>1</b>	<b>0</b>	<b>47</b>
<b>Usk</b>	<b>15</b>	<b>0</b>	<b>17</b>	<b>20</b>	<b>52</b>
<b>Raglan</b>	<b>15</b>	<b>0</b>	<b>16</b>	<b>45</b>	<b>71</b>
<b>Penperlleni</b>	<b>7</b>	<b>50</b>	<b>3</b>	<b>40</b>	<b>105</b>
<b>Llanfoist</b>	<b>144</b>	<b>0</b>	<b>3</b>	<b>0</b>	<b>147</b>
<b>RURAL</b>	<b>257</b>	<b>0</b>	<b>277</b>	<b>215</b>	<b>749</b>
<b>TOTAL</b>	<b>1243</b>	<b>508</b>	<b>566</b>	<b>1710</b>	<b>4027</b>

- 5.15 While the distribution of new development indicated in Policy S2 represents a broad dispersal of growth amongst the main settlements of the LPA area, there will be an emphasis on meeting the housing need in the most sustainable settlements. This redistribution is illustrated in the following table:

Settlements	% of all dwellings 2011	% of existing supply	% of new housing allocation	% of growth 2011-21	% of all dwellings 2021
<b>MAIN TOWNS</b>	<b>42.20</b>	<b>36.37</b>	<b>54.97</b>	<b>44.15</b>	<b>42.39</b>
<b>SEVERNSIDE SETTLEMENTS</b>	<b>21.61</b>	<b>28.92</b>	<b>26.32</b>	<b>27.86</b>	<b>22.22</b>
<b>RURAL SECONDARY SETTLEMENTS</b>	<b>7.49</b>	<b>11.65</b>	<b>6.14</b>	<b>9.33</b>	<b>7.66</b>
<b>RURAL GENERAL</b>	<b>28.69</b>	<b>23.05</b>	<b>12.57</b>	<b>18.66</b>	<b>27.73</b>

### Strategic Sites

- 5.16 The Council considers that the need for new housing allocations can generally be best met by single, strategic sites in the County's larger settlements, in accordance with the spatial strategy set out in Policy S1. These are identified in Policy S3 below:

### **Policy S3 – Strategic Housing Sites**

The housing needed from new housing allocations as set out in Policy S2 will be largely met on the following strategic sites:

**Abergavenny – Deri Road, Mardy.**

**Caldicot/Portskewett – Crick Road, Portskewett.**

**Chepstow – Land at Fairfield Mabey, Chepstow**

**Monmouth – Land at Wonastow Road, Monmouth.**

**Magor/Undy – Rockfield Farm, Undy.**

Development proposals for these sites will need to comply with the site specific criteria set out in Policies SAH1-SA5 and also meet the following requirements:

- a) Any detailed application for development shall be preceded by, and consistent with, a master plan for the whole site that has been approved by the Council;
- b) Any detailed application for development shall include a feasibility assessment for suitable renewable energy and low or zero carbon technologies that could be incorporated into the development proposals.

### **Affordable Housing**

- 5.17 A significant issue for Monmouthshire is the fact that house prices are high in relation to earnings so that there is a pressing need for additional affordable housing in the County in both urban and rural areas.
- 5.18 A Local Housing Market Assessment (LHMA) carried out on behalf of Monmouthshire, Newport and Torfaen suggested that there was a need for 659 affordable homes in Monmouthshire in the 5 year period from 2006. This was based on a requirement of 2,720 affordable homes in the study area as a whole and represented a 37% proportion of the total new housing requirement predicted if the SEWSPG apportionment figures referred to earlier were adopted by the three unitary authorities, i.e. an overall target of 7,438 new dwellings for the sub-region.
- 5.19 Applying this proportion of 37% to the SEWSPG apportionment annual requirement of 350 dwellings per year for Monmouthshire indicated that around 130 dwellings per year would be needed in the County to meet affordable housing need. Carrying this rate forward to the LDP period of 2011-21 suggested that

1,300 affordable homes would be needed in the plan period and this is the affordable housing target that was put forward in the LDP Preferred Strategy.

- 5.20 Subsequently, however, an Update to the 2006 Local Housing Market Assessment has been carried out, using 2010 as its base year. This predicted a 5-year affordable housing need of 2,205 dwellings for the study area from 2010. This was based on a planned delivery rate for 2011-2021 of 350 per annum for Monmouthshire, 400 per annum for Torfaen and 640 per annum for Newport and represented 32% of the total planned delivery total for the three authorities of 6,950.
- 5.21 The Update report also disaggregated the study findings for each authority, in accordance with the requirements of TAN2 *Planning and Affordable Housing*. This projected a five year affordable housing need of 478 dwellings, 29% of the overall dwelling requirement of 1,636 (this total build not summing exactly to the dwelling delivery target for Monmouthshire of 1,750 due to the figure representing a break-out from the sub-regional position). This gives an annual requirement for affordable housing of 96 dwellings per year, a ten year requirement of 960 dwellings. It is appropriate, therefore, to revise the LDP affordable housing target to this new figure of **960 dwellings** for 2011-21, based on the Update study.
- 5.22 The LDP Affordable Housing Viability Study suggests that a 35% target is achievable throughout much of the County. The exceptions are the M4 corridor settlements of Magor/Undy, Caerwent, Caldicot/Portskewett and Rogiet where land values are lower and 25% is a more feasible target. The conclusions arising from the viability study, therefore, are that a 35% affordable housing target should be applied in Main and Secondary Settlements throughout the County, except for 'Severnside' settlements where the proportion should be 25%. The affordable housing to be provided would generally be 'neutral tenure'. This means that households are allocated a property for rent using the normal allocation system, but once allocated the property they are offered the option to purchase on 'Homebuy' terms, where the purchaser can obtain a shared equity in the dwelling.
- 5.23 There is a specific issue in the County relating to the provision of affordable housing in rural areas due to the rural character of Monmouthshire. The limited ability of existing residents in the countryside, particularly young people, to afford housing restricts their ability to remain within their existing communities if they are in housing need. A number of reports on surveys carried out to date by the Rural Housing Enabler (RHE) support this view.
- 5.24 Given the relative unsustainability of the County's rural areas in comparison to its towns it is the Council's view that most villages are not appropriate locations for unrestrained market housing, even with the application of the Council's general requirements that new housing developments should make provision for a proportion of affordable housing. It is considered, therefore, that the proportion of affordable housing provided in rural communities will need to be higher than elsewhere and that the main justification for new housing development in rural villages should be the need to provide affordable housing to meet local needs. The LDP Affordable Housing Viability Study has confirmed that a requirement for 60% affordable housing on rural sites will enable developer contributions towards

the cost of providing affordable housing as the high market values for housing in rural areas would still provide residual land values far in excess of existing agricultural land values that should be sufficient incentive to bring land forward for development.

- 5.25 Policy S4 below also provides for reduced threshold levels at which affordable housing will be required. The Affordable Housing Viability Study identified (based on an analysis of housing supply for 2006-9) that 40% of the overall supply came from sites of less than 10 dwellings (10% on sites of 5 to 9 dwellings and 30% on sites of 1 to 4 dwellings). Policy S4, therefore, lowers the threshold at which affordable housing will be required to sites of 5 or more dwellings in Main and Secondary settlements and to sites of 2 or more dwellings in Main and Minor Villages. All dwellings will also be required to make a contribution towards the provision of affordable housing. For the purposes of Policy S4 'development sites' will be taken to include schemes for conversion and sub-division.

#### **Policy S4 – Affordable Housing Provision**

Provision will be made for 960 affordable homes in the Local Development Plan Period 2011-2021. To meet this need it will be expected (subject to appropriate viability assessment) that:

- Development sites with a capacity for 5 or more dwellings in Main Towns and Rural Secondary Settlements as identified in Policy S1 will make provision for 35% of the total number of dwellings on the site to be affordable.
- Development sites with a capacity for 5 or more dwellings in the Severnside settlements identified in Policy S1 will make provision for 25% of the total number of dwellings on the site to be affordable.
- Development sites with a capacity for 3 or more dwellings in the Main Villages identified in Policy S1 will make provision for 60% of the total number of dwellings on the site to be affordable.
- Development sites with a capacity for 2 dwellings in Main and Minor Villages identified in Policy S1 will make provision for 1 dwelling to be affordable.
- Development sites with a capacity for 3 dwellings in or adjoining Minor Villages identified in Policy S1 will make provision for 2 of the total number of dwellings on the site to be affordable
- Development sites with a capacity for 4 dwellings in or adjoining Minor Villages identified in Policy S1 will make provision for 3 of the total number of dwellings on the site to be affordable
- In the open countryside developments involving conversion of existing buildings or sub-division of existing dwellings to provide 3 or more additional dwellings will make provision for 35% of the total number of dwellings to be affordable.
- Development sites with a capacity below the thresholds set out above will make a financial contribution towards the provision of affordable housing in the local planning authority area.

**In determining how many affordable houses should be provided on a development site, the figure resulting from applying the proportion required to the total number of dwellings will be rounded to the nearest whole number.**

5.26 The target of 960 affordable homes will largely be met by;

35% on new sites in settlements outside the M4 corridor	366
25% on new sites in settlements inside the M4 corridor	112
60% on rural housing allocations	130
20% on identified UHP	102
20% on current commitments	<u>59</u>
	769

5.27 This is 191 short of the overall target. To this supply figure, however, can be added potential affordable housing provision from 'windfall' development and some rural exception sites (although the necessity for the latter will be reduced through the allocation of sites for 60% affordable housing in Main Villages). Adopting lower thresholds will also increase the potential for windfall development to contribute to the overall supply of affordable housing. Development sites where the capacities fall below the thresholds set out in Policy S4 will be expected to make a financial contribution towards affordable housing provision, the precise amount required per dwelling to be set out in Supplementary Planning Guidance.

5.28 The development management policies for housing (set out in Chapter 6.1) seek to implement Policies S1 to S4 by providing the policy framework to enable the provision of sustainable housing in Monmouthshire and assist in building sustainable communities.

#### **Key Relevant Legislation, Guidance, LDP Policies, Background Studies /Papers and SPG**

- PPW (2011)
- TAN 1 Joint Housing Land Availability Studies (2006)
- TAN 2 Planning and Affordable Housing (2006)
- Urban Housing Potential July 2008
- Housing Background Paper October 2008
- Function and Hierarchy of Settlements October 2008
- Gypsy and Traveller Accommodation Needs and Sites Study December 2009
- LDP Policies: Building Sustainable Communities H1 to H9
- SPG Affordable Housing

## Community and Recreation Facilities

- 5.29 The Council is committed to protecting and enhancing community facilities to meet the needs of residents over the plan period. Providing a range of community facilities which are accessible to as many people as possible is essential in developing sustainable and inclusive communities. Such facilities are valuable in terms of the facilities they provide, the employment they generate and in attracting people to live within an area.
- 5.30 The Council is also committed to providing, protecting and enhancing open spaces in the County that are important for recreation, amenity, biodiversity, connectivity or heritage. Access to areas of open space is essential in enhancing the quality of life for all and promoting sustainable communities. It can help foster social inclusion, assist healthier lifestyles and allow for recreation and leisure activities. It is important that an accessible network of open space is maintained and improved. The provision of new areas of open space and /or contributions towards improving existing areas of open space will be sought in connection with new residential developments in order to enable the provision of an accessible network of open space for all.
- 5.31 **Policy S5 helps to meet LDP objectives 1 and 5 by providing, protecting and enhancing community facilities and open spaces to assist in promoting sustainable communities in Monmouthshire.**

### Policy S5 – Community and Recreation Facilities

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

- 5.32 For the purposes of this policy, community facilities are defined as facilities used by local communities for leisure, social, health and education purposes and include village halls and shops, schools, GP surgeries / health centres, leisure centres, public houses, places of worship and libraries. Community facilities can be considered appropriate in residential and non residential areas as they serve the needs of the wider community. Whilst there is a general presumption in favour of community facilities, they should not erode the character and appearance of the natural and built environment, nor the design qualities of their location. New facilities need to have good access to public transport, as well as be a walkable distance to as many homes as possible. The criteria against which proposals that involve the loss of community or recreation facilities will be assessed are set out in Development Management policies CRF1 to CRF3.
- 5.33 Recreation facilities are taken to include formal sport, recreation and leisure pursuits such as team games, children's play facilities, as well as more informal

activities such as walking in the countryside. Recreation and leisure facilities are an important generator of tourism and, in practice, the difference between facilities for locals and tourists is difficult to define. However, for the purposes of the plan, policies which relate to recreation and leisure refer to activities primarily undertaken by local residents as opposed to the more tourist-related activities associated with visitors.

- 5.34 Proposals for community and recreation facilities will be assessed against the development management policies set out in chapter 6.1. These seek to implement Policy S5 by providing the policy framework to support the provision and enhancement of community and recreation facilities across Monmouthshire.

Key Relevant Legislation, Guidance, LDP Policies, Background Studies /Papers and SPG
<ul style="list-style-type: none"> <li>• PPW (2011)</li> <li>• TAN 16 Sport, Recreation and Leisure (January 2009)</li> <li>• LDP Policies: Building Sustainable Communities CRF1 to CRF3</li> <li>• Monmouthshire Open Space Study (December 2008)</li> <li>• Monmouthshire Greenspace Study (September 2010)</li> <li>• <i>SPG Open Space</i></li> </ul>

## Retail

- 5.35 PPW (2011) requires local planning authorities to identify an existing hierarchy of centres and to establish the strategic role to be performed by the main centres in the hierarchy.
- 5.36 The main County towns of **Abergavenny**, **Chepstow** and **Monmouth** are akin to market towns, providing a broad range of facilities and services, of which retailing is a key component, for residents and visitors. The centres attract significant numbers of shoppers from their respective town and rural hinterlands. The towns are also main visitor destinations in the County, providing a range of leisure, tourism and cultural facilities. **Caldicot** town centre has a more limited retail offer than the other main towns, although it remains an important centre serving the area with a range of facilities. While the area is not a major tourist destination, Caldicot Castle is an important local attraction.
- 5.37 The County's local centres – **Magor**, **Raglan** and **Usk** – also provide an important role in the retail hierarchy serving a more local function for residents, with a predominant focus on convenience (food) shopping and an element of comparison (non-food) shopping together with some local service provision. Neighbourhood centres and shops similarly provide an important local day-to-day function for their local communities.
- 5.38 Further detail on the role and function of the main towns and local centres is provided in Section 6.1 and in the Monmouthshire Retail and Leisure Study, April 2010.

5.39 Given their essential role and function, it is important that a centre's position in the hierarchy is maintained and, where possible, enhanced.

5.40 **Policy S6 helps to meet LDP objectives 1 and 2 by focusing new retail and commercial developments in the identified retail hierarchy to assist in sustaining and enhancing the County's main towns and local centres and building sustainable communities in Monmouthshire.**

### Policy S6 – Retail Hierarchy

The hierarchy of retail centres in Monmouthshire is defined below. All new or enhanced retail and commercial developments will be focused on the County's main towns – Abergavenny, Caldicot, Chepstow and Monmouth – and in local / neighbourhood centres, and should be consistent in scale and nature with the size and character of the centre and its role in the retail hierarchy. Proposals which would undermine the retail hierarchy will not be permitted.

<b>County Towns</b>	Abergavenny Caldicot Chepstow Monmouth
<b>Local Centres</b>	Magor Raglan Usk
<b>Neighbourhood Centres /Shops</b>	Abergavenny • Hillcrest Road • Rother Avenue • The Mardy Caldicot • West End Chepstow • Bulwark • Thornwell Monmouth • The Albion • Overmonnow • Wyesham

5.41 The Monmouthshire Retail and Leisure study (April 2010) found that the County's towns and local centres are reasonably healthy with the support of resident and visitor spend. There are, however, concerns regarding the vitality and viability of the main towns and their vulnerability to out-of-town developments. The towns also face competition from nearby centres in the sub region, including Cardiff, Bristol, Newport, Cwmbran and Hereford, particularly in terms of higher order comparison goods (non-food) shopping.

- 5.42 In view of these concerns, the Plan recognises the need to maintain and enhance the role and function of the County's main centres and to promote their retail/service function, which is fundamental to the interests of achieving sustainable development. A key objective of the LDP, therefore, is to sustain and enhance the County's main towns as vibrant and attractive centres and to maintain the essential local shopping function of local centres, by focusing new and enhanced retail and commercial developments of an appropriate scale and nature, in designated centres (as defined in Policy S6 above). This is vital in ensuring that the centres remain attractive places to live and visit and provide a valuable role in meeting the needs of local communities and visitors.
- 5.43 Developments of an appropriate scale within town and local centres that maintain and/or enhance their vitality, attractiveness and viability to shoppers and visitors will be supported. The future size and scale of retail and commercial facilities is critical to the maintenance of the character and function of the County's settlements. It is therefore important that new developments are in keeping with the scale and function of the existing centres and have regard to their position within the overall hierarchy. Inappropriate developments which would undermine the vitality, viability and attractiveness of the main towns, local and neighbourhood centres will be strongly resisted.
- 5.44 The County's main towns and local centres also provide employment, leisure, tourism and cultural opportunities. Tourism, in particular, plays an important part in sustaining Monmouthshire's historic town centres of Abergavenny, Chepstow and Monmouth, as well as Usk. It is essential that the role and function of these towns as important visitor destinations is maintained and enhanced over the plan period. The co-location of retail, commercial and leisure and tourism facilities in these centres, where they can be accessed by public transport, walking and cycling, will help to sustain and enhance their viability and attractiveness and contribute to a reduction in travel demand.
- 5.45 The Monmouthshire Retail and Leisure Study, April 2010, sets out in detail the future retail needs for the County's main towns and the local centres of Magor and Usk and, where appropriate, identifies potential development opportunities for future retail and commercial development within the centres. Overall, the study found limited need for further retail development in the County over the plan period and it is considered that such limited floorspace requirements can be met on existing sites in the County's Central Shopping Areas. Accordingly, there is currently no need to allocate additional sites for retail provision in the Plan.
- 5.46 The development management policies for retailing (RET1 - RET4 set out in chapter 6.1), including those relating to primary shopping frontages and central shopping areas, seek to implement Policy S6 by providing the policy framework to support the role and function of the centres identified in Monmouthshire's retail hierarchy. The policies provide further clarification on where retail development will and will not be permitted, and where change of use will be limited.

## Key Relevant Legislation, Guidance, LDP Policies, Background Studies /Papers and SPG

- PPW (2011)
- TAN4 Retailing and Town Centres (November 1996)
- LDP Policies: Building Sustainable Communities RET1 to RET4
- Monmouthshire Retail and Leisure Needs Study (April 2010)
- Monmouthshire Retail Background Papers
- SPG

## Infrastructure

- 5.47 The LDP recognises the need to ensure that appropriate infrastructure is already in place or can be provided to accommodate the level of growth identified and is reflected in the spatial strategy. The provision of a range of services and facilities is essential to delivering sustainable development and to meeting diverse community needs. In Monmouthshire declining local service provision is a particular issue for rural communities which the LDP seeks to address. The Plan will support the provision of appropriate infrastructure as identified below.
- 5.48 Infrastructure covers a range of services and facilities provided by public and private bodies and includes:
- Physical infrastructure such as transport facilities and related infrastructure (such as footpaths, cycleways), water provision and treatment, sewerage, flood prevention and drainage, waste disposal, power generation and supply, including renewables, ICT and telecommunications.
  - Community infrastructure such as schools, healthcare, transport services (including public transport), community buildings, community recycling facilities, sport and recreation facilities, open space etc.
  - Green Infrastructure (as detailed in Strategy Policy S14).
- 5.49 Without appropriate investment to enable the provision of improved or new infrastructure, the proposed level of growth will be neither sustainable nor acceptable. New development may therefore be required to provide or contribute towards the provision of necessary infrastructure to enable it to be provided in a timely manner and to support sustainable development in Monmouthshire. Development should not take place before the infrastructure needed by its occupants is in place. Development will only be permitted when agreement has been reached between the relevant parties on the funding and programmed implementation of required provision in line with Policy S7. Financial contributions may be sought for the management and maintenance of the facilities provided.
- 5.50 Developers should consult and work with statutory undertakers and service providers to ensure that adequate provision is made for such infrastructure – this includes highways, utility services, surface water drainage and sewage disposal.
- 5.51 **Policy S7 helps to meet LDP objectives 1 to 6 by setting out the requirement for new development to be accompanied by an appropriate level of infrastructure to assist in providing for sustainable communities and**

ensuring there is appropriate infrastructure provision to accommodate the identified level of growth.

#### **Policy S7 – Infrastructure Provision**

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

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

Planning Obligations may be sought to secure improvements in infrastructure, facilities, services and related works, where they are necessary to make development acceptable. Such obligations may include:

1. Strategic utilities
2. Community and cultural facilities
3. Formal and informal open space
4. Recreation and leisure facilities
5. Green infrastructure
6. Ecological mitigation
7. Educational facilities
8. Transport infrastructure
9. Sustainable transport measures
10. Waste management facilities
11. Renewable / low carbon energy infrastructure
12. Local climate change mitigation and adaptation measures
13. Flood risk management measures
14. Commuted payments for the management and maintenance of facilities provided
15. Broadband infrastructure
16. Other facilities and services considered necessary.

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

- 5.52 This policy will be delivered through the development management process. Contributions will be primarily secured through the use of planning obligations, as set out in Section 106 of the Town and Country Planning Act 1990. Planning

obligations are a means of seeking contributions from developers to enhance the quality of a development, provide community benefits and infrastructure, and mitigate any negative impacts that may arise as a consequence of the development. In line with national guidance, the Council will negotiate obligations where these are necessary, relevant to planning, directly related to the proposed development, fairly and reasonably related in scale and kind to the proposed development and reasonable in all other aspects. Guidance on the implementation of this policy will be detailed in the SPG on Planning Obligations. This will set out the types of contribution that will be sought in relation to different types of development. Further guidance on the use of planning obligations is provided in PPW (2011) and Welsh Office Circular 13/97 Planning Obligations.

- 5.53 The provision of key infrastructure to support the development of the Strategic Sites outlined in Policy S3 is integral to the implementation of the LDP Strategy. Planning obligations will be sought to deliver the key infrastructure necessary to support the delivery of the strategy. The broad requirements for each site are set out in the Site Allocations Policies.
- 5.54 Development management policies relating to various forms of infrastructure, including SUDS, the protection of water sources and water environment and telecommunications are set out in Chapter 6.3 Environmental Protection.
- 5.55 The **Community Infrastructure Levy** (CIL) came into force in April 2010 and will have implications on the range and nature of contributions sought through planning obligations during the plan period. Consequently, the Council will need to reconsider the approach to contributions sought through planning obligations. Any such considerations would be accommodated through the LDP review process or through the preparation of Supplementary Planning Guidance.

Key Relevant Legislation, Guidance, LDP Policies, Background Studies /Papers and SPG
<ul style="list-style-type: none"> <li>• PPW (2011)</li> <li>• Welsh Office Circular 13/97 Planning Obligations</li> <li>• 1990 Town and Country Planning Act</li> <li>• SPG S106 Contributions</li> <li>• Welsh Office Circular 10/99 Planning Requirements in Respect of the Use of Non-mains Sewerage Incorporating Septic Tanks in New Development</li> </ul>

## PROMOTING A SUSTAINABLE ECONOMY

### Enterprise and Economy

- 5.56 The economic characteristics of the County are outlined in the Overview Chapter above and in the *Employment Sites and Premises Review (ESPR)* (August 2008) and subsequent *Addendum Report* (August 2010) carried out by BE Group.
- 5.57 Monmouthshire is an affluent County with relatively low unemployment and high levels of economic activity. The workforce is also highly skilled and well qualified. However, jobs in Monmouthshire are characterised by low average wages and there are small pockets of deprivation. There are also high levels of long distance out-commuting from the County.
- 5.58 A clear need exists, therefore, for continued sustainable economic growth and prosperity and to ensure that there are adequate opportunities to improve the range and quality of employment opportunities available in Monmouthshire.
- 5.59 Monmouthshire's emerging Economic Development Strategy, 'Enterprise and Ambition', will set out the Council's aspirations and vision for enterprise and the economy in the County. There is a desire to establish Monmouthshire as a green and connected gateway to Wales, with a focus on the high order green and digital sectors of the future. In progressing this agenda, the Council is committed to promoting a sustainable and contemporary local economy which is sympathetic to its surroundings and supports both existing and emerging business areas, including low carbon and fast developing technology sectors. With a distinctive high quality environment, good accessibility and a graduate rich local employment market, the economy is well positioned to appeal to such sectors. Encouraging both indigenous growth and inward investment in identified key sectors is a clear emerging economic aim for the County and is essential if Monmouthshire is to realise its ambition as a prosperous sustainable, green and connected economy.
- 5.60 The Council's priorities for enterprise and the economy reflect the vision set out in the Assembly Government document *Economic Renewal: A New Direction* (July 2010). This seeks to promote an economy that is built upon the strength and skills of its people and natural environment, is creative and ambitious and is a great place to live and work, with a focus on six key sectors including ICT, creative industries and energy /environment. Current aspirations also reflect the Wales Spatial Plan, which looks to increase the proportion of knowledge-based sectors and value-added processes in the Capital Network Region.
- 5.61 The LDP has a key role in supporting the Council's vision for an enterprising and ambitious Monmouthshire that engages with and delivers growth in 'economies of the future'. The Plan will be one of the main drivers for growing a green/ low carbon and connected economy and contributing towards sustainable economic growth and prosperity through flexible and pro-active policies aimed at supporting business start-ups and growth, attracting inward investment and increasing employment opportunities in existing and emerging key sectors. A fundamental

element of achieving this will be the provision of a deliverable range of land supply, in appropriate locations and in the right quantities.

- 5.62 Reflecting the Council's vision, Policy S8 supports the development of existing and emerging key economic sectors and seeks to enable the diversification of the County's business base, especially with regard to the high order economies of the future.
- 5.63 **Strategic Policy S8 helps to meet LDP Objective 7 by setting out the policy framework for delivering the Council's ambitions for sustainable economic growth and prosperity.**

#### **Policy S8 – Enterprise and Economy**

**Development proposals that seek to deliver the Council's vision for sustainable economic growth will be permitted, particularly where they enable:**

- a) the continued development of existing key economic sectors, including tourism;**
- b) the diversification of the business base within Monmouthshire, particularly the provision of green and low carbon technologies and knowledge intensive /high technology enterprises;**
- c) the development of countywide faster and more accessible ICT and broadband infrastructure.**

**All proposals will be subject to detailed planning considerations, which include the protection of the natural and built heritage which itself is an important resource bringing benefits for the economy, tourism and well-being.**

- 5.64 Monmouthshire needs a balanced portfolio of land to accommodate a green, sustainable, growing economy that can respond to dynamic market conditions and changing business needs and working practices, including higher technology and low carbon operations. The *ESPR* identified that there were 69.85 hectares of allocated employment land in the LPA area. Although this was considered sufficient to meet need in the County until 2021, it is unbalanced in terms of distribution. The majority of this land, 39.02 hectares, was in Magor at Gwent Europark, Quay Point and Wales One. These are long standing allocations, substantial areas of which have the benefit of planning permission, with Wales One being partly developed.
- 5.65 Clearly, there is a potential mismatch between the distribution of employment land and the spatial strategy for development set out in Policy S1 above. The sites in Magor, however, are in strategic locations close to Junction 23A of the M4 and could have regional significance. They are of such a scale that they provide a range of choice for inward investors and could potentially help reduce the current high levels of out-commuting from the Severnside area or take advantage of the potential labour supply in the eastern Newport regeneration area. These three sites in Magor, therefore, are reaffirmed.

- 5.66 Employment land is allocated in the Main Towns of Abergavenny, Chepstow and Monmouth, as set out in Site Allocations Policy SAE1 and SAE2, in order to reinforce their status as the County's most sustainable settlements with the best levels of self-containment (the ratio of residents living and working in the settlement to the total number of residents living in that settlement who are in work). This is in accordance with the spatial strategy set out in Policy S1 above.
- 5.67 In Severnside a UDP employment site at Crick Road, Portskewett is de-allocated. This is the part of Monmouthshire where there is the greatest oversupply of business property and this site creates an imbalance of land in the County. It is too large at 11 hectares for market demand in this area. The site, therefore, is allocated for residential development under Policy S3 above. It provides an opportunity to provide new housing in a sustainable location in one of the County's main settlements. Although there is potential for providing around 2 hectares of employment land in association with the adjoining land within the Village Development Boundary (Policy SAH2 refers).
- 5.68 The ESPR also identified a demand for small business units and workshops (50-200 sqm) throughout the County. Opportunities for such developments will be supported, particularly where higher value residential development can help subsidise the provision of employment infrastructure.
- 5.69 Policy S9, therefore, seeks to ensure the provision of employment land and premises of an appropriate scale in sustainable locations and to protect existing sites. Reflecting the need for a range of locations, types and sizes of employment land and premises throughout the County, this policy also seeks to enable the provision of small business premises and mixed-use employment opportunities. As such, Policy S9 helps to meet LDP Objective 7.

#### **Policy S9 – Employment Sites Provision**

Provision will be made for a suitable range and choice of sites for industrial and business development (classes B1, B2 and B8 of the Town and Country Planning Use Classes Order 1987), as set out in Site Allocation Policy . This includes:

- (1) 37 hectares at Magor suitable for employment development of regional or sub regional significance.
- (2) Around 5-6 hectares at each of the Main Towns of Abergavenny (Llanfoist), Chepstow and Monmouth.
- (3) The protection of existing employment land and premises that continue to be required for their existing purpose.

Other employment and wealth generating opportunities that contribute to sustainable economic growth may be permitted on these sites, particularly where they assist in enabling land to be brought forward for industrial and business development, subject to detailed planning considerations.

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

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

5.70 Details of employment land allocations and existing protected sites are provided in the Site Allocations chapter. Criteria setting out the exceptional circumstances in which the loss of existing industrial and business sites or premises are provided in Development Management Policy E1. Development Management Policies E2 and E3 enable employment development at opposite ends of the scale, the former relating to large single-site uses and the latter to opportunities for working from home.

5.71 Reference should also be made to following LDP policies, all of which are essential in enabling, and/or contributing towards, sustainable economic growth in Monmouthshire.

- Rural Enterprise and Economy (S10 and RE1 to RE6)
- Tourism (S11 and T1 to T3)
- Retail and Town Centres (S6 and RET1 to RET4)
- Transport (S18 and MV1 to MV10)

#### Key Relevant Legislation, Guidance, LDP Policies, Background Studies /Papers and SPG

- PPW (2011)
- LDP Policies: Promoting a Sustainable Economy E1 to E3; S10 and RE1 to RE6; S11 and T1 to T3. Building Sustainable Communities S6 and RET1 to RET4. Achieving Sustainable Accessibility S16.
- Monmouthshire Employment Sites and Premises Review (August 2008)
- Monmouthshire Employment Sites and Premises Review Addendum Report (August 2010)

## Rural Enterprise

5.72 A significant issue for Monmouthshire is the need to sustain and regenerate the County's rural economy. In allowing for an appropriate amount of enterprise in rural areas, the Plan seeks to sustain and enhance and, where appropriate, regenerate the County's rural settlements. The promotion of diverse economic activity is a key element of this.

5.73 National policy supports rural enterprise and agricultural diversification where it is environmentally acceptable. TAN 6 Planning for Sustainable Rural Communities (2010) advises that LDPs should facilitate the diversification of the rural economy

by accommodating the needs of both traditional rural industries and new enterprises, whilst minimising impacts on the local community and the environment. The Council recognises that the diversification is becoming increasingly important to the survival of many enterprises involved in the agricultural and rural economy. Diversification may include a range of uses and activities, including enterprise, leisure, recreation and tourism. Tourism plays a significant part in Monmouthshire's economy particularly in assisting in the diversification of the rural economy. Diversification for such purposes could therefore assist in maintaining and enhancing local employment opportunities.

- 5.74 The Monmouthshire Employment Sites and Premises Review (August 2008), states that the diversification of the rural economy should be encouraged, as should home working in rural areas. The conversion of rural buildings for employment use should also be promoted in order to alter the balance away from residential conversions towards employment diversification. This will assist in reducing out-commuting, maintaining local employment and diversifying the rural economy. This is reflected in Policy H4 Conversion and Rehabilitation of Buildings in the Open Countryside to Residential Use.
- 5.75 It is recognised that an important balance exists between rural enterprise / diversification and the need to promote sustainable development and maintain the local distinctiveness and high quality of Monmouthshire's environment. In order to achieve this balance, and in accordance with PPW, priority should be given to the re-use of existing buildings rather than the development of new ones. Where this is not possible, limited new build to assist in the diversification of the rural economy may be acceptable in exceptional circumstances as detailed in Policy RE1 Employment Within Villages, Policy RE3 Agricultural Diversification, Policy RE6 Provision of Recreation, Tourism and Leisure Facilities in the Open Countryside, Policy T2 Visitor Accommodation Outside Settlements and Policy T3 Golf Courses. Policies RE4 New Agricultural and Forestry Buildings and RE5 Intensive Livestock and Free Range Poultry Units deal with new building that are necessary to support existing rural enterprises. Development must be appropriate to its location and acceptable in terms of scale and character to the surrounding countryside.
- 5.76 **Policy S10 helps to meet LDP objectives 1, 3, 5, 7 and 14 in seeking to sustain and regenerate the County's rural economy by enabling the provision of rural enterprise and diversification where appropriate.**

#### **Policy S10 – Rural Enterprise**

Development to enable the diversification of the rural economy will be permitted outside settlement development boundaries where it is of a scale and type compatible with the surrounding area and will cause no unacceptable harm to the surrounding landscape, historic and cultural heritage, biodiversity or local amenity value. Development must re-use or adapt existing buildings where possible. The exceptional circumstances in which new buildings may be permitted outside settlement boundaries to assist in the diversification of the rural economy are set out in Policies RE1, RE3, RE6, T2 and T3.

- 5.77 The development management policies for the rural economy seek to implement Policy S10 by providing the policy framework to support rural enterprise and the diversification of the rural economy whilst minimising impacts on the local community and the environment.

Key Relevant Legislation, Guidance, LDP Policies, Background Studies /Papers and SPG
<ul style="list-style-type: none"><li>• PPW (2011)</li><li>• TAN 6: Planning for Sustainable Rural Communities (2010)</li><li>• LDP Policies: Promoting a Sustainable Economy RE1 to RE6:</li><li>• Monmouthshire Employment Land and Premises Review (August 2008)</li></ul>

- 5.78 Planning Policy Wales and TAN 6 set out clear statements of national development control policy on rural enterprise and diversification in rural areas – Chapter 7 ‘Supporting the Economy’ and Part 3 of the documents refer respectively.

### Visitor Economy

- 5.79 PPW recognises the importance of tourism to economic prosperity and job creation and its ability to act as a catalyst for environmental protection, regeneration and improvement in both urban and rural areas. In rural areas tourism related development is considered to be an essential element in providing for a healthy, diverse local economy and in contributing to the provision and maintenance of facilities for local communities.
- 5.80 Tourism plays a significant part in the Monmouthshire economy, particularly in assisting in the diversification of the rural economy and in sustaining the County’s historic town centres. Monmouthshire benefits from extensive natural and cultural assets that offer considerable potential for residents and visitors to enjoy. The County is noted for its natural beauty and has a rich and diverse landscape stretching from the coastline of the Gwent Levels in the south to the uplands of the Brecon Beacons in the north and the picturesque river corridor of the Wye Valley in the east. Monmouthshire’s historic market towns and cultural /heritage assets are also key attractions. The visitor economy provides jobs, services and facilities that are essential to the well-being and enjoyment of local communities and residents of Monmouthshire. In 2009, there were nearly 2 million visitors to the County, with tourist expenditure amounting to £143m, supporting around 2,979 jobs.<sup>1</sup>
- 5.81 The Council’s vision and priorities for the visitor economy will be set out in the emerging Economic Development Strategy. An emerging aim is to promote Monmouthshire as *the* heritage county of Wales and to promote this offer as a place to visit, tour and stay to a worldwide audience. There is also a desire to encourage and plan for sustainable forms of tourism in Monmouthshire, which is

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<sup>1</sup> STEAM Report, 2009

defined as tourism that is economically viable, generates local benefits, is welcomed by and helps support local communities, reduces global environmental impacts and protects / enhances the local environment.

5.82 The need to safeguard, provide and enhance the visitor economy/ tourism facilities is essential in ensuring that Monmouthshire realises its potential as a high quality and competitive visitor destination. The LDP has a key role in supporting the Council's vision by enabling development that safeguards, provides and enhances tourism that both supports local communities and protects the natural and built environment, key drivers of Monmouthshire's visitor economy.

5.83 **Policy S11 helps to meet LDP objectives 1, 2, 3 and 7 in seeking to enable the provision and enhancement of sustainable tourism development in Monmouthshire. Development proposals that provide, support and enhance the County's visitor economy, and which safeguard the environment, will generally be supported and encouraged.**

#### **Policy S11 – Visitor Economy**

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

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

5.84 Proposals for tourism development will be assessed against the development management policies for the visitor economy set out in section 6.2. These seek to implement Policy S11 by providing the policy framework to support the provision and enhancement of tourist attractions, facilities and accommodation.

#### **Key Relevant Legislation, Guidance, LDP Policies, Background Studies /Papers and SPG**

- PPW (2011)
- TAN 6: Planning for Sustainable Rural Communities (July 2010)
- TAN13: Tourism (1997)
- LDP Policies: Promoting a Sustainable Economy T1 to T3

## **VALUING OUR ENVIRONMENT**

## Sustainable Development

- 5.85 The principles of sustainable development are fundamental to international obligations and national planning policy and also underpin the strategy, proposals and policies of the Monmouthshire LDP. The principle is also being promoted by a range of other Assembly Government and Council strategies and commitments, including the Community Strategy. PPW requires the planning system – through both development plans and the development management process – to ensure that development is consistent with the principles of sustainable development and addresses climate change. Tackling climate change is considered a fundamental part of delivering sustainable development.
- 5.86 A core function of the LDP is to ensure that all development is sustainable, having regard to the implications of reducing resource use and addressing climate change. In order to meet the requirements set out in Policy S12, new development must be sustainable, not only in terms of location, but also in terms of construction materials/techniques, energy and water efficiency, waste arrangements, biodiversity implications, avoiding inappropriate development in flood risk areas and other sustainability credentials.
- 5.87 This key overarching policy draws together sustainability issues in order to ensure that the fundamental principles of sustainable development underpin all development proposals. In providing a framework for sustainable growth, it seeks to enable development that both mitigates the causes of climate change and is able to adapt to its likely effects. Such an approach is essential in ensuring that Monmouthshire meets its economic, environmental and social objectives as set out in the LDP and moves towards a more resource efficient future.
- 5.88 **Policy S12 helps to meet LDP objectives 1 and 8-11 by requiring all new development to be consistent with the principles of sustainable development. This will assist in providing for sustainable communities, valuing the environment and achieving sustainable accessibility.**

### Policy S12 – Sustainable Development

All new development must be consistent with the principles of sustainable development including:

- Demonstrating sustainable and efficient resource use – this will include energy efficiency/ increasing the supply of renewable energy, sustainable construction materials/ techniques, water conservation/ efficiency and waste reduction;
- Avoiding the siting of inappropriate development in areas at risk of flooding.

- 5.89 The sustainability issues identified in this policy are covered in greater detail by more specific detailed development management policies in the plan – Policies

SD1 to SD4 apply. These seek to implement this policy by providing the detailed policy framework for sustainable development in order to ensure that development is consistent with the principles outlined in Policy S12 and assists in addressing climate change.

Key Relevant Legislation, Guidance, LDP Policies, Background Studies /Papers and SPG
<ul style="list-style-type: none"><li>• PPW (2011)</li><li>• TAN 8: Planning for Renewable Energy (2005)</li><li>• TAN 12: Design (2009)</li><li>• TAN 15: Development and Flood Risk (2004)</li><li>• TAN 22: Sustainable Buildings (2010)</li><li>• LDP Policies: Valuing Our Environment SD1 to SD4</li><li>• Monmouthshire Renewable Energy Study (2010)</li><li>• Monmouthshire Waste Management /Disposal Sites Study (2010)</li><li>• <i>SPG Renewable Energy</i></li></ul>

## Landscape and Nature Conservation

- 5.90 Monmouthshire has significant landscape, biodiversity and nature conservation resources, a number of which are of international or national importance.
- 5.91 The need to protect and enhance these resources is a key focus of the LDP. A fundamental element of the LDP Vision is to protect and enhance the distinctive character of Monmouthshire's countryside and environmental assets. This will be achieved by providing development opportunities, where appropriate, in the County's rural area while at the same time preserving and enhancing its high quality natural environment and distinctive rural character.
- 5.92 Reflecting this Vision, Strategic Policy S13 seeks to protect, enhance and manage Monmouthshire's natural heritage, including its high quality open spaces, distinctive landscapes, protected sites, habitats and species and other biodiversity interests and the ecological connectivity between them.

## Landscape Character

- 5.93 Monmouthshire benefits from major landscape resources and areas of visual quality and is home to internationally and nationally designated landscapes. The County's key landscape attributes range from exposed upland moor lands in the northwest, to well-wooded central lowlands interspersed with good quality agricultural land, dissected by three rivers, and the historically and ecologically unique coastal landscape to the south. These provide significant environmental, economic and social benefits and help to create a sense of place.
- 5.94 Criteria 1(i)–(v) of Policy S13 seek to protect, maintain and enhance the character and quality of Monmouthshire's landscape. Development Management policies LC2, LC3 and LC4 specifically protect the internationally designated Blaenavon Industrial Landscape World Heritage Site and the national landscape designations, the Brecon Beacons National Park and the Wye Valley AONB. Other landscape features which contribute to the County's distinctive character will also be afforded appropriate levels of protection and their significance highlighted using the CCW LANDMAP process. This is a Geographical Information System based landscape resource where landscape characteristics, qualities and influences on the landscape are recorded and evaluated into a nationally consistent data set.
- 5.95 The policy, therefore, will be supported by SPG on LANDMAP Landscape Character Assessment. This will identify and describe distinctive landscape character areas and types throughout the plan area and will include details on biodiversity and historic landscape features.
- 5.96 Following a review of Special Landscape Area (SLA) designations in Monmouthshire<sup>2</sup>, which identified five areas that justify designation as SLAs effectively covering the majority of Monmouthshire, it has been agreed not to go forward with SLA designation and instead adopt a policy approach to landscape

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<sup>2</sup> The Designation of Special Landscape Areas Study, July 2010

protection and management based upon landscape characterisation, as defined by LANDMAP Landscape Character Assessment (Policy LC5 also refers). It is considered that designation of the majority of the County as SLA may undermine the intention of the policy to protect those more special landscapes, as reflected in PPW.

- 5.97 The LDP has also been informed by Landscape Capacity and Sensitivity Studies of land around the County's main towns and villages. The studies set out detailed assessments and sensitivity and capacity evaluations of local landscape character areas.
- 5.98 The information within these studies and the Landscape Character Assessment SPG should be used to ensure that development proposals reflect the distinctiveness, qualities and sensitivities of the County's landscape. Development which would be detrimental to landscape character will not be permitted.

### Green Infrastructure

- 5.99 Green Infrastructure assets are numerous and include parks, open spaces, playing fields, trees/ woodlands, hedgerows, allotments, biological and geological conservation sites, landscape and heritage features, water courses, cycleways, bridleways, public rights of way and open access land.
- 5.100 Development proposals will be expected to maintain, enhance and create new Green Infrastructure, where appropriate. Green Infrastructure should be planned in a way to integrate with existing Rights of Way, pedestrian and cycle routes. Where necessary, planning obligations will be sought in accordance with Policy S7.
- 5.101 This aspect of Policy S13 will be supported by SPG on Green Infrastructure which will be prepared to provide advice on the implementation of the policy. The aim is to create a strategically planned and delivered network of green spaces and other environmental features. This network should be designed and managed as a multifunctional resource capable of delivering a wide range of environmental and quality of life benefits for local communities. Monmouthshire contains a wealth of high quality green infrastructure assets, all of which provide a range of social, economic and environmental benefits that include:
- Protecting and enhancing biodiversity;
  - Mitigating and adapting to the impacts of climate change;
  - Improving health and well-being (encouraging people to walk or cycle short journeys);
  - Encouraging sports and recreation;
  - Improving townscape, landscape quality and visual amenity.
- 5.102 The LDP has also been informed by a Greenspace Study which assessed the location, quality, quantity and connectivity of greenspace for the main settlements in the County, together with the accessibility of these areas to local people.

- 5.103 The information within the SPG and the study should be used to assist in the implementation of criterion 2 of Policy S13, in order to ensure that County's green infrastructure is maintained, protected, enhanced and, where appropriate, created and expanded.

### Natural Environment/Biodiversity

- 5.104 Monmouthshire is rich in biological and geological diversity, which is reflected in the range of international, national and local designations within the plan area, which include:
- Special Protection Area (SPA), Special Area for Conservation (SAC), Ramsar [international]
  - Sites of Special Scientific Interest (SSSIs), National Nature Reserves (NNRs) [national]
  - Local Nature Reserves (LNRs) and Sites of Importance for Nature Conservation (SINCs) [local].
- 5.105 National guidance, as set out in PPW and TAN 5, provides for the tiered protection of designated sites and sets a clear context for the relevant policy approach to these sites, with those of international and national importance being afforded more protection than those of local importance.
- 5.106 Natura 2000 sites are classified under EU Directives and as such enjoy statutory protection under European legislation. The Habitats Directive requires that development proposals likely to impact upon designated habitat sites are subject to an Appropriate Assessment. National guidance and legislation is provided on this matter.
- 5.107 Development proposals affecting locally designated non-statutory sites, or sites that satisfy the relevant designation criteria, and habitats /species of importance, will also be assessed against Development Management Policy NE1.
- 5.108 The LDP will seek to maintain and improve the biodiversity and geology of the County through the protection, restoration and enhancement of valuable ecological habitats, wildlife networks and corridors, as well as the creation of new habitats.
- 5.109 Criterion 3 of Policy S13, together with the other natural environment development management policies set out in this plan, seek to ensure that Monmouthshire's nature conservation sites (designated and non-designated), wildlife habitats and species are protected, positively managed and enhanced. This policy applies to both direct and indirect effects as development outside an important site can still have a damaging impact.
- 5.110 **Policy S13 assists in meeting LDP objective 8 by protecting, enhancing and managing Monmouthshire's natural heritage, including designated landscape areas, other high quality and distinctive landscapes, protected sites, protected species and other biodiversity interests and the connectivity between them, for their own sake and to maximise benefits for the economy, tourism and social well-being.**

**Policy S13 – Landscape, Green Infrastructure and the Natural Environment.**

**Development proposals must:**

- 1. Maintain the character and quality of the landscape by:**
  - (i) recognising, protecting and, where appropriate, enhancing the distinctive landscape and historical, cultural, ecological and geological heritage, including natural and man-made elements associated with existing landscape character;**
  - (ii) the protection of areas subject to international and national landscape designations;**
  - (iii) preserving local distinctiveness, sense of place and setting;**
  - (iv) respecting and conserving specific landscape features, such as hedges, trees and ponds;**
  - (v) protecting existing key landscape views and vistas.**
- 2. Maintain, protect and enhance the integrity and connectivity of Monmouthshire's green infrastructure network.**
- 3. Protect, positively manage and enhance biodiversity and geological interests, including designated and non-designated sites, and habitats and species of importance.**
- 4. Recognise the interdependency and multi-functionality of landscape elements, green infrastructure and biodiversity features, particularly the role that connectivity can play in enhancing biodiversity, improving access to green spaces and providing opportunities for healthy activities such as walking and cycling.**

- 5.111 The development management policies for landscape and nature conservation seek to implement Strategic Policy S13 by providing the policy framework to protect and enhance the special quality and distinctiveness of Monmouthshire's natural heritage / assets. Together, these policies are designed to ensure that Monmouthshire's distinctive natural heritage is protected, enhanced and positively managed.

**Key Relevant Legislation, Guidance, LDP Policies, Background Studies /Papers and SPG**

- PPW (2011)
- TAN 5: Nature Conservation and Planning (2009)
- Natural Environment and Rural Communities Act (2006)
- The Conservation of Habitats and Species Regulations 2010
- LDP Policies: Valuing Our Environment LC1 to LC6 and NE1
- Landscape Sensitivity and Capacity Study Main Settlements (October 2009)
- Ecological Connectivity Study (May 2010)

- Landscape Sensitivity and Capacity of Main Villages and H4 Settlements (June 2010)
- Designation of Special Landscape Areas (July 2010)
- Monmouthshire Greenspace Study (September 2010)
- Habitats Regulations Assessment (June 2011)
- Monmouthshire LBAP (2005)
- Wye Valley AONB Management Plan, 2009-2014
- Blaenavon Industrial Landscape World Heritage Site Management Plan Review
- Blaenavon Industrial Landscape World Heritage Site Design Guidance
- Brecon Beacons National Park Management Plan Consultation Draft, June 2009
- SPG LANDMAP Landscape Character Assessments
- SPG Green Infrastructure

## Waste

- 5.112 Monmouthshire has made relatively good progress in the promotion of the recycling and composting of waste. There remains, however, a need to reduce the reliance on landfill, the amount of waste generated and the long distances travelled for waste disposal.
- 5.113 The LDP includes policies that support sustainable waste management and identifies sites suitable for a range of in-building waste management facilities, reflecting the key waste planning principles as stated in TAN21: i.e. that waste is managed as high as possible up the waste hierarchy (Reduction, Re-use, Recovery, Disposal), that provision is made to manage waste in close proximity to where it arises and that authorities should collaborate to ensure regional self-sufficiency for waste management. TAN21 (paragraph 4.3) also requires the development of planning policy to facilitate 'an integrated waste management network' to achieve these aims.
- 5.114 These principles are further developed in the South East Wales Regional Waste Plan (RWP) – First Review 2008. The RWP provides regional spatial and technology strategy options for waste. It indicates a shortfall in all types of waste management in South East Wales, requiring planning authorities to provide policies and sites that will ensure provision of capacity, in particular for facilities further up the waste hierarchy, whilst acknowledging that non-hazardous waste landfill capacity will be required to manage pre-treated waste and residues that cannot be recycled or recovered.
- 5.115 The *Monmouthshire Waste Management / Disposal Study (May, 2010)* has been carried out to consider how the LDP can meet the requirement of the RWP to identify an appropriate choice of sites that are suitable for the provision of waste management/disposal facilities.
- 5.116 The RWP identified shortfalls in capacity in Monmouthshire of 66,522 – 93,458 tonnes per annum for in-building facilities and 124,861 – 130,679 tonnes per annum for open air facilities. More detailed modelling carried out in the *Monmouthshire County Waste Management Capacity Study (September 2010)* identifies a deficit in capacity to meet national recycling and composting rates of 19,010 tonnes in 2011/12 and 46,265 tonnes in 2020/21. With regard to the total amount of residual waste requiring treatment, recovery or landfill after the national targets have been met, to be self sufficient Monmouthshire would need to provide capacity to treat, recover or landfill 176,707 tonnes of waste in 2011/12 and 161,759 tonnes of waste in 2020/21. These totals include arisings of Municipal Solid Waste, which are predicted to increase in Monmouthshire from 67,570 tonnes per annum in 2008/09 to 96,262 tonnes per annum in 2020/21. Monmouthshire is currently in partnership with four other local authorities to deliver a long-term waste management procurement plan. This will significantly reduce the waste capacity gap within Monmouthshire.
- 5.117 At present, however, the RWP sets out for each of its preferred technology options, the predicted building facilities and resulting land requirements for Monmouthshire that the LDP is expected to make provision for. This exercise

indicates a predicted land requirement that ranges from 2.2 hectares to 5.6 hectares.

- 5.118 **Policy S14 helps to meet LDP objective 12 by setting out a commitment to meet the County's regional and local obligations to manage and dispose of its waste in a sustainable fashion.**

#### **Policy S14 – Waste**

The Council will implement a sustainable, integrated approach to waste management that minimises the production of waste in the development process, reduces the impact of waste disposal on the environment and maximises the use of unavoidable waste as a resource. This includes the provision of a choice of sites to meet the estimated land requirement of up to 5.6 hectares for new in-building waste management facilities through identifying allocated and protected class B2 industrial sites that are suitable for such facilities, subject to detailed planning considerations.

- 5.119 Details of those employment land allocations that are considered suitable for the provision of waste management facilities are provided in the Site Allocations chapter. The criteria against which planning applications for waste management/disposal facilities are assessed are set out in the Waste section of the Development Management Policies chapter.

#### **Key Relevant Legislation, Guidance, LDP Policies, Background Studies /Papers and SPG**

- PPW (2011)
- TAN 21 Waste (2001)
- Wise About Waste: The National Waste Strategy for Wales (2002)
- South East Wales Regional Waste Plan 1<sup>st</sup> Review (2008)
- Monmouthshire Waste Management / Disposal Sites Study (May 2010)
- Monmouthshire Waste Capacity Study (September 2010)
- LDP Policies: Waste W1 to W6

## Minerals

- 5.120 The LDP supports national and regional policy requirements which encourage a sustainable approach to minerals planning and seek to ensure that valuable finite resources are safeguarded for possible future extraction, and that the use of secondary and recycled aggregates is maximised in preference to primary aggregates.
- 5.121 Although minerals extraction is limited in Monmouthshire, there is a need to ensure that the County makes an appropriate contribution to the supply of aggregates for the South Wales economy and to safeguard any potential resources for future use. The LDP will address the requirements of national policy and the Regional Technical Statement (RTS) of the South Wales Aggregates Working Party (October 2008) by ensuring that a sufficient land bank for aggregates is maintained and by safeguarding known aggregate resources.
- 5.122 Paragraph 45 of *MTAN1: Minerals* states that the number of years of minerals extraction that a landbank will provide should be based on the latest 3 years production figures. Production figures for Monmouthshire itself are not available because of confidentiality restrictions. The two limestone quarries in the County at Livox and Ifton, in any event, have generally been inactive in recent years so it is not possible to provide an assessment of the landbank at the present time. For statistical purposes the RTS groups Monmouthshire with the 'former Gwent' authorities of Newport, Torfaen and Blaenau Gwent. The average annual crushed rock production for the four authorities was 0.44 million tonnes for the years 2003-5. The RTS estimated their shared reserves to be 18.4 million tonnes. On the basis of recent shares of production, therefore, the four authorities had more than sufficient reserves.
- 5.123 The RTS, however, puts forward an alternative method of estimating the adequacy of reserves based on a theoretical per capita consumption. This would equate to a requirement of 21-22.3 million tonnes over the four authorities for the fifteen years from 2005 to 2020, compared with the 18.4 million tonnes estimated reserves. Monmouthshire was the only one of the four authorities that was capable of meeting its per capita-based share. Average per capita crushed rock production in Monmouthshire was estimated by the RTS to be 390,000 tonnes per annum. To ensure a 10 year landbank at the end of the LDP period (2021), according to the per capita methodology, therefore, would require Monmouthshire to have reserves of 7.8 million tonnes. The planning permission for the existing quarry at Livox expires on 31 December 2011 and there is no guarantee that it will be renewed as the site lies in the Wye Valley Area of Outstanding Natural Beauty where national policy states that mineral development should not take place save in exceptional circumstances. Nevertheless, it is pointed out in the '*Former Gwent*' *Aggregates Safeguarding Study (May 2009)* that Ifton Quarry has 11 million tonnes of existing permitted reserves. While it has not been worked for some time, Ifton Quarry has the benefit of an existing planning permission.
- 5.124 The RTS, therefore, does not require Monmouthshire's LDP to make any mineral resource allocation. It does require, however, that land based sand and gravel

resources are safeguarded. There is also a requirement that additional resources of limestone should be investigated and safeguarded for possible future use in the LDP. This has been done through the *'Former Gwent' Aggregates Safeguarding Study (May 2009)* referred to above.

- 5.125 **Policy S15 helps to meet LDP objective 12 by setting out a commitment to meet the County's regional and local obligations to safeguard and exploit its minerals resources in a sustainable manner.**

#### **Policy S15– Minerals**

The Council will seek to contribute to regional and local demand for a continuous supply of minerals by:

1. Safeguarding known / potential sand and gravel and limestone resources for future possible use;
2. Maintaining a minimum 10 year land bank of permitted aggregate resources throughout the plan period in line with national guidance.

#### **Key Relevant Legislation, Guidance, LDP Policies, Background Studies/Papers and SPG**

- Minerals Planning Policy Wales (2001)
- Minerals TAN 1 Aggregates (2004)
- Interim Marine Aggregates Dredging Policy (2007)
- Sand and Gravel Supply for South East Wales – Position Paper (2007)
- Minerals Planning Guidance Notes
- SWRAWP Annual Report 2007
- Regional Technical Statement: South Wales Aggregates Working Party (October 2008)
- LDP Policies: Minerals M1 to M3

## ACHIEVING SUSTAINABLE ACCESSIBILITY

### Transport

- 5.126 Reflecting the provisions of the Regional Transport Plan (RTP), the LDP encourages development towards an integrated, sustainable and safe transport system, where possible reducing the need to travel, and enhancing the opportunities for walking, cycling and public transport as alternative modes to car travel. This is considered important to assist in reducing the impact of travel on the environment, encouraging more sustainable and healthy lifestyles and also encouraging more sustainable commuting, given the long travel to work distances prevalent in Monmouthshire.
- 5.127 The spatial strategy of the LDP is to focus development in those locations that provide the best opportunities for achieving sustainable development, which offer a choice of transport modes and contribute towards the development of a sustainable transport network. The Plan also proposes an appropriate amount of development in the County's rural areas, with a focus on those rural towns and villages that have the best access to public transport and services. However, it is recognised that many people are likely to continue to use their cars, particularly in rural areas where there is often no realistic alternative to car travel. In this regard the car does and will continue to play an important role in the social and economic well-being of the County. As such, all developments will be required to make appropriate provision to accommodate vehicular traffic. In addition, it is recognised that the maintenance and improvement of the highway network, to accommodate public transport and freight vehicles as well as cars, is essential for the wellbeing of Monmouthshire. The LDP does, however, establish the foundations to encourage longer term changes to the historic high levels of car usage in Monmouthshire. This will include ensuring that development proposals make the best possible provision for alternative means of travel.
- 5.128 Emphasis will therefore be placed on improving the opportunities for sustainable travel in the County, particularly walking, cycling and public transport. The RTP identifies a number of strategic transport improvements that are listed in Policy S16, most of which seek to provide enhanced opportunities for sustainable travel. In seeking to encourage public transport use, provisions for improved public transport facilities include park and ride facilities at Abergavenny, Severn Tunnel Junction and Chepstow rail stations, as well as bus access improvements and rail service enhancements between these key settlements and Cardiff. Similarly, the RTP identifies opportunities for improved walking and cycling in Monmouth, through the provision of a series of walking and cycling routes in the town. The RTP also identifies opportunities to reduce road congestion through strategic road improvements, which, as highlighted above, is essential for the County's economic and social well-being. The LDP will support strategic transport improvements and, where appropriate, safeguard land for key transport proposals. Policy MV10 lists those schemes that require safeguarding through the LDP. Not all the schemes listed are likely to be implemented during the plan period. Most do not have funding in place at the present time, particularly the large scale schemes that will be implemented through the Welsh Assembly

Government. SPG will be developed to provide a delivery and implementation scheme for transport improvements that can be funded through Section 106 contributions or the Community Infrastructure Levy.

- 5.129 **Policy S16 helps to meet LDP objectives 1 to 6 and 9 and 13, in setting out the key transport principles against which development proposals will be assessed and will assist in building sustainable communities and achieving sustainable accessibility.**

#### **Policy S16 - Transport**

Where appropriate, all development proposals shall promote sustainable, safe forms of transport which reduce the need to travel, increase provision for walking and cycling and improve public transport provision. This will be facilitated by:

- Reducing the need to travel, especially by car;
- Favours development close to public transport facilities;
- Promoting public transport, walking and cycling;
- Improving road safety;
- Minimising the adverse effects of parking;
- Improving public transport links between the County's main towns and other key settlements in the region, in line with the WSP;
- Developing the role of the key settlements of Abergavenny and Chepstow, as identified in the WSP, and Monmouth, around which high capacity sustainable transport links can be developed.

The Regional Transport Plan identifies the following strategic transportation schemes:

- Severn Tunnel Junction Interchange;
- M48 Interchange – Rogiet;
- Monmouth Links Connect 2 (walking and cycling routes);
- Abergavenny and Chepstow Rail Stations Park and Ride and bus access improvements;
- Chepstow Park and Ride;
- Monmouth Park and Ride;
- New M4 Magor to Castleton.

- 5.130 The development management policies for sustainable transport/accessibility seek to implement Strategic Policy S16 by providing the policy framework to enable the provision of integrated sustainable transport, increased walking, cycling and public transport use and reducing the need to travel.

Key Relevant Legislation, Guidance, LDP Policies, Background Studies/Papers and SPG
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| <ul style="list-style-type: none"> <li>• PPW (2011)</li> <li>• TAN 18 Transport (2007)</li> <li>• South East Wales Regional Transport Plan (September 2009)</li> <li>• LDP Policies: Movement MV1 to MV10</li> <li>• Strategic Transport Study (February 2009)</li> <li>• Manual for Streets / Parking Guidelines</li> </ul> |
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- 5.131 PPW (Chapter 8 Transport) and TAN 18 set out clear statements of national planning policy in relation to traffic management, development control considerations, transport assessments, travel plans and access to development and should be referred to accordingly.

## RESPECTING DISTINCTIVENESS

### Place Making and Design

- 5.132 Monmouthshire is renowned for its distinctive identity and high quality natural, historic and built environments. Protecting and enhancing the County's settlements will depend significantly upon achieving equally high quality new development in appropriate locations. The layout and detailed design of new development is essential to achieving quality of life, a sense of place and a healthy and safe environment.
- 5.133 PPW advises that good design can protect and enhance environmental quality and local distinctiveness, tackle climate change, help attract business and investment, promote social inclusion and improve the quality of life.
- 5.134 There is a need to ensure that all new development is of a high quality, sustainable and inclusive design and respects and enhances its surroundings. Development of an inappropriate scale and character will not be supported. The LDP strategy and policies will demand high quality sustainable design of new development/individual buildings that enhance the character and identity of Monmouthshire's settlements and countryside, encourage sustainable lifestyles and create attractive, safe and accessible places. The achievement of this will depend largely upon identifying and understanding the local characteristics which are distinctive to an area.
- 5.135 **Policy S17 helps to meet LDP objectives 14 and 15 in protecting and enhancing the historic and built environment by ensuring good design that enhances the character and identity of Monmouthshire's settlements and respects the County's distinctiveness.**

#### Policy S17 – Place Making and Design

Development shall contribute to creating high quality, attractive and sustainable places. All development proposals must include and promote high quality, sustainable inclusive design which respects local distinctiveness, respects the character of the site and its surrounding in order to protect and enhance the natural, historic and built environments and to create attractive, safe and accessible places.

- 5.136 The development management policies for place making and design (set out in Chapter 5) seek to implement Policy S17 by providing the policy framework to ensure development proposals include and promote high quality, sustainable inclusive design which respects local distinctiveness. These detailed policies cover both general design considerations and the historic environment and are grouped accordingly.

Key Relevant Legislation, Guidance, LDP Policies, Background Studies/Papers and SPG
<ul style="list-style-type: none"><li>• PPW (2011)</li><li>• TAN 12: Design (June 2009)</li><li>• TAN 22: Planning for Sustainable Buildings (June 2010)</li><li>• Circular 61/96 Planning and the Historic Environment</li><li>• Manual for Streets (DfT /CLG, 2007)</li><li>• LDP Policies: S13 Landscape and Nature Conservation; Building Sustainable Communities H4 to H6; Place Making and Design DES1 to DES4 and HE1 to HE4</li><li>• SPG on Design Guidance and Development Briefs</li></ul>



## 6.1 BUILDING SUSTAINABLE COMMUNITIES

### HOUSING

#### NEW HOUSING IN SETTLEMENTS

- 6.1.1 Strategic Policy S1 sets out those settlements that will be the primary focus for new housing developments in the County. Apart from Minor Villages, Town and Village Development Boundaries have been drawn around these settlements. There will be a presumption in favour of new residential development within these boundaries, subject to detailed planning considerations. Outside the Development Boundaries open countryside policies will apply, except in relation to Minor Villages.

**Policy H1 – Residential Development in Main Towns, Severnside Settlements and Primary Rural Settlements.**

**Development boundaries have been drawn for the Main Towns, Severnside Settlements and Rural Secondary Settlements identified in Policy S1, within which new build residential development / redevelopment or conversion to residential, or subdivision of large dwellings or reuse of accommodation such as upper vacant floors in town centres will be permitted subject to detailed planning considerations and other policies of the LDP that seek to protect existing retail, employment and community uses.**

- 6.1.2 Developments allowed under this policy will need to make provision for affordable housing in accordance with Strategic Policy S4.
- 6.1.3 Government policy contained in PPW provides a firm steer that new development should be directed to existing urban areas where there is greatest potential for reducing the need to travel due to the co-location of houses, jobs, shops, services and public transport facilities. Conversely, there is clear message that in general development should not be located in countryside locations where the absence of such facilities would inevitably lead to an increase in the need to travel, particularly by the use of the private motor car. Given the high levels of need for affordable housing for local people in rural areas in Monmouthshire, however, the LDP spatial strategy seeks to provide some housing development in those villages that have reasonable access to services and/or public transport, identified as Main Villages in Strategic Policy S1. Adjacent to these villages sites have been identified and allocated for a maximum of 15 dwellings and the Village Development Boundaries have been extended accordingly. The allocated sites are identified in the Allocation policies and on the LDP Proposals Map. The primary justification for allocating these sites is to provide affordable housing to meet local needs. Higher levels of affordable housing provision will be required, therefore, in accordance with Strategic Policy S4.

### **Policy H2 – Residential Development in Main Villages**

**Development boundaries have been drawn for the Main Villages identified in Policy S1. These development boundaries include sites identified for new rural housing and listed in Allocations Policy SAH8.**

**Elsewhere within the Village Development Boundaries planning permission will be granted for new residential development/redevelopment, or conversion to residential, or sub-division of large dwellings, subject to detailed planning considerations, including no unacceptable adverse impact on village form and character and surrounding landscape, and other policies of the LDP that seek to protect existing retail, employment and community uses.**

- 6.1.4 Developments allowed under this policy will need to make provision for affordable housing in accordance with Strategic Policy S4.
- 6.1.5 Strategic Policy S1 also identifies Minor Villages. These are villages that, because of their size, form and absence of community facilities would normally only be considered suitable for minor infilling, except for the possibility of affordable housing on rural exception sites, i.e. sites where development would not normally be allowed other than to provide affordable housing. Exceptionally, some larger infill developments may be allowed in such villages, up to 4 dwellings, but subject to a requirement for 80% affordable housing. Such developments, therefore, would be primarily for affordable housing but with potential for one market dwelling to be included within the scheme.

### **Policy H3 – Residential Development in Minor Villages**

**In Minor Villages planning permission will be granted for minor infill of no more than 1 or 2 dwellings resulting from the filling in of a small gap between existing dwellings, or residential redevelopment, or conversion to residential or sub-division of large dwellings, subject to detailed planning considerations, including no unacceptable adverse impact on village form and character and surrounding landscape, and other policies of the LDP that seek to protect existing retail, employment and community uses.**

**Exceptionally planning permission may be granted for up to 4 dwellings on an infill site that demonstrably fits in with village form (including not resulting in the loss of an open space that forms an important gap or open area) and is not prominent in the landscape.**

- 6.1.6 Developments allowed under this policy will need to make provision for affordable housing in accordance with Strategic Policy S4.

### NEW HOUSING IN THE OPEN COUNTRYSIDE

- 6.1.7 In accordance with national planning policy, the LDP seeks to strictly control and reduce the environmental impact of new dwellings in the open countryside of Monmouthshire. The LDP defines 'open countryside' as those parts of the plan area lying outside defined Town and Village Development settlement boundaries or the physical boundaries of Minor Villages (Policies S1 and H1-3). New build dwellings in the open countryside will not be permitted unless justified for purposes of agricultural/ forestry, rural enterprise dwellings or 'one planet development' – as defined in PPW / TAN 6.
- 6.1.8 **PPW and TAN 6 Planning for Sustainable Rural Communities**, set out clear statements of national development control policy on housing in the open countryside and therefore are not repeated here as separate policies. Proposals for new dwellings in the open countryside will be assessed against this national policy framework. Chapter 9 of PPW (Housing) and TAN 6 should be referred to accordingly. Where new built development is justified / permitted in the open countryside, Policy LC1 New Built Development in the Open Countryside will also apply.
- 6.1.9 Additional pressures for development in the open countryside arise from the conversion / rehabilitation of dwellings, replacement dwellings and the extension of rural dwellings which are covered by policies H4, H5 and H6 in this section as they relate to housing. It is, however, recognised that these policies assist in the implementation of Strategic Policy S19 Place Making and Design in terms of preserving the character of Monmouthshire's countryside.

### CONVERSION / REHABILITATION OF BUILDINGS IN THE OPEN COUNTRYSIDE FOR RESIDENTIAL USE

- 6.1.10 There has been considerable demand for the rehabilitation and conversion of barns and vacant rural buildings into residential units in Monmouthshire. Reflecting this trend, Policy H4 sets out strict controls to be applied in the consideration of such proposals in order to ensure that the conversion /rehabilitation of buildings do not detract from the special qualities of Monmouthshire's open countryside.
- 6.1.11 It is important that any proposals for the conversion / rehabilitation of buildings in the open countryside for residential use conserve the character and quality of Monmouthshire's countryside and natural heritage value. Such proposals will only be permitted where they meet the criteria set out in Policy H4 and other relevant policies of the plan / national guidance. Proposals should be sympathetic to the rural setting in terms of the particular location, appropriate design and traffic considerations.

#### **Policy H4 – Conversion / Rehabilitation of Buildings in the Open Countryside for Residential Use**

**The conversion / rehabilitation of a building in the open countryside for residential use will be permitted where all the following criteria are met:**

- a) the form, bulk and general design of the proposal, including any extensions, respect the rural character and design of the building;**
- b) the proposal, including curtilage and access, is in scale and sympathy with the surrounding landscape and does not require the provision of unsightly infrastructure and ancillary buildings;**
- c) rebuilding works, necessitated by poor structural conditions and/or the need for new openings in walls, should not involve substantial reconstruction, with structural surveys being required for marginal cases;**
- d) the more isolated and prominent the building, the more stringent will be the design requirements with regard to new door and window openings, extensions, means of access, service provision and garden curtilage, especially if located within the Wye Valley AONB;**
- e) buildings of modern and /or utilitarian construction and materials such as concrete block work, portal framed buildings clad in metal sheeting or buildings of substandard quality and / or incongruous appearance will not be considered favourably for residential conversion. Other buildings will be expected to have been used for their intended purpose for a significant period of time and particularly close scrutiny will be given to proposals relating to those less than 10 years old, especially where there has been no change in activity on the unit;**
- f) the building is capable of providing adequate living space (and ancillary space such as garaging) within the structure. Only very modest extensions will be allowed and normal permitted development rights to extend further or to construct ancillary buildings will be withdrawn; and**
- g) the conversion of buildings that are well suited for business use will not be permitted unless the applicant has made every reasonable attempt to secure suitable business use and the application is supported by a statement of the efforts that have been made.**

**The above criteria will be applied strictly; proposals that are deemed not to comply with them will be judged against national policies relating to the erection of new dwellings in the countryside or against Policy T2 relating to the re-use and adaptation of existing buildings to provide permanent serviced or self-catering visitor accommodation. The above criteria will also be applied to proposals to extend buildings that have already been converted.**

- 6.1.12 Proposals for the conversion/rehabilitation of buildings in the open countryside will only be permitted where they conform to the criteria set out above and other relevant policies of the plan, particularly those which seek to minimise any detrimental effect on landscape value, environmental quality and amenity (including S13, LC5, EP1, MV1, DES1 and DES6).
- 6.1.13 The conversion/rehabilitation of buildings in the open countryside for residential use is an exception to national policies which generally seek to strictly control residential development in the open countryside. In accordance with PPW, the preferred use for such buildings is for employment uses, as well as for tourism, sport and recreation (subject to detailed planning considerations). The conversion of industrial, commercial or agricultural buildings that have become redundant into residential use, will not be permitted, therefore, unless it can be demonstrated that every reasonable attempt has been made to continue the building's use as an economic or business asset, as set out in criterion g) above.
- 6.1.14 In terms of criterion f), the Council will need to be satisfied at the time of the original application that adequate ancillary garaging and storage space can be achieved for the dwelling in order to avoid pressure for further, possibly harmful, development at a future date. Out buildings will not normally be acceptable except where modest in size and sensitively located. Similarly, conservatories are not considered suitable for barn conversions and will not normally be acceptable.
- 6.1.15 The criteria set out in Policy H4 will be expanded upon in Supplementary Planning Guidance, which will be prepared to provide additional advice on the implementation of this policy.

### REPLACEMENT DWELLINGS IN THE OPEN COUNTRYSIDE

- 6.1.16 The replacement of existing dwellings in the countryside is a category of development that is not specifically covered in national planning policy. Reflecting local concerns that large scale replacement dwellings are having a harmful effect on the County's rural character and landscape, Policy H5 sets out detailed criteria to exercise control over such development in order to ensure that replacement dwellings do not detract from the special qualities of the open countryside in Monmouthshire.
- 6.1.17 This policy seeks to retain those traditional dwellings that make a positive contribution to the County's rural character, and to ensure that replacement dwellings in the open countryside conserve the character and quality of Monmouthshire's countryside. The key consideration in assessing the acceptability of proposals for replacement dwellings is visual impact in the landscape. It is important that replacement dwellings relate to a permanent, established and continuing residential use and that the scale/ design (including residential curtilage) do not result in any greater impact on the character and quality of the area.
- 6.1.18 Monmouthshire already has a large stock of high quality 'executive' type homes in its rural areas. Exceptionally, however, there may be a case for a relaxation of the strict criteria contained in Policy H5, where it assists in attracting senior

management and associated inward investment to the County. Any such proposal, however, would need to be accompanied by a full business case setting out the need for such a dwelling.

#### **Policy H5 – Replacement Dwellings in the Open Countryside**

**The replacement of existing dwellings in the countryside will be permitted provided that:**

- a) the original dwelling**
  - i) is not a traditional farmhouse, cottage or other building that is important to the visual and intrinsic character of the landscape;**
  - ii) has not been demolished, abandoned or fallen into such a state of disrepair so that it no longer has the appearance of a dwelling;**
- b) the design of the new dwelling is of a form, bulk, size and scale that respects its setting;**
- c) the proposal does not require an unacceptable extension to the existing residential curtilage;**
- d) the replacement dwelling shall be of similar size to the replaced; and**
- e) any outbuildings should be modest in size and sensitively located and it can be demonstrated at the time of the original application that adequate ancillary garage and storage space can be achieved for the dwelling.**

**Exceptionally planning permission may be granted for larger replacement dwellings of high quality sustainable design in the open countryside, where it can be demonstrated that the absence of high quality dwellings prevents the attraction of significant economic investment to Monmouthshire and the proposals do not cause unacceptable harm to their setting and the landscape.**

- 6.1.19 Existing policy guidance is contained Supplementary Planning Guidance (SPG) on Replacement Dwellings and Extensions to Dwellings in the Countryside, which was adopted under the Monmouthshire UDP and will be carried forward to support this policy.

#### **EXTENSION OF RURAL DWELLINGS**

- 6.1.20 Reflecting local concerns within Monmouthshire that over-large extensions are having/ can have a harmful effect on the County's rural character and landscape, this policy seeks to exercise control over extensions to rural dwellings in order to ensure that such development does not detract from the special qualities of the open countryside in Monmouthshire.
- 6.1.21 Policy H6 aims to avoid over-extension of existing rural dwellings and the adverse impact that this has on the character / appearance of the open countryside. Large scale extensions can be particularly harmful if they result in the loss of the scale and character of traditional rural dwellings. Extensions will therefore be strictly controlled to limit their individual and cumulative impact. Proposals should ensure

that the existing building remains the dominant form. The tendency to seek successive extensions to individual buildings will be restricted.

#### **Policy H6 – Extension of Rural Dwellings**

**In order to protect the character of the countryside extensions to dwellings outside village boundaries should be modest and respect or enhance the appearance of the existing dwelling. They will be required to:**

- a) be subordinate to the existing building; and**
- b) where the building is of a traditional nature, to respect its existing form, including the pattern and shape of openings, and materials.**

- 6.1.22 Existing policy guidance is contained Supplementary Planning Guidance (SPG) on Replacement Dwellings and Extensions to Dwellings in the Countryside, which was adopted under the Monmouthshire UDP and will be carried forward to support this policy.

#### **AFFORDABLE HOUSING RURAL EXCEPTIONS**

- 6.1.23 National planning guidance encourages the use of rural exceptions policy, which allows for the provision of rural exception sites on small sites within or adjoining villages, which would not otherwise be allocated for housing, in meeting affordable housing need. Sites for 60% affordable housing are allocated in Main Villages. The need for rural exceptions sites should, therefore, be considerably reduced. They could still make a small contribution to affordable housing supply in rural areas, however, particularly if there are delays in allocated sites being brought forward. Policy H7 below allows for rural exceptions sites adjoining Primary Rural Settlements and designated villages.

#### **Policy H7 – Affordable Housing Rural Exceptions**

**Favourable consideration will be given to the siting of small affordable housing sites in rural areas adjoining the Rural Secondary Settlements, Main Villages and Minor Villages identified in Policy S1 that would not otherwise be released for residential development provided that all the following criteria are met:**

- a) The scheme would meet a genuine local need (evidenced by a properly conducted survey or by reference to alternative housing need data) which could not otherwise be met in the locality (housing needs sub-area);**
- b) Where a registered social landlord is not involved, there are clear and adequate arrangements to ensure that the benefits of affordable housing will be secured for initial and subsequent occupiers;**
- c) The proposal would have no significant adverse impact on village form and character and surrounding landscape or create additional traffic or access problems.**

- 6.1.24 Where such sites are released as an exception to normal policies, it is essential that there is a demonstrable local need for affordable housing and that occupancy controls are imposed to ensure that the benefits of affordability are preserved in perpetuity for subsequent occupiers. In addition, such sites must meet all the other criteria against which a housing development would be assessed.

### **GYPSY, TRAVELLER AND TRAVELLING SHOWPEOPLE SITES**

- 6.1.25 Policy H8 provides the framework for assessing proposals for Gypsy, Traveller and Travelling Showpeople sites, whether for permanent, transit or emergency use.

#### **Policy H8 – Gypsy, Traveller and Travelling Showpeople Sites**

**Where a need is identified for transit or permanent pitches/ plots for the accommodation needs of Gypsies, Travellers and Travelling Showpeople, they will be permitted provided they:**

- a) Would enable the established need to be met at a location that is accessible to schools, shops and health care, by public transport, on foot or by cycle;**
- b) Have a safe and convenient access to the highway network and will not cause traffic congestion or safety problems;**
- c) Are of a suitable size to allow for the planned number of caravans, amenity blocks, a play area (for children on sites housing multiple families), the access road and include sufficient space for the parking and safe circulation of all vehicles associated with occupiers within the site curtilage;**
- d) Do not occupy a prominent location and are consistent with LDP policies for protecting and enhancing character and distinctiveness of the landscape and environment. Where necessary the proposal will include mitigating measures to reduce the impact, and assimilate the proposal into its surroundings e.g. screening and landscaping;**
- e) Meet the same criteria as conventional housing regarding flood risk and proximity to uses with potential sources of pollution or emissions;**
- f) Are of an appropriate scale to their location and do not have an unacceptable impact on the amenities of neighbouring land uses;**
- g) Are served, or can be served, by adequate on-site services for water supply, power, drainage, sewage disposal and waste disposal (storage and collection), and for Travelling Showpeople that there is a level area for outdoor storage and maintenance of equipment.**

**Proposals for the use of land for emergency pitches<sup>1</sup> to meet proven need for use by gypsies and travellers will provide basic facilities, meet criteria b, d, e and f of this policy, and the location should be within reasonable travelling distance of a settlement with services and community facilities, including health and education.**

<sup>1</sup> Emergency stopping pitches are places where gypsies and travellers may stop in the course of travelling (WAG Circular 30/2007 Planning for Gypsy and Traveller Caravan Sites)

- 6.1.26 Local Authorities are required to assess the accommodation needs of Gypsy families (Housing Act 2004 S.225 & 226) and PPW requires LDPs to include policies for the provision of Gypsy sites. Further guidance is contained in WAG Circular 30/2007 Planning for Gypsy and Traveller Caravan Sites, which indicates that where there is an assessment of unmet need for Gypsy and Traveller accommodation, sufficient sites should be allocated in LDPs to meet such needs. A criteria based policy to assess future proposals should also be included.
- 6.1.27 The Council commissioned a *Gypsy and Traveller Needs and Sites Study* to assess the need for additional authorised Gypsy, Traveller and Travelling Showpeople site provision within Monmouthshire. This required the identification of whether any extra site provision should be on public or private sites, and whether or not there was any need to plan for the provision of transit sites or emergency stopping places. The final report (December 2009), found that Monmouthshire has a very low Gypsy and Traveller population with only 1 authorised site (with 1 caravan) and accordingly there is very little need for Gypsy / Traveller sites in Monmouthshire. However, given that a planning application had been submitted to the Authority for a site capable of accommodating 4 mobile homes, 4 touring caravans and 4 utility blocks, the study found that this did represent a need at the time. This site, however, was not considered by the Authority to be suitable and was infrequently and little used. Alternative potential sites have been assessed and also found not to be suitable by the Council as land owner. Any future applications for gypsy / traveller sites will be assessed against this policy. In terms of Travelling Showpeople, the study found no evidence of any provision being necessary.
- 6.1.28 The study notes that in view of the uncertainty regarding the requirement for future provision, especially beyond 2016, there is need to guide future applications for Gypsies, Travellers and Travelling Showpeople. Policy H8 therefore provides the framework against which any future proposals will be assessed. Possibilities for joint provision with neighbouring authorities will also be considered in case future studies evidence a need.

## FLAT CONVERSIONS

- 6.1.29 Policy H9 provides the framework for the assessment of proposals for the conversion of properties into flats. In accordance with WAG guidance (PPW, 2011), it is recognised that conversions may contribute to housing provision and can also be an effective means of securing improvements of buildings. The policy will apply within the County's town and village development boundaries.

### **Policy H9 – Flat Conversions**

**Proposals for the conversion of properties into flats within town and village development boundaries will be permitted provided that the development:**

- a) will not adversely affect the particular qualities of the street or area where the proposed conversion is located;**
- b) will not adversely affect the particular qualities of the buildings, particularly where they make a positive contribution to the character of Conservation Areas;**
- c) provides reasonable levels of amenity and privacy of adjacent properties through careful consideration of the positioning of entrances and fire escapes, and noise transmission issues; and**
- d) ensures that car parking and service requirements are met in a manner which preserves the character and appearance of the area and do not have an adverse impact on highway safety or cause traffic congestion.**

- 6.1.30 Such proposals will be acceptable, in principle, subject to the criteria set out above and to other relevant policy considerations, including Conservation Area, Listed Building and design policies.
- 6.1.31 No specific LDP policy is provided to deal with proposals for the sub-division of dwellings in the countryside. Such proposals are likely to be acceptable in principle subject to detailed planning considerations set out in other LDP policies, including the need to be sympathetic to the character of the building and its rural setting and not having adverse landscape or traffic impacts.
- 6.1.32 In the County's Central Shopping Areas (except Primary Shopping Frontages) proposals for residential development at the ground floor of retail /commercial premises will not be permitted, unless it can be demonstrated that the premises is not viable for retail or commercial use. Policy R2 Central Shopping Areas, applies and should be referred to accordingly.

## COMMUNITY AND RECREATION FACILITIES

### RETENTION OF EXISTING COMMUNITY FACILITIES

- 6.1.33 As recognised in Policy S5, community facilities are an essential element in promoting the quality of life in, and sustainability of, local communities. This is of utmost importance in the County's rural areas where community facilities provide an essential service to local residents, especially those without access to transport, and assist in supporting / building sustainable rural communities. It is important, therefore, that new development, or change of use, does not result in the loss of community facilities.
- 6.1.34 Policy CRF1 seeks to protect and retain existing community facilities in Monmouthshire's towns and villages.

#### **Policy CRF1 – Retention of Existing Community Facilities**

**The change of use or conversion to other uses of neighbourhood or village shops, halls, public houses and other community facilities will only be permitted where:**

- a) the local community would continue to be adequately served by facilities to which there is easy and convenient access by means other than the private car;**
- b) or in respect of commercially-operated facilities, there is evidence that the facility is not, and could not reasonably be expected to become, financially viable or the facility, if non-operational, has been vacant for a substantial period of time; and**
- c) genuine attempts at marketing the facility, whether in use or vacant, have been unsuccessful.**

**Except in circumstances where loss of the whole facility would be acceptable, the change of use of part of a facility will not be permitted if it would prejudice the long-term retention of the remainder.**

- 6.1.35 It is recognised that many community facilities are not profit-making and can be vulnerable to commercial development proposals. Accordingly, the Council will seek to protect existing community facilities through the careful consideration of planning applications that have a detrimental impact on their continued existence.
- 6.1.36 Most community facilities need the support of the local population to ensure their continued viability and existence. When considering proposals for the change of use of a community facility, it will be necessary to have regard to this level of support and patronage. With respect to commercially operated community facilities, applicants will need to demonstrate that the existing facility is not, and could not reasonably be expected to become, financially viable. Applicants will also be required to demonstrate that the facility has been actively marketed at a price that is based on an appropriate market value for its existing commercial use. The

Council will provide a guidance note setting out the type of evidence that is needed to accompany such applications. Normally, the business accounts for a number of years preceding the application would be required so that the potential profitability of the enterprise can be assessed. The Council is likely to seek independent professional advice from a commercial property valuer on the potential viability of any business and with regard to establishing the market value of a property and the efficacy of any marketing exercise. Such professional advice would also be useful where a facility has been vacant for a number of years in providing an assessment of potential demand for the facility both locally and in relation to general market conditions. When alternative provision is proposed, the new facility should be located where ease and safety of access for users is not detrimentally affected by the re-location. This is in order to ensure the new facility will still serve the community following relocation.

- 6.1.37 Where there is a development proposal to change the use of an existing community facility to a residential use but the criteria of this policy are not complied with, this policy will take precedence over those housing policies that are generally permissive of the change of use of other buildings to dwellings.

### **OUTDOOR RECREATION, PUBLIC OPEN SPACE AND ALLOTMENT STANDARDS**

- 6.1.38 PPW requires LDPs to set standards of provision for recreation facilities, so that local deficiencies can be identified and met through the planning process. In order to assess the adequacy of the existing level of provision for outdoor recreation / open space and allotments within the County it is necessary to adopt minimum standards against which current and future provision can be measured.
- 6.1.39 The **Monmouthshire Open Space Study** (2008) identifies standards of provision for public recreation, open space and allotments, as detailed below. These standards have been applied to assess the quantity, quality and accessibility of such provision within the County and to identify deficiencies in the quantity and quality of existing provision. The levels of provision for the County's named settlements are detailed in the Study. The findings will inform future planning decisions that involve the loss of public recreation, open space and allotments (Policy CRF3) or that relate to applications for new residential development (Policy CRF2).

#### **Public Recreation and Open Space:**

- 6.1.40 Three categories of public recreation and open space that apply to Monmouthshire are identified as:
- **Public Open Space:** These are green areas for the public to enjoy informal recreation such as parks and gardens and amenity greenspace. It includes informal green spaces around buildings, areas of open space such as green breaks within a development site and commons.
  - **Outdoor Sport:** This comprises facilities such as pitches, greens, courts, athletic tracks and miscellaneous sites such as croquet lawns and training areas.

- **Children's Play Space:** This includes equipped / designated space and informal /casual space. **Equipped children's play areas** are public areas specifically intended for children's play. It includes outdoor playgrounds with one of more items of permanently installed play equipment for children of whatever age, as well as play facilities which offer specific opportunities for outdoor play, such as adventure playgrounds. **Informal play space** comprises casual playing space within housing estates which are of a useful size and in safe locations.

6.1.41 Standards of provision for recreation and open space will be based on the National Playing Fields Association's (NPFA) minimum standard for outdoor play space of 2.4 hectares per 1000 population, and 0.4 hectares of public open space per 1,000 population (as detailed in table 1). This is the Council's minimum standard that will be sought throughout the County in both urban and rural areas.

**Table 1: Summary of the Council's Recreation and Public Open Space Standards**

<b>Outdoor Sport</b>	<b>1.6 hectares (4 acres) per 1000 population</b>
<b>Children's Playing Space</b> <ul style="list-style-type: none"> <li>• <b>Equipped/designated</b></li> <li>• <b>Informal / casual</b></li> </ul>	<b>0.8 hectares (2 acres) per 1000 population</b> <ul style="list-style-type: none"> <li>• <b>0.3 hectares (0.75 acres) per 1000 population</b></li> <li>• <b>0.5 hectares (1.25 acres) per 1000 population</b></li> </ul>
<b>Public Open Space</b>	<b>0.4 hectares (1 acre) per 1000 population</b>

## Allotments

- 6.1.42 The role of allotments in contributing towards sustainable communities, healthy living and improved interaction between different social and age groups is recognised in PPW and TAN 16. They are an important open space function and can help enhance biodiversity, provide opportunities for recreation and improve quality of life.
- 6.1.43 The Open Space Study notes that local authorities are required to provide allotments for their residents if they consider there is demand under section 23 of the 1908 Allotments Act (as amended). The study recommends a spatial standard of 0.25 hectares of allotment space per 1,000 population.
- 6.1.44 Policy CRF2 sets out the Council's standards for recreation, open space and allotment provision in Monmouthshire (as detailed in the Open Space Study), against which development proposals will be assessed and seeks to secure their provision in conjunction with all new residential development. This will help enhance the existing network of green spaces and provide increased opportunities for healthy recreation and leisure activities.

## **Policy CRF2 – Outdoor Recreation / Public Open Space / Allotment Standards and Provision**

**Development proposals will be assessed against the Council's standards for recreation and open space and allotments, as follows:**

**Public recreation and open space:**

- **NPFA minimum standard for outdoor playing space of 2.4 hectares per 1,000 population and 0.4 hectares of public open space per 1,000 population, which are accessible to residential areas.**

**Allotments:**

- **Spatial standard of 0.25 hectares of allotment space per 1,000 population.**

**Proposals for new residential development should provide appropriate amounts of outdoor recreation and public open space in accordance with the above standards. Any provision should be well related to the housing development that it is intended to serve, however the exact form and type will be determined having regard to the nature and size of the development proposed.**

**Proposals for new residential development on the strategic sites listed in Policy S3 and any development exceeding 50 dwelling units per site, should also make provision for allotments if required in accordance with the above standards.**

- 6.1.45 Wherever possible, provision for outdoor recreation and public open space should be made on site as an integral part of the development, and in a location well related to the proposed residential properties. Where some of the provision needs to be made off site, a financial contribution may be appropriate to allow facilities to be provided or improved in a suitable location nearby.
- 6.1.46 The needs of proposed housing developments will vary, depending on the detailed requirements for the provision or improvement of recreational space in the area being considered. This will be informed by the Monmouthshire Open Space Study (2008). They will, however, be considered against the Plan's requirement for a minimum provision of 2.8 hectares per 1000 population, and the recreational and open space requirements within that standard, as set out in Policy CRF 2 and Table 1.
- 6.1.47 The requirements for the provision of allotments will be informed by the Monmouthshire Open Space Study (2008) and considered against the standards set out in Policy CRF2. It is recognised that on-site provision is not always feasible and in such instances the Council will seek to secure financial contributions towards off-site provision of allotment space or improving / enhancing existing allotments.

- 6.1.48 To ensure that any financial contribution is fairly and reasonably related in scale and kind to the proposed development, the recreational open space and allotment needs will be assessed having regard to each individual development proposed. This will be in accordance with SPG.
- 6.1.49 Further guidance on obtaining recreational open space and appropriate leisure facilities through the development process is provided in PPW. It notes that local planning authorities may be justified in seeking S106 planning agreements to meet the needs of new communities and to contribute to the maintenance of safe and attractive facilities/open space.

### **ACCESSIBLE NATURAL GREENSPACE**

- 6.1.50 The Open Space Study also identified amenity greenspace and natural and semi-natural greenspace within all of the County's main settlements. The Monmouthshire Greenspace Study (2010) extends the work of the Open Space Study to provide a full survey of the adequacy of greenspace provision in the County, following as far as possible the toolkit methodology developed by CCW. An analysis of greenspace provision within each settlement area is provided in the study. The study found that Monmouthshire is generally well provided for with respect to greenspace provision and that lack of access to green space is not generally a major issue. However, it suggests the management of greenspace, within settlement areas and the wider countryside, can always be improved to benefit both recreation and biodiversity, and sets out recommendations in this regard.
- 6.1.51 The findings of this study will be used to inform a number of development briefs for the strategic housing sites, in connection with the Green Space Study.

### **SAFEGUARDING EXISTING RECREATIONAL FACILITIES AND PUBLIC OPEN SPACE**

- 6.1.52 PPW (2011) requires all types of open space, including parks with significant recreational value, to be protected from development. This particularly applies to urban areas where open space fulfils multiple purposes, from enhancing the quality of life, to contributing to biodiversity and helping to combat the effects of climate change. Additional guidance on open space is provided in TAN 16: Sport, Recreation and Open Space (2009).
- 6.1.53 Policy CRF3 seeks to protect recreational facilities, public open space and allotment garden uses in the County from development to other land uses and will assist in protecting recreational facilities and the current network of open space in Monmouthshire.

### **Policy CRF3 – Safeguarding Existing Recreational Facilities and Public Open Space**

**Development proposals that involve the loss of land and facilities with open space, recreational and allotment garden uses, will only be permitted where:**

- a) alternative provision of at least equivalent community benefit is made available in the locality by the developer on a site acceptable to the local planning authority; or**
- b) there is, and would be, an excess of accessible recreational facilities and public open space in the locality, having regard to the standards set out in Policy CRF2.**

- 6.1.54 The Council is committed to protecting open spaces in the County that are important for recreation, amenity, biodiversity or heritage. Access to areas of open space is essential in enhancing the quality of life for all / promoting sustainable communities. It can help foster social inclusion, assist healthier lifestyles and allow for recreation and leisure activities. It is important that an accessible network of open space is maintained and improved.
- 6.1.55 For the purposes of this policy, recreation and public open space is taken to include informal recreation space, informal playing space, playing fields, children's equipped play areas and outdoor sports facilities (as defined in Policy CRF2) – all of which provide an important role in building sustainable communities.
- 6.1.56 Allotments provide a valuable recreational resource and can improve the quality of life for communities and the Council is committed to their protection and retention. Given that demand for allotments may increase over the plan period, proposals to develop further facilities in the County will be favourably considered.
- 6.1.57 Further details of open space provision in the County is provided in the Monmouthshire Open Space Study (2008) and Open Space SPG. The SPG will support the open space policies in the plan and provide advice on their implementation.

## RETAIL

### PRIMARY SHOPPING FRONTAGES

- 6.1.58 Primary Shopping Frontages (PSF) have been designated to cover those areas of the County's main town centres where shopping uses (Use Class A1) predominate. Primary Shopping Frontages relate only to ground floor level of premises. The clustering of retail uses can contribute significantly to the vitality, attractiveness and viability of the town centres. It is therefore essential that the retail core of the County's main centres is protected and that developments which undermine this function are resisted.
- 6.1.59 Policy RET1 therefore gives priority to retail (A1 uses) in the centres' Primary Shopping Frontages and seeks to protect the predominant shopping role/ character of the main towns by controlling the loss of retail uses in the PSF.

#### **Policy RET1 – Primary Shopping Frontages**

**Primary Shopping Frontages are designated in Abergavenny, Caldicot, Chepstow and Monmouth as shown on the Proposals Map. Within Primary Shopping Frontages, development or redevelopment proposals for Classes A2 or A3 on ground floors, or a change of use on ground floors from Use Class A1 to Classes A2 or A3<sup>1</sup>, will be permitted unless:**

- a) they would create (or further extend) a continuous frontage exceeding two or more non A1 units; or**
- b) they would result in the loss of A1 retail units in prominent locations, corner units or those with long frontages; or**
- c) the number, frontage lengths and distribution of Class A2 or A3 uses in the frontage create an over-concentration of uses detracting from its established retail character.**

**Where a proposal fails to meet the above criteria, an exception may be considered provided:**

- i) it can be demonstrated that the proposed use would not harm the vitality of the street frontage; or**
- ii) the premises have been vacant for a least 2 years and genuine attempts at marketing the existing use have been unsuccessful.**

- 6.1.60 By providing an enhanced level of protection for the most important shopping frontages in Abergavenny, Caldicot, Chepstow and Monmouth, this policy will ensure that proposals are only permitted if they do not harm the role / character of primary shopping frontages.
- 6.1.61 Within Primary Frontages it is considered that 3 or more adjoining non A1 uses would lead to the creation of a 'dead frontage' which would have a detrimental effect on the vitality of the primary retail frontage. Policy RET1 seeks to avoid this

by preventing proposals that would result in a continuous frontage of 2 or more non A1 uses within primary shopping frontages. Consideration will also be given to location and prominence of the premises, in that there will be presumption against the loss of A1 retail units in prominent locations, corner units or those with long frontages. It is also important to ensure that the Class A2 or A3 units, in terms of number, frontage lengths and distribution, do not create an over-concentration of such uses which detract from the established retail character of the primary shopping area.

- 6.1.62 Where a proposal fails to meet criteria (a), (b) or (c) of Policy RET1, the proposal will not normally be permitted. Exceptions to these criteria will be considered where it can be demonstrated that the proposed use would not harm the vitality of the street frontage or where the premises have been vacant for at least two years and there have been genuine attempts at marketing the property. While there is a presumption in favour of retaining retail units within the centres' primary shopping frontages, it is recognised that complementary A2 and A3 uses can add to the vitality of a centre by attracting customers and creating additional footfall. Coffee shops and cafes in particular can complement the retail offer and add to the attractiveness and vitality of the County's historic towns which have considerable visitor clientele. Applications will need to be supported by evidence that the proposed use would comply with this policy e.g. footfall estimates, and demonstrate that genuine efforts to market the premises for the preferred use over a significant period have been undertaken. It is considered that such flexibility will assist in avoiding long-term vacancies that would have a detrimental effect on the character and appearance of the town centres' primary retail frontages.
- 6.1.63 Particular consideration will be given to assessing proposals for A3 uses within primary shopping frontages. While it is recognised that cafes and restaurants can complement retail uses, hot food take-away premises that are closed during the day make a limited contribution to the vitality of retail centres. Accordingly further growth of these in the prime shopping streets of the County's main towns is discouraged.
- 6.1.64 Further guidance regarding the implementation of this policy (notably criterion c) is set out in SPG.

## CENTRAL SHOPPING AREAS

- 6.1.65 Although, as recognised in Policy RET1, the predominance of retail is vital and should continue to underpin town and local centres, it is only one of the factors which contribute towards their well-being. PPW (2011) advises that a diverse and complementary mix of uses can assist in sustaining and enhancing the vitality, attractiveness and viability of town and local centres as well as contributing to a reduction of travel demand. Diverse uses can complement a centre's shopping role by providing opportunities for extended shopping trips, creating additional footfall and providing active frontages. Conversely, too many non-retail uses can harm the vitality, attractiveness and viability and the role / character of CSAs.

- 6.1.66 Policy RET2 therefore seeks to encourage a diversity of uses within the County's Central Shopping Areas where this would not harm their role / character or undermine their vitality, attractiveness or viability.

#### **Policy RET2 – Central Shopping Areas**

**Central Shopping Areas (CSAs) are designated for Abergavenny, Caldicot, Chepstow, Monmouth, Magor, Raglan and Usk. Within CSAs (except for Primary Shopping Frontages), subject to detailed planning considerations:**

- a) proposals which will safeguard the vitality, attractiveness and viability of the defined CSAs will be permitted;**
- b) A change of use from Classes A1, A2 or A3 on the ground floor with street frontage to uses other than Classes A1, A2 or A3 will not be permitted, unless it can be demonstrated that criterion (a) can be met by attracting footfall;**
- c) Change of use to residential of ground floor premises will not be permitted unless evidence is provided to demonstrate that the premises is not viable for retail or commercial use, including that the premises has been vacant for at least one year and that genuine attempts at marketing the existing use have been unsuccessful.**

- 6.1.67 This policy will enable the Council to manage the diversity of uses within Monmouthshire's CSAs. It is recognised that uses other than retail, including commercial or service sector uses, leisure and cultural activities can add to a centre's diversity and may be acceptable where this does not harm the vitality, attractiveness or viability of centres.
- 6.1.68 The policy restricts uses within CSAs to uses classes A1, A2 and A3 and other uses appropriate to town centres. Importantly, it seeks to ensure that ground floor premises are retained for uses that will sustain / enhance the vitality, attractiveness and viability of CSAs and complement their shopping role / character.
- 6.1.69 In seeking to maintain active frontages, proposals for residential development at ground floor retail /commercial premises will not be permitted, unless it can be demonstrated that the premises is not viable for retail or commercial use.
- 6.1.70 Overall, it is important that the scale and mix of town centre functions sustain / enhance the vitality, attractiveness and viability of Monmouthshire's town and local centres.

#### **NEIGHBOURHOOD CENTRES**

- 6.1.71 PPW recognises the important economic and social role of local shopping facilities to communities. Neighbourhood centres and shops provide a vital local function for their communities, catering for the day-to-day needs of residents as

places to shop and providing the opportunity for services and facilities to be delivered locally in locations accessible by a choice of transport.

- 6.1.72 Policy RET3 seeks to maintain / strengthen the role and function of neighbourhood centres by focusing retail and complementary uses of an appropriate scale and nature within them, in order to meet people's day-to-day needs and to assist in building sustainable communities. The Policy subsequently contributes to LDP objectives 1 and 2 and Policy S5. It is, however, important to ensure that the provision of new shops in neighbourhood centres does not have a detrimental impact on the vitality and viability of existing town and local centres

### **Policy RET3 – Neighbourhood Centres**

**Development proposals for retail development (Use Class A1) in designated neighbourhood centres will be permitted provided that the development, either individually or cumulatively with other recent or proposed developments, does not undermine the vitality, attractiveness or viability of town or local centres.**

**Development proposals for financial and professional services (Use Class A2) and food and drink uses (Use Class A3) in designated neighbourhood centres will be permitted provided that the development, either individually or cumulatively with other recent proposed developments, does not undermine the vitality, attractiveness or viability of such centres.**

**The County's neighbourhood centres and shops are defined in Policy S5 and identified on the Proposals Map. Change of use from Classes A1, A2 and A3 will not be permitted on the ground floor within neighbourhood centres, unless evidence is provided to demonstrate that the premises is not viable for retail or commercial use, including that the premises has been vacant for at least one year and that genuine attempts at marketing the existing use have been unsuccessful.**

- 6.1.73 While it is recognised that a range of uses other than shops, including A2 and A3 uses, can be appropriate within neighbourhood centres, this policy seeks to ensure that proposals for non-retail uses do not cause harm to the vitality, attractiveness or viability of such centres, by virtue of their number or location. This is particularly important with regard to food and drink uses (A3), notably hot food take-aways, where concentrations of such uses can cause harm to the shopping role/ character of the centre and its vitality and viability, as well as to residential amenity. Consequently, the Council may seek to restrict the type of A3 premises/ closing times within neighbourhood centres. Where a change of use to a non-retail use is considered acceptable, it is important that such uses are dispersed as much as possible in order to limit harm to the shopping role / character of the centre.

- 6.1.74 In seeking to maintain active frontages, proposals for change of use from A1, A2 and A3 to other uses on the ground floor within neighbourhood centres will not be permitted, unless it can be demonstrated that the premises is not viable for retail or commercial use.

### **NEW RETAIL PROPOSALS**

- 6.1.75 WAG guidance on retailing and town centres promotes the role of town centres as the best location for most retail and commercial leisure / entertainment activities. Policy RET4 therefore seeks to focus future retail and commercial leisure /entertainment development in the County's designated Central Shopping Areas. This is considered essential in strengthening the centres' role / function in the retail hierarchy, reinforcing their attractiveness to local communities and visitors and in maintaining and enhancing their vitality and viability. The policy also supports sustainability objectives by focusing such facilities in accessible locations and contributing to a reduction in travel demand.

#### **Policy RET4 – New Retail Proposals**

**The preferred location for new retail and commercial leisure /entertainment developments (not covered by Policy RET3 Neighbourhood Centres), including extensions to existing retail premises, will be in the designated Central Shopping Areas (CSAs). Where it can be demonstrated that no suitable sites exist in the CSA, then sites on the edge of the CSA should be considered before finally considering out-of-town sites. Where development outside the CSA is considered the proposal will be assessed against the following criteria:**

- a) a demonstrable need exists for the proposed development;**
- b) the proposed development, either individually or cumulatively with other recent or proposed developments, would not have a detrimental impact on the trade /turnover, vitality and viability of town, local or neighbourhood centres;**
- c) the proposed development is of an appropriate scale and type to the size, character and function of the centre and its position in the retail hierarchy;**
- d) the proposed development would not have a detrimental impact on future public or private investment needed to safeguard vitality and viability of the centres;**
- e) the proposal is in a location accessible to public transport facilities;**
- f) the proposal is not on land allocated for other uses. This especially applies to land designated for industry, employment and housing, where retail development can be shown to limit the range and quality of sites for such uses.**

- 6.1.76 In accordance with PPW (2011), this policy sets out the criteria against which proposals for retail and commercial leisure /entertainment development outside Central Shopping Areas, as identified on the Proposals Map, will be assessed.

The policy relates to all new retail development – including redevelopment, extensions, subdivision and changes of use class – and contributes to protecting / enhancing designated Central Shopping Areas by resisting out-of-town development that could be detrimental to such centres.

## 6.2 PROMOTING A SUSTAINABLE ECONOMY

### ENTERPRISE AND EMPLOYMENT

#### PROTECTION OF EXISTING EMPLOYMENT LAND

- 6.2.1 The Council recognises that sometimes employment and wealth generating opportunities can be provided by uses that are not strictly industrial and business development under Class B of the Town and Country Use Classes Order 1987, particularly where they assist in enabling land to be brought forward for employment purposes. Such circumstances are referred to Strategic Policy S9. The main thrust of Policy S9, however, is to protect existing employment land from alternative developments. Policy E1 below sets out the criteria against which development proposals for the alternative use of existing employment sites / premises will be assessed.

#### **Policy E1 – Protection of Existing Employment Land**

**Other than in the exceptional circumstances set out in Policy S9, proposals that will result in the loss of existing or allocated industrial and business sites or premises (classes B1, B2 and B8 of the Town and Country Planning Use Class Order 1987) to other uses will only be permitted if:**

- a) the site or premises is no longer suitable or well-located for employment use;**
- b) a sufficient quantity and variety of industrial sites or premises is available and can be brought forward to meet the employment needs of the County and the local area;**
- c) there is no viable industrial or business employment use for the site or premises;**
- d) there would be substantial amenity benefits in allowing alternative forms of development at the site or premises;**
- e) the loss of the site would not be prejudicial to the aim of creating a balanced local economy, especially the provision of manufacturing jobs.**

**Exceptionally, planning permission may be granted for a change of use of existing employment land when the above criteria are not fully complied with if:**

- (i) the proposal is for small scale retail uses which are ancillary to the main business / industrial activity; or**
- (ii) small scale service activities of an industrial nature which are not suited to the high street and involve the sale, service or repair of vehicles or machinery.**

- 6.2.2 The importance of protecting existing employment sites / premises is of continuing value over the plan period in order to ensure there is an appropriate portfolio of

employment land and premises that can be safeguarded from competing uses and provides for a sufficient quality, range and choice. The policy applies to existing, allocated and permitted business, industrial and warehousing sites and premises.

- 6.2.3 The Council does, however, acknowledge that there may be instances where sites allocated or designated for employment use are no longer appropriate. In such cases the Council may be willing to review the employment allocation / designation and consider whether an alternative and more beneficial use of the site or premises would be appropriate. Consideration will also be given to whether the amenity of an area could be improved by the relocation of inappropriate industries and their replacement by a more suitable use.
- 6.2.4 In terms of assessing whether sites / premises are well-located for business and industrial use, consideration will be given to accessibility to the primary highway network, public transport and proximity to housing or other sensitive uses.
- 6.2.5 The Council consider that some B2 employment sites may also be suitable for modern waste management facilities, subject to detailed planning considerations. Further detail on potential sites for waste management facilities is provided in the Site Allocations Policies in Chapter 7.

### **NON-ALLOCATED EMPLOYMENT SITES**

- 6.2.6 Policy E2 below seeks to enable proposals for employment use on non-allocated sites by single-site users /specific large employers that cannot be accommodated on existing or proposed business/industrial sites and sets out the criteria against which such proposals will be assessed.

#### **Policy E2 – Non-Allocated Employment Sites**

**Proposals for industrial and business development (classes B1, B2 and B8 of the Town and Country Planning Use Classes Order 1987) by new, non-speculative single-site users that cannot be accommodated on existing or proposed industrial or business sites within the County will be permitted provided that all the following conditions are met:**

- a) the proposed site is within or adjoining development boundaries of towns and other main settlements or existing and proposed industrial / business sites;**
- b) the proposal is compatible with adjacent land uses;**
- c) there is a demonstrable need for the type and scale of development in that location; and**
- d) the proposal would cause no unacceptable harm to the surrounding landscape or historic / cultural heritage.**

**Such developments will be controlled with a Section 106 Agreement to restrict the site to a single user.**

- 6.2.7 It is considered that the plan provides for a sufficient variety – in terms of size, mix of uses, quality and distribution – of industrial sites within the County. However, there may be instances where a specific large employer cannot find a suitable site either on an existing or allocated industrial /business site, or within other local authority areas within the employers area of search. In these instances a planning application for industrial or business use, although to be advertised as a departure from the plan, could be considered on a non-allocated site, taking into account normal planning criteria and whether there is a need for the development.

### **WORKING FROM HOME**

- 6.2.8 With the increased expansion of ICT technology, including broadband, it is likely that an increasing number of people will work from home in the future. This policy seeks to support proposals for home working provided that there is no unacceptable impact on the local amenity and character of the area.

#### **Policy E3 – Working from Home**

**Proposals for a development to allow a small business to operate from home will be permitted provided it can be demonstrated that there will be no adverse impact on the local amenity and/or character of the area.**

- 6.2.9 In instances where the character of the property remains residential then, normally no planning permission is required. There are also instances where small one-person operations can effectively operate from the garage or outbuildings of the home. Where business operations are of a scale or intensity likely to require planning permission, in considering applications, particular regard will be had to the access and parking arrangements and the effect that the working practice would have upon surrounding properties.

# PROMOTING RURAL ENTERPRISE

## EMPLOYMENT IN VILLAGES

- 6.2.10 PPW and TAN 6 recognise that local employment opportunities within rural settlements are essential to sustain and improve village communities and have a vital role in promoting healthy economic activity. In accordance with national guidance and reflecting the Council's vision for sustainable economic growth and prosperity, this policy seeks to allow the development of small-scale enterprises within or adjoining village development boundaries. The town of Usk is excluded from this policy as it has a number of exiting employment allocations. The larger villages of Raglan and Penperlleni, however, designated as Primary Rural Settlements in Policy S1, should be treated in a similar way as Main Villages in the context of promoting rural enterprise.

### **Policy RE1 – Employment within Villages**

**Within or adjoining the development boundaries of the Rural Secondary Settlements of Raglan and Penperlleni and the Main Villages identified in Policy S1, the construction of small-scale purpose built industrial and business development will be permitted, subject to detailed planning considerations, including:**

- a) the proposal would cause no unacceptable harm to the natural or built environment;**
- b) the proposal is compatible with surrounding land uses and in scale with the existing village;**
- c) the type of employment is appropriate for a rural area and it can be demonstrated that there is potential for a substantial part of the anticipated workforce to be drawn from the local area and/or that the business is related to a product or service directly linked with the area in which it will be located.**

- 6.2.11 PPW notes that new employment sites in rural locations are likely to be small and should generally be located within or adjacent to defined settlement boundaries. Small businesses often find village locations attractive places to establish a business and their presence provides valuable employment opportunities for local communities, reduces out-commuting, assists in diversifying the rural economy and thereby promotes sustainable development.
- 6.2.12 There may be instances where the development of new, or expansion of existing employment sites on the edge of settlements would be more acceptable from an amenity, environmental and highway safety view than development within settlements. Such development however, needs careful consideration, particularly in relation to protecting the countryside from visual intrusion, and will be subject to detailed planning considerations.

## **WORKING FROM HOME IN RURAL AREAS**

- 6.2.13 It is recognised that many businesses in rural areas are small with many operating from home. With the expansion of ITC technology, in particular broadband, into rural areas it is likely that more and more people will work from home in the future. TAN 6 Planning for Sustainable Rural Communities (2010), advises that planning authorities should encourage the growth of self employment and micro business by adopting a supportive approach to home based working. The Monmouthshire Employment Land and Premises Review notes the importance of home working to the County's rural economy and recommends its encouragement. Proposals for home working in rural areas will be assessed against **Policy E3** which seeks to support proposals for employment premises at home provided that there is no unacceptable impact on the local amenity and character of the area.

## **CONVERSION OR REHABILITATION OF BUILDINGS IN THE OPEN COUNTRYSIDE FOR EMPLOYMENT USE**

- 6.2.14 PPW (2011) recognises that the re-use and adaptation of existing rural buildings has an important role in meeting the needs of rural areas for commercial and industrial development. Policy RE2 therefore provides the opportunity for the conversion and rehabilitation of rural buildings for business re-use, subject to detailed planning considerations.

## **Policy RE2 - The Conversion or Rehabilitation of Buildings in the Open Countryside for Employment Use**

**Proposals for the conversion or rehabilitation of existing buildings in the open countryside, to employment use will be permitted provided that all the following conditions are met:**

- a) the form, bulk and general design of the proposal, including any extensions, respect the rural character and design of the building;**
- b) in respect of farm diversification proposals, any necessary re-building work should respect or be in sympathy with the location and traditional characteristics of the building; in all other cases the buildings should be capable of conversion without major or complete reconstruction;**
- c) the more isolated and prominent the building the more stringent will be the design requirements with regard to new door and window openings, extensions and means of access, service provision and curtilage, especially if located within the Wye Valley AONB;**
- d) the conversion of modern farm and forestry buildings will only be permitted if the building has been used for its intended purpose for a significant period of time. Particularly close scrutiny will be given to proposals relating to buildings that are less than 5 years old, or which are known to have been used for their intended purpose for less than 5 years, and where there has been no change in farming or forestry activities on the unit since the building was erected permission may be refused;**
- e) the proposal including curtilage and access, is in scale and sympathy with the surrounding landscape and does not require the provision of unsightly infrastructure and ancillary buildings; and**
- f) the building is capable of accommodating the proposed use without substantial extension.**

**The above criteria will also be applied to proposals to extend buildings that have already been converted.**

6.2.15 In line with national guidance, it is recognised that the re-use and conversion of permanent buildings in the countryside provide a valuable opportunity to offer employment and support the rural economy. Potential uses include commerce, industry, tourism and recreation. Due to their location, such developments must be carefully controlled and a balance is required to protect the character and appearance of the existing building and the surrounding area.

6.2.16 Proposals for the conversion and rehabilitation of rural buildings for employment use will only be permitted where they conform to the criteria set out above and

other relevant policies of the plan, particularly those which seek to minimise any detrimental effect on landscape value, environmental quality and amenity (including S13, LC5, EP1, MV1, DES1 and DES6). In all cases it is essential that the proposed use and design has regard to the character, scale and appearance of the existing building and surrounding area.

- 6.2.17 The Council is also concerned about possible abuse of the system whereby agricultural and forestry buildings – particularly those built under permitted development rights – are constructed with the intention of early conversion to another use. This policy seeks to prevent any such attempts to abuse the planning system. Further guidance is provided in paragraph 3.2.1 of TAN 6 Planning for Sustainable Rural Communities.

### **AGRICULTURAL DIVERSIFICATION**

- 6.2.18 In accordance with national policy, Policy RE3 supports the diversification of agriculture provided that proposals meet the criteria set out in this and other relevant plan policies, including S10 Rural Enterprise.

#### **Policy RE3 – Agricultural Diversification**

**Development proposals which make a positive contribution to agriculture or its diversification will be permitted where the new use or building meets the following criteria:**

- a) the proposed non-agricultural development is run in conjunction with, and is complementary to, the agricultural activities of the enterprise;**
- b) the proposal is supported by an appropriate business case which demonstrates the link to existing business activity and the benefits of the scheme in terms of sustaining employment / the rural economy;**
- c) in relation to new build, the applicant must demonstrate that there are no existing buildings suitable for conversion / re-use in preference to new build;**
- d) with regard to diversification proposals for visitor accommodation, new build will only be permitted where it consists of the substantial rebuild of a building within the curtilage of an existing and occupied farm property, as specified in Policy T2;**
- e) where rebuild is permitted under criteria c) and d) any rebuilding work should respect or be in sympathy with the local and traditional characteristics of the building;**
- f) proposals for new build development meet the detailed criteria set out in Policy LC1;**
- g) proposals for renewable energy schemes meet the criteria set out in Policy SD1.**

- 6.2.19 It is recognised that agricultural businesses increasingly have to diversify into other forms of related activity to remain viable. TAN 6 Planning for Sustainable Rural Communities (2010) recognises that many economic activities can be sustainably located on farms. Possible diversification activities include farm shops, workshops and sport and recreation services – some of which are dealt with by other LDP policies. It is important that such proposals contribute to and complement the agricultural activities of the farm, rather than dominate them and should be well-founded in terms of effectively contributing to the agricultural business. This policy therefore requires the applicant to provide a business case for diversification proposals in order to demonstrate the link to existing business activity and the benefits of the scheme, in relation to sustaining employment and the rural economy. This should include details of existing farm activities, the need for diversification, and details and implications of the proposals on the rural economy (e.g. provision of local employment opportunities) and the environment.
- 6.2.20 Agricultural diversification proposals should be integrated into the environment and rural landscape. In line with national guidance, initial consideration should be given to adapting existing farm buildings, however the provision of a sensitively designed new building on a working farm within existing farm complexes may be appropriate (subject to meeting the criteria set out above and in Policy LC1 New Built Development in the Open Countryside) where a conversion opportunity does not exist.

### **NEW AGRICULTURAL AND FORESTRY BUILDINGS**

- 6.2.21 This policy sets out the criteria for assessing proposals for new agricultural and forestry buildings.

#### **Policy RE4 New Agricultural and Forestry Buildings**

**New agricultural and forestry buildings, as well as any means of access that are subject to planning control, will be permitted where:**

- a) the building or access is reasonably required for agricultural or forestry purposes;**
- b) adequate provision is made for the disposal of foul and surface water and any animal waste without risk to features;**
- c) the proposal complies with Policy LC1.**

- 6.2.22 Agricultural and forestry buildings can be a visually intrusive element in the rural landscape by virtue of their size, location and materials used in their construction. Where new buildings are required, careful consideration will be given to their location and design so that any adverse effect upon the character and amenity of the surrounding area is reduced to the practical minimum.

## INTENSIVE LIVESTOCK/FREE RANGE POULTRY UNITS

- 6.2.23 Intensive livestock farming can be defined as a specialised system of livestock production where the livestock are housed indoors and can be started up at any time of the year<sup>3</sup>. Intensive livestock units include buildings in which cattle are kept over the winter months. It is recognised that intensive free range poultry units have become an increasing feature of Monmouthshire's agricultural economy.
- 6.2.24 Given their scale, intensive livestock and free range poultry units can be difficult to assimilate into the landscape and can result in adverse amenity affects, including noise and odours. However, the careful siting and landscaping of such units can keep such impacts to a practicable minimum. It is therefore important that proposals for further units incorporate measures to limit their potential impacts. Policy RE5 seeks to achieve a balance between the economic production of food and the protection of amenity and the environment (in conjunction with the use of planning obligations and conditions).

### **Policy RE5 - Intensive Livestock / Free Range Poultry Units**

**Intensive livestock or free range poultry production units will be permitted subject to the following criteria:**

- a) new livestock units and associated slurry tanks and lagoons are sited so as not cause unacceptable nuisance to any non-agricultural dwelling or building;**
- b) new units are sited so as to minimise their visual impact by avoiding exposed locations and, where practicable, locating them within or adjoining existing groups of buildings;**
- c) units that have serious implications for the surrounding highway systems network will be resisted;**
- d) the unit is designed, and uses appropriate technology, to minimise the nuisance of smell, noise and water pollution;**
- e) if the operational requirements of the proposed enterprise require that a specialist agricultural worker be accommodated in close proximity to the livestock building, then the development should, where possible, be located to make use of existing and available dwelling accommodation. If, exceptionally, new dwelling accommodation is required then the acceptability of a new agricultural dwelling shall be material to the planning consideration for the unit.**
- f) the proposal complies with Policy LC1**

## AGRICULTURAL LAND

- 6.2.25 Given the importance of agriculture to Monmouthshire's rural economy it is recognised that there is a need to protect the best and most versatile agricultural

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<sup>3</sup> Source: [Agriculturadictionary.com](http://Agriculturadictionary.com)

land from inappropriate development. PPW sets out national development control policy on conserving the best and most versatile agricultural land (paragraph 4.9.1 refers).

## **RECREATION, TOURISM AND LEISURE FACILITIES IN THE OPEN COUNTRYSIDE**

- 6.2.26 Whilst there is a general presumption against inappropriate development in the countryside, it is recognised that suitable recreational, tourism and leisure uses can benefit the rural economy and assist in its diversification. Such development would be subject to adequate safeguards for the character and appearance of the countryside, particularly its landscape, biodiversity and amenity value. Such development should be sympathetic in nature and scale to the local environment and to the needs of visitors and the local community.
- 6.2.27 Policy RE6 supports rural enterprise and diversification of the rural economy by allowing for the provision of suitable recreational, tourism and leisure facilities in the countryside, subject to detailed planning considerations.

### **Policy RE6 – Provision of Recreation, Tourism and Leisure Facilities in the Open Countryside**

**Development proposals for recreation, tourism and leisure uses in the countryside will be permitted provided that they are of a small-scale, informal nature and subject to detailed planning considerations, including adequate safeguards for the character and appearance of the countryside (particularly its landscape, biodiversity and local amenity value). Development must re-use or adapt existing buildings where possible. In exceptional circumstances new buildings of an appropriate scale may be acceptable where justified and where the proposal meets the criteria set out in Policy LC1.**

- 6.2.28 In rural areas tourism related development is considered to be an essential element in providing for a healthy, diverse local economy and in contributing to the provision and maintenance of facilities for local communities.
- 6.2.29 It is considered that the countryside is best suited to low-key informal recreation and quiet, passive pursuits such as walking, picnic areas, cycling, fishing, rowing and sailing /boating. In assessing such proposals, particular consideration will be given to the need to safeguard the character and appearance of the countryside, particularly its landscape, biodiversity and local amenity value.
- 6.2.30 PPW (2011) recognises that the re-use and adaptation of existing rural buildings has an important role in meeting the needs of rural areas for tourism, sport and recreation. Proposals for the conversion / adaptation of buildings for such uses will be assessed against national policy as set out in PPW (7.6.8). Where the

re-use / adaptation of existing buildings is not possible, limited new build of an appropriate scale may be acceptable in exceptional circumstances where justified and where proposals meet the criteria set out in Policy LC1.

- 6.2.31 Proposals for organised recreational and sporting activities that would generate large volumes of people are likely to be intrusive (in terms of noise, traffic generation) and require some form of development. Unless adjacent to an existing noise generating use, including for example the M4 or A449, such proposals would need to be located within, or adjoining, a town or village development boundary and be subject to detailed planning considerations.

## VISITOR ECONOMY

### TOURING CARAVAN AND TENTED CAMPING SITES

- 6.2.32 Touring caravan and tented camping sites are a main source of holiday accommodation and an important part of the visitor economy. However, such sites – caravans in particular – can be visually intrusive and detrimental to the appearance and character of an area. This policy therefore seeks to ensure that proposals for touring caravan and tented camping sites have no adverse impact on the countryside/landscape and cater only for short term tourist use.

#### **Policy T1 – Touring Caravan and Tented Camping Sites**

**New touring caravan and tented camping sites and the expansion of such sites will only be permitted where:**

- a) there is no unacceptable impact on the countryside having regard to biodiversity, landscape quality and the visibility from roads, viewpoints and other public places;**
- b) there are no permanently sited caravans;**
- c) the development can be satisfactorily supervised without the need for additional permanent living accommodation for wardens; and**
- d) there are no adverse safety and / or amenity effects arising from the traffic generated and access requirements.**

### VISITOR ACCOMMODATION OUTSIDE SETTLEMENTS

- 6.2.33 The provision of visitor accommodation will have an important role in meeting the Council's aspirations for Monmouthshire to realise its potential as a high quality and competitive tourist destination. It is, however, important that proposals for such development outside settlements are not at the expense of environmental considerations. This policy therefore seeks to carefully manage the development of visitor accommodation in the open countryside.

## **Policy T2 – Visitor Accommodation outside Settlements**

**New build serviced or self-catering visitor accommodation will be allowed outside town and village development boundaries as ancillary development to established medium or large hotels.**

**Otherwise, outside town and village development boundaries, the provision of permanent serviced or self-catering visitor accommodation will only be permitted if it consists of the re-use and adaptation of existing buildings and the conversion of buildings for such uses complies with the criteria set out in Policy H4.**

**As an exception to the above proposals to provide visitor accommodation may be permitted where they involve:**

- a) the substantial rebuild of a building within the curtilage of an existing and occupied farm property where it assists in an agricultural diversification scheme in accordance with Policy RE3.**
- b) the conversion of buildings of modern construction and materials provided the buildings are appropriate for residential use (e.g. not modern agricultural or factory buildings); not of substandard quality and /or incongruous appearance; and have been used for their intended purpose for a significant period of time. Particularly close scrutiny will be given to proposals relating to those buildings less than 10 years old, especially where there has been no change in activity on the unit.**
- c) the conversion of buildings that are too small or are inappropriately located to provide appropriate standards of space and amenity for conversions to permanent residential accommodation but are suitable for tourist accommodation.**

**Where conversions to tourism accommodation are allowed in the exceptional circumstances set out in criteria a) to c) above then the occupancy of the building will be restricted in perpetuity to short stay tourist accommodation.**

**All proposals will be considered against other plan policies and should integrate with their surroundings, in terms of design and layout and how the proposal will function.**

- 6.2.34 Proposals for visitor accommodation outside settlements should first look to the re-use and extension of existing buildings in order to protect the countryside from inappropriate development. This is in line with Policy T2 and national guidance, which recognise that the re-use and adaptation of existing rural buildings has an important role in meeting the needs of rural areas for tourism development.
- 6.2.35 Favourable consideration of the conversion of redundant buildings to visitor accommodation provides the opportunity for the further development of such uses in the countryside. This should preclude any need for further new build which would be contrary to the strict control of new development in the open countryside.
- 6.2.36 It is recognised that the conversion of redundant buildings into holiday accommodation, where conversion to residential dwellings would not be permitted, may reduce the pressure to use other houses in the area for holiday use (TAN 6, 3.6.1). Such permissions may be granted with a condition specifying use as holiday accommodation only. A holiday occupancy condition would seem more appropriate than a seasonal occupancy condition where the need is to reduce pressure on local services. Seasonal occupancy conditions can also be used to prevent the permanent residential use of accommodation, which by the character of its construction or design, is unsuitable for continuous occupation, especially in the winter months. Seasonal occupancy conditions may also be appropriate to protect the local environment, for example where a site is near a habitat that requires protection at particular times of the year.
- 6.2.37 In order to contribute towards the diversification of the rural economy, in accordance with Policy S10, the substantial rebuild of an existing property will only be allowed where the building is grouped with an existing and occupied farm property, for example, an outbuilding adjacent to a farm or farm dwelling. Where substantial rebuilding is permitted, conditions will be imposed restricting the use to tourist accommodation only, and permitted development rights for extensions removed.

### **Golf Courses**

- 6.2.38 Golf courses, by their very nature, require extensive tracts of land and may result in the remodelling of the topography of the area or require additional planting to screen the course or delineate the fairways, which could result in wide-ranging detrimental impacts – particularly within areas of high biodiversity /landscape value and the Wye Valley AONB.
- 6.2.39 This policy therefore seeks to ensure that golf courses and associated facilities are located in areas where they do not have a detrimental impact on landscape, agriculture, conservation, ecological, geological and highway interests.

### **Policy T3 – Golf Courses**

**Development proposals for golf courses, golf driving ranges and associated facilities including buildings, will be permitted subject to detailed planning considerations. All proposals must be accompanied by a landscape impact assessment and ecological appraisal. Clubhouses and associated facilities should re-use or adapt existing buildings where possible. If a new building is required it should be limited in scale, suitably located and designed and meet the criteria set out in Policy LC1. Buildings not genuinely ancillary to golf uses will not be permitted, although consideration may be given to proposals to provide visitor accommodation that support the tourist economy, subject to detailed planning considerations.**

- 6.2.40 Associated facilities should normally use existing buildings that are suitable for conversion. However, where the only option is to provide a new building, careful attention should be given to siting, design and materials to minimise its impact on the surrounding landscape and land uses. Proposals for golf developments must be accompanied by a landscape impact assessment to ensure that full account is taken of special landscape characteristics (as set out in LANDMAP) and potential landscape impacts. Ecological appraisals will also be necessary in order to demonstrate how features of ecological importance will be protected and enhanced.
- 6.2.41 Proposals for significant associated developments, such as visitor accommodation may be favourably considered where they support the tourist economy, subject to detailed planning considerations – Policy T2 applies.
- 6.2.42 It is recognised that proposals for driving ranges could have an adverse affect upon the amenity of nearby residents and be visible in the wider landscape given that such facilities are normally floodlit. Accordingly, proposals for driving ranges within the Wye Valley AONB or areas of high landscape value (as defined by LANDMAP) will not normally be permitted. Where acceptable locations can be found, floodlights should be directed, shielded and of an appropriate intensity to minimise the impact upon the environment. In areas where the amenity of nearby residents will be affected, the hours during which the lights should be switched on should be limited.

## 6.3 VALUING OUR ENVIRONMENT

### SUSTAINABLE DEVELOPMENT

- 6.3.1 Strategic Policy S12 requires new development to demonstrate sustainable and efficient resource use. This includes energy efficiency, increasing the supply of renewable energy, using sustainable construction materials and techniques, water conservation/efficiency and waste reduction.

### RENEWABLE ENERGY

- 6.3.2 The provision of electricity and heat from renewable forms of energy can play an important role in reducing an area's contribution to climate change. The *Monmouthshire Renewable Energy and Energy Efficiency Study (2010)* set out the potential for standalone renewable energy projects, indicating that potential technologies in Monmouthshire could include small scale wind, biomass and to a lesser extent small scale hydro power. Smaller scale building integrated renewable forms of energy such as solar thermal, solar photovoltaic and heat pumps were also considered within the study.
- 6.3.3 The study found that wind power had the greatest technical potential for contributing to renewable energy provision in the County. The Monmouthshire local planning authority area, however, lies outside the Welsh Assembly Government identified Strategic Search Areas (SSAs) for large-scale on shore wind energy production (TAN8). TAN8 states that large scale wind installations (over 25MW) should be concentrated in SSAs, of which there are none in Monmouthshire; that installations up to 25MW should be encouraged on urban/brownfield sites; and that smaller community based schemes (<5MW) should be encouraged in development plan policies. The wind constraints map within this study identifies areas with potential for providing wind power, having calibrated wind speeds against various constraints, including heritage, landscape and ecology designations, unsuitable terrain, distances from dwellings and communications equipment, etc.
- 6.3.4 This crude mapping exercise has identified possible areas of search, therefore, although much more detailed assessment on a site-by-site basis would be required before any decision could be taken on an area's suitability for a wind farm. In this respect, none of the areas with potential for wind power are located on urban/brownfield sites. In accordance with TAN8, therefore, Policy SD1 indicates that planning permission will not be granted in Monmouthshire for wind farms greater than 5MW in capacity other than in exceptional circumstances. Community scale wind projects of less than 5MW in capacity (now described as 'Sub Local Authority' schemes in PPW Edition 4 February 2011) will be permitted subject to detailed assessment, although such proposals are unlikely to be considered acceptable in or adjacent to designated areas including SACs, SSSIs, the Wye Valley Area of Outstanding Natural Beauty, the Brecon Beacons National Park, the Blaenavon Industrial Landscape World Heritage Site, Historic Parks and Gardens, Historic Landscapes and Conservation Areas.

- 6.3.5 In addition, a study by TACP, considering the *Designation of Special Landscape Areas* in Monmouthshire (July 2010) identified five areas which justify designation, effectively covering the majority of Monmouthshire outside those areas within the Brecon Beacons National Park and Wye Valley AONB. The potential for the designation of the large majority of the County as SLA's reflects the inherent quality of Monmouthshire's landscape, with many of its attributes being of 'high' or 'outstanding' quality. It is considered, therefore, that the potential for wind farms in the County is likely to be limited. Similarly, while it is recognised that PPW Edition 4 February 2011 has been amended to give more emphasis to the provision of 'Local Authority-wide' facilities (defined as 'Between 5MW and 25MW for onshore wind and between 5MW and 50MW for all other technologies'), the high quality of Monmouthshire's landscapes suggests that the potential for the provision of this scale of facility in the County is likely to be limited.

#### **Policy SD1 - Renewable Energy**

**Small scale (Sub Local Authority) renewable energy schemes (less than 5MW in capacity) will be permitted where:**

- (1) There are no unacceptable adverse impacts upon the landscape, townscape and historic features and there is compliance with Policy LC5, with regard to protection and enhancement of landscape character;**
- (2) There are no unacceptable adverse impacts on protected sites and/or species;**
- (3) There are no unacceptable adverse impacts on the amenities of nearby residents by way of noise, dust, odour or increases in traffic; and**
- (4) The wider environmental, economic, social and community benefits directly related to the scheme outweigh any potentially adverse impacts.**

**Exceptionally, renewable energy schemes larger than 5MW in capacity may be permitted where there is proven potential and where the distinct identity of Monmouthshire will not be compromised. The assessment of any such proposals will be subject to the same considerations as small scale (Sub Local Authority) schemes.**

**For all types of renewable energy, cumulative impacts will be an important consideration where there are other renewable energy schemes currently operating in the area.**

**When the technology is no longer operational there is a requirement to decommission, remove the facility and complete a restoration of the site to its original condition.**

- 6.3.6 The Council is committed to reducing the demand for and hence use of energy in new developments. The use of renewable energy technologies should be explored as part of development proposals, which would allow for certain amounts of energy supply to be provided for the site from renewable sources. In respect of energy efficiency and renewable technologies, mechanisms that could be used for sustainable energy generation include solar power, hydropower, wind power, and natural gas or wood or biomass. All Strategic Sites identified in the LDP will require a feasibility assessment for suitable technologies that could be incorporated into development proposals.
- 6.3.7 Further detailed advice on the different types of renewable energy will be contained in Supplementary Planning Guidance on Renewable Energy and Energy Efficiency.

### **SUSTAINABLE CONSTRUCTION AND ENERGY EFFICIENCY**

- 6.3.8 Monmouthshire is committed to ensuring that its buildings are energy efficient and will seek to ensure that development minimises energy use at all stages of procurement, construction and occupation.
- 6.3.9 To meet the requirements of Strategic Policy S12, all new development in Monmouthshire will need to achieve the national minimum sustainable building standards and incorporate renewable/low carbon energy equipment. The Assembly Government's sustainable building standards are set out in PPW (4.11.4), with BREEAM and Code for Sustainable Homes the preferred methods for assessing the sustainability of new buildings. Further details are provided in TAN 22: Sustainable Buildings – developers will be expected to conform to and ideally exceed all national policies set out in this guidance.
- 6.3.10 The assessment of the energy efficiency and sustainable construction within new developments will be integrated with the energy performance requirements set out in national policy. This should be demonstrated within design and access statements submitted with planning applications.
- 6.3.11 Policy SD2 seeks to encourage low and zero carbon design solutions in new buildings although other LDP policies will also need to be complied with, particularly in relation to new developments in or adjacent to designated areas such as the Wye Valley Area of Outstanding Natural Beauty, the Brecon Beacons National Park, the Blaenavon Industrial Landscape World Heritage Site, Historic Parks and Gardens, Historic Landscapes and Conservation Areas, where sympathetic design, in character with the surroundings, is of great importance.

## **Policy SD2 - Sustainable Construction and Energy Efficiency**

**Proposals for low and zero carbon design solutions in new buildings will be permitted in accordance with the energy hierarchy of reducing energy demand through passive design, promoting energy efficiency through use of appropriate building fabric and inclusion of low and zero carbon technologies.**

**All new development proposals will be required to incorporate a reduction in resource use during construction, operation and maintenance.**

**Where planning permission is required, proposals for the installation of Solar Photovoltaics (PV) on existing buildings will be permitted subject to detailed planning considerations.**

- 6.3.12 New developments will be expected to incorporate energy efficiency and conservation through both passive design and the building fabric. The layout of new developments should ensure that passive design principles as set out in Figure 11 of TAN22: Planning for Sustainable Buildings, are fulfilled. The building fabric relates to the materials comprising any part of the building; walls, floor, roof etc. A list of low zero carbon (LZC) technologies is presented in Figure 12 of TAN22.
- 6.3.13 PPW states that Local Planning Authorities should assess strategic sites to identify opportunities for requiring sustainable building standards higher than the national minimum (paragraph 4.11.5). The *Monmouthshire Renewable Energy and Energy Efficiency Study (2010)* recommended that such advanced standards be considered in relation to LDP strategic sites and any development exceeding 50 units per site. It seems likely, however, that such requirements in advance of those being implemented at national level would adversely affect the viability of developments, given that meeting the national standards themselves has a considerable financial impact. In addition, no evidence has come forward that could justify applying higher standards to sites within the County. There would also be difficulties of implementation and limited benefit would result, as the likely commencement of development on sites allocated in the LDP would correspond closely with the higher standards required by the proposed changes in the Building Regulations
- 6.3.14 Detailed advice on sustainable forms of construction and energy efficiency will be contained within Supplementary Planning Guidance on Renewable Energy and Energy Efficiency.

## **FLOOD RISK**

- 6.3.15 Another important element of sustainable development, particularly given the increased impacts of climate change, is the need to avoid flood risk. Strategic Policy S12 requires that inappropriate development is not sited in areas at risk of flooding. Policy SD3 expands on this requirement and aims to prevent development in areas that would be at high risk from river or coastal flooding or

where it would increase the risk of flooding or additional run-off from development elsewhere.

### **Policy SD3 - Flood Risk**

**Proposals for highly vulnerable development or emergency services will not be permitted in areas which may be liable to flooding, unless the residential development is for the conversion of upper floors within defined settlement boundaries or the proposal is to extend an established tourism, leisure or educational establishment. Less vulnerable built development will be permitted within defined settlements or on sites allocated for uses such as employment. Development proposals within a flood plain will be required to demonstrate that:**

- a) the development is or can be protected by approved engineering works and / or other flood protection measures;**
- b) such remedial measures would not cause flooding or significantly increase the risk of flooding elsewhere;**
- c) the development, including any remedial measures, can be sympathetically assimilated into the environment in terms of its siting, scale, design and landscaping;**
- d) the development does not interfere with the ability of the Environment Agency or other bodies to carry out flood control works or maintenance; and**
- e) the nature conservation interest of the water source corridor is protected and, where practicable, enhanced.**

**Development resulting in additional surface water run-off and leading to an increased risk of flooding will only be permitted where adequate protection and mitigation measures are included as part of the proposal.**

- 6.3.16 The EA is responsible for providing advice on flooding and issues advice in a number of documents, including Catchment Flood Management Plans. Areas of Monmouthshire at risk from tidal / fluvial flooding have been identified – these are indicated on constraints map and are based on the classification set out in TAN 15: Development and Flood Risk, namely Zone C1 and C2. The risk of flooding (fluvial, tidal and localised caused by increased rainfall) in Monmouthshire is likely to increase due to climate change. TAN 15 also identifies those circumstances in which development can be justified in flood zone C.
- 6.3.17 The risk of flooding has informed the LDP spatial strategy for Monmouthshire, which proposes to locate development predominantly in areas of low flood risk. However, the risk of flooding must also be taken into consideration on a development by development basis. Development will generally be resisted in identified flood plains or areas at unacceptable risk from flooding or where third parties may be adversely affected by an increased flood risk. Furthermore, development that would result in an adverse effect on habitats or nature

conservation interests through flood risk will be resisted. Where detailed information in respect of flood risk is not available, developers will be required to carry out a flood consequences assessment (FCA) to evaluate the extent of risk and ensure that no unacceptable development occurs within the flood risk area identified.

- 6.3.18 Developers will, where necessary, be required to incorporate environmentally sympathetic mitigation measures into their proposals. This would include the use of Sustainable Urban Drainage Systems – detailed in policy SD4.
- 6.3.19 Through its development control function the Council will maintain a close working relationship with the Environment Agency in order to ensure that new development does not significantly increase the risk of flooding. Where, for example, flood protection measures are required, conditions or legal agreements may be attached to the consent to ensure adequate protection. Responsibility for development and flood risk in non-main river watercourses lies with Monmouthshire County Council. New development will not be permitted where expensive engineering works would be needed to protect the land on which it is proposed from erosion by the sea or to defend development from inundation from the sea.
- 6.3.20 In assessing flood risk and development in flood plains, regard must be had to national policy on flooding as contained in PPW (2011) and TAN 15: Development and Flood Risk (2004). Development proposals should also have regard to the Monmouthshire Strategic Flood Consequences Assessment (SFCA, Phase 1 and 2).

### **SUSTAINABLE DRAINAGE**

- 6.3.21 TAN 15 Development and Flood Risk, requires development plans to include policies which promote the use of Sustainable Urban Drainage Systems (SUDS), and recommends their implementation wherever they will be effective, irrespective of whether the development is located in a flood zone. Policy SD4 aims to ensure that all new development proposals incorporate water management measures, including SUDS, in order to reduce surface water run-off and minimise flood risk. These should replicate as closely as possible the natural drainage on the site prior to construction or clearance.

#### **Policy SD4 – Sustainable Drainage**

**Development proposals will be expected to incorporate water management measures, including Sustainable Urban Drainage Systems (SUDS), to reduce surface water run-off and minimise its contribution to flood risk elsewhere.**

- 6.3.22 The use of SUDS to manage water flows are an important means of minimising flood risk by increasing permeable surfaces in an area which allows water to seep

into the ground and reduces the impact of diffuse pollution from run-off and flooding. In all locations development has a role in managing flood risk elsewhere by minimising its own surface water run-off.

- 6.3.23 It is considered that the use of such water management measures will become increasingly important in adapting to and providing resilience against the effects of climate change, including heavy rainfall resulting in localised flooding. SUDS also represent a significant opportunity to enhance biodiversity and should, where possible, be maximised.
- 6.3.24 Accordingly, the Council will expect all new developments to incorporate the effective use of water management measures, including SUDS, where appropriate. A wide range of sustainable drainage solutions exist – including swales, lagoons, permeable paving and green roofs – depending on the nature of development and area. It is important that SUDS are be incorporated into the design of a proposal at an early stage so that a range techniques can be considered and in order to maximise effectiveness.
- 6.3.25 Planning conditions may be imposed to ensure effective SUDS are installed prior to beneficial use of development and to ensure maintenance and control of run-off levels in perpetuity.

## LANDSCAPE AND NATURE CONSERVATION

### NEW BUILT DEVELOPMENT IN THE OPEN COUNTRYSIDE

- 6.3.27 It is recognised that there may be exceptional circumstances where new built development may be acceptable in the open countryside for the purposes of agriculture, forestry, farm and rural diversification/ enterprise and recreation, leisure and tourism, as justified under national policy and/ or policies S10, RE3, RE4, RE5, RE6, T2 and T3 of the LDP. Although well designed schemes can often conserve and enhance biodiversity and landscape quality there is potential to cause negative impacts. It is essential therefore that any such development is not at the expense of environmental considerations, including landscape, biodiversity, local amenity and historic, cultural or geological heritage. Where the only option is to provide a new building, careful attention should be given to siting, design and materials to minimise impacts on nature conservation and the surrounding landscape.
- 6.3.28 This policy sets out strict criteria for assessing such proposals and seeks to ensure that in the exceptional circumstances where new built development may be permitted in the countryside there are no adverse impacts on the environment. Proposals that do not accord with the criteria set out in this policy will not be permitted.

### **Policy LC1 - New Built Development in the Open Countryside**

**There is a presumption against new built development in the open countryside, unless justified under national planning policy and/or LDP policies S10, RE3, RE4, RE5, RE6, T2 and T3 for the purposes of agriculture, forestry, 'one planet development', rural enterprise, rural / agricultural diversification schemes or recreation, leisure or tourism. In such exceptional circumstances, new built development may be permitted where all the following criteria are met:**

- a) the proposal is satisfactorily assimilated into the landscape and complies with Policy LC5;**
- b) new buildings are wherever possible located within or close to or within existing groups of buildings**
- c) the development design is of a form, bulk, size, layout and scale that respects the character of the surrounding countryside; and**
- d) the development will have no unacceptable adverse impact on landscape, historic / cultural or geological heritage, biodiversity or local amenity value**

### **BLAENAVON INDUSTRIAL LANDSCAPE WORLD HERITAGE SITE**

- 6.3.29 In accordance with national policy, this policy seeks to protect Blaenavon Industrial Landscape World Heritage Site (BILWHS) and its setting from inappropriate development in order to maintain its unique character and values (as set out in the BILWHS Management Plan Review).

### **Policy LC2 – Blaenavon Industrial Landscape World Heritage Site**

**Development within or, in the vicinity of, the Blaenavon World Heritage Site will only be permitted where it would:**

- a) preserve or enhance the landscape setting; and**
- b) have no serious adverse effect on significant views into and out of the World Heritage site.**

**Development that would cause unacceptable harm to the qualities that justify the designation of the World Heritage Site, or its setting, will not be permitted.**

- 6.3.30 In November 2002, an area of 33 sq km at Blaenavon was designated as a World Heritage Site due to its outstanding international importance. This area is one of the finest surviving examples of a landscape created by coal mining and iron making in the late eighteenth and nineteenth centuries. The town of Blaenavon lies within the designated area and its surrounding landscape includes a range of

scheduled ancient monuments, many listed buildings, conservation areas and sites of special scientific interest.

- 6.3.31 A small part of the Site, 20 hectares, lies within the Monmouthshire plan area to the southwest of Llanfoist. The designation creates an international obligation to protect and conserve the world heritage values of the site. Although no additional statutory controls are imposed through the designation, it does highlight the outstanding importance of the site as a material consideration to be taken into account in the determination of planning applications.
- 6.3.32 Development proposals within, or affecting the setting of, the World Heritage Site should have regard to the LANDMAP Landscape Character Assessment SPG and the BILWHS Management Plan Review and Design Guidance SPG. All proposals must seek to conserve and enhance the unique character and special qualities of the landscape.

### **BRECON BEACONS NATIONAL PARK AND WYE VALLEY AONB**

- 6.3.33 PPW requires development plan policies to favour the conservation of the natural beauty of National Parks and AONBs, although it is recognised that regard should be had to the economic and social well-being of such areas. National guidance also clearly states that National Parks and AONBs are of equal status in terms of landscape and scenic beauty and that both must be afforded the highest status of protection from inappropriate developments.

### **Brecon Beacons National Park**

- 6.3.34 In line with national policy, this policy seeks to protect the setting of the Brecon Beacons National Park from inappropriate development in order to maintain its unique character and special landscape qualities.

#### **Policy LC3 – Brecon Beacons National Park**

**Development in the vicinity of the Brecon Beacons National Park will only be permitted where it would:**

- a) preserve or enhance the landscape setting, as defined through the LANDMAP process;**
- b) have no serious adverse effect on significant views into and out of the National Park.**

**Development that would cause unacceptable harm to the qualities that justify the designation of the Brecon Beacons National Park or its setting will not be permitted.**

- 6.3.35 Although there are 12,000 hectares of National Park within the County, its planning is controlled by the Brecon Beacons National Park Authority. The National Park provides an important backdrop to the Abergavenny area in

particular and it is important that its setting is protected from encroachment by inappropriate development.

### Wye Valley Area of Outstanding Natural Beauty

- 6.3.36 In accordance with national guidance, Policy LC4 seeks to protect the Wye Valley AONB from inappropriate development in order to maintain its unique character, special landscape qualities and local distinctiveness.

#### **Policy LC4 – Wye Valley AONB**

**Within the Wye Valley AONB, any development must be subservient to the over-riding necessity to conserve the natural beauty of the area. In considering development proposals regard will be given to:**

- a) the long term effect of the proposal, and the degree to which its nature and intensity is compatible with the character, purpose and overall management of the AONB;**
- b) the degree to which design, quality and use of appropriate materials harmonise with the surrounding landscape and built heritage;**
- c) the extent of the landscaping proposed;**
- d) the need to protect features in the landscape identified as important through LANDMAP;**
- e) the extent to which a proposed new building or use will generate additional traffic and the requirement for improvement of existing roads and lanes, including the surfacing of green lanes; and**
- f) the impact of the proposed development upon nature conservation interests.**

**Development proposals that are outside the AONB but would detract unacceptably from its setting will not be permitted.**

- 6.3.37 The Wye Valley AONB provides a range of benefits for Monmouthshire residents and visitors in terms of its visual amenity, cultural heritage and important habitats. Proposals for development within, or affecting the setting of, the AONB should have regard to the strategic objectives and policy proposals set out in the Wye Valley AONB Management Plan and seek to conserve and enhance the unique character and special qualities of the landscape.
- 6.3.38 Management of the AONB is co-ordinated through the Wye Valley AONB Management Plan, 2009-2014. The Plan sets out the vision and strategic objectives for the area in helping to conserve and enhance the outstanding landscape of the Lower Wye Valley (as detailed in Section 2).

## LANDSCAPE CHARACTER

- 6.3.39 Special Landscape Area (SLA) designations in Monmouthshire have been reviewed in order to inform the LDP. The Designation of Special Landscape Areas Study (July 2010) identified five areas which justify designation as SLAs – these effectively cover the majority of Monmouthshire outside those areas within the Brecon Beacons National Park and Wye Valley AONB. The only area not included is the area to the west of Chepstow Park Wood, including Shirenewton running up to the Newport boundary. The potential designation of the large majority of the County as SLA's reflects the inherent quality of Monmouthshire's landscape.
- 6.3.40 The study notes that while SLA designation adds a further layer of protection to the landscape, designation of the majority of the County as SLA may undermine the intention of the policy designation to protect those more special landscapes, as reflected in PPW. In dealing with the approach to SLAs, two options were provided, these being to either designate SLA's or to establish a policy scenario which reflects countryside protection policy of strictly controlling development outside of specific settlements.
- 6.3.41 On consideration of the options, it has been agreed not to go forward with SLA designation and instead adopt a policy approach to landscape protection and management based upon landscape characterisation, as defined by LANDMAP Landscape Character Assessment.
- 6.3.42 Policy LC5 seeks to ensure that proposals for development protect, conserve and, where possible, enhance Monmouthshire's landscape character as defined by LANDMAP Landscape Character Assessment. Proposals that would adversely affect the landscape character will not be permitted.

### **Policy LC5 – Protection and Enhancement of Landscape Character**

**Development proposals that would impact upon landscape character, as defined by LANDMAP Landscape Character Assessment, must demonstrate through a landscape assessment how landscape character has influenced their design, scale, nature and site selection.**

**Development will be permitted provided it would not have an unacceptable adverse effect on the special character or quality of Monmouthshire's landscape in terms of its visual, historic, geological, ecological or cultural aspects by:**

- a) Causing significant visual intrusion;**
- b) Causing significant adverse change in the character of the built or natural landscape;**
- c) Being insensitively and unsympathetically sited within the landscape;**
- d) Introducing or intensifying a use which is incompatible with its location;**
- e) Failing to harmonise with, or enhance the landform and landscape; and /or**
- f) Losing or failing to incorporate important traditional features, patterns, structures and layout of settlements and landscapes of both the built and natural environment.**

**Particular emphasis will be given to those landscapes identified through the LANDMAP Landscape Character Assessment. as being of high and outstanding quality because of a certain landscape quality or combination of qualities.**

- 6.3.43 Given the intrinsic quality of Monmouthshire's landscape, high priority is given to the protection, conservation and enhancement of the County's landscape character. Supplementary planning guidance on LANDMAP Landscape Character Assessment has been prepared which identifies and describes distinctive Landscape Character Areas and Types throughout Monmouthshire. This, together with LANDMAP data, should be consulted when considering submitting a planning application and used as a basis for more detailed character assessments and, where appropriate, landscape character and visual impact appraisals. This information should also be considered, along with other studies that provide part of the evidence base regarding landscape, to ensure that development proposals are informed by and reflect the distinctive character, qualities and sensitivities of the area. Other such studies include the Landscape Sensitivity and Capacity Study (2009) of land around the County's main settlements, the Landscape Sensitivity and Capacity Study of Main Villages and H4 Settlements and the Greenspace Study.

## GREEN WEDGES

- 6.3.44 This policy seeks to prevent the coalescence of settlements by safeguarding the character and identity of settlements in the south of Monmouthshire. Development proposals within Green Wedges will only be permitted where they do not prejudice the open characteristics of the land.

### **Policy LC6 – Green Wedges**

**In order to prevent the coalescence of the settlements listed below, the areas between them are identified as Green Wedges, as shown on the Proposals Map:**

- a) Undy, Llanfihangel Rogiet and Rogiet;**
- b) Rogiet and Caldicot;**
- c) Chepstow, Pwllmeyric and Mathern;**
- d) Portskewett and Sudbrook; and**
- e) Shirenewton and Mynyddbach.**

- 6.3.45 Planning policy guidance regarding development in Green Wedges is contained in Planning Policy Wales, 2011 (paragraphs 4.7.14/18 refer). Exceptionally, development may be considered acceptable in a Green Wedge where the proposal complies with Policy E2 or is necessary to implement a transport scheme identified in Strategic Policy S16.

## HISTORIC LANDSCAPES

- 6.3.46 Planning Policy Wales sets out national development control policy on Historic Landscapes and is not repeated here. Chapter 6 Conserving the Historic Environment should be referred to for guidance on protecting Historic Landscapes and their setting.
- 6.3.47 Part 2 of the Register of Landscapes, Parks and Gardens of Special Historic Interest in Wales identifies the following landscapes within the plan area, which are shown on the Proposals Map:
- Blaenavon
  - Gwent Levels
  - Lower Wye Valley

## GREEN INFRASTRUCTURE

- 6.3.48 Green infrastructure comprises natural and managed green spaces and other environmental features within urban and rural settings which provide benefits for the economy, local people and biodiversity. This policy seeks to ensure that development proposals maintain, protect and create new green infrastructure, where appropriate.

### **Policy GI1 – Green Infrastructure**

**Development proposals will be expected to maintain, protect and enhance Monmouthshire's diverse green infrastructure network by:**

- a) Ensuring that individual green assets are retained wherever possible and integrated into new development. Where loss of green infrastructure is unavoidable in order to secure sustainable development appropriate compensation of the lost assets will be required;**
- b) Incorporating new and /or enhanced green infrastructure of an appropriate type, standard and size. Where on-site provision of green infrastructure is not possible, contributions will be sought to make appropriate provision for green infrastructure off-site.**

- 6.3.49 Green infrastructure should be planned in a way to integrate with existing Rights of Way, pedestrian and cycle routes. Where necessary, planning obligations will be sought to facilitate enhanced and/ or new green infrastructure assets in accordance with Policy S7.
- 6.3.50 This policy will be supported by SPG on green infrastructure which will be prepared to provide advice on the implementation of this policy. The LDP has also been informed by a Greenspace Study which assessed the location, quality, quantity and connectivity of greenspace for the main settlements in the County, together the accessibility of these areas to local people.
- 6.3.51 The information within the SPG and study should be used to assist in the implementation of policies S7 and LC6, in order to ensure that the County's green infrastructure is maintained, protected, enhanced and, where appropriate, created and expanded.

### **NATURE CONSERVATION AND DEVELOPMENT**

- 6.3.52 Policy NE1 seeks to protect, positively manage and enhance Monmouthshire's locally designated sites of biodiversity and geological importance and priority species and habitats in accordance with Strategic Policy S13. It seeks to ensure that development proposals have regard to their impact on nature conservation interests and that provision for wildlife is incorporated into the design of development. National planning policy guidance provides for the protection of international and national sites of importance and sets a clear context for the policy approach to these sites.

## **Policy NE1 – Nature Conservation and Development**

**Development proposals that would have an unacceptable adverse effect on a locally designated site of biodiversity and / or geological importance, or a site that satisfies the relevant designation criteria, or on the continued viability of priority habitats and species, as identified in the National or Local Biodiversity Action Plans, will only be permitted where:**

- a) the need for the development clearly outweighs the nature conservation or geological importance of the site; and**
- b) it can be demonstrated that the development cannot reasonably be located elsewhere.**

**Where protected species /habitats are likely to occur, development proposals must be accompanied by an ecological survey and assessment of the likely impact of the proposal on the species /habitats, and, where necessary, should make appropriate provision for safeguarding any identified protected species and their habitats. This will include proposals relating to barns, old or redundant buildings and buildings to be demolished.**

**Development proposals should accord with nature conservation interests and will be expected to:**

- i) Retain, and where appropriate manage, existing semi-natural habitats, linear habitat features and geological features and safeguard them during construction work;**
- ii) Conserve and, where practicable, enhance existing semi-natural habitats and features of nature conservation interests. Where this is not feasible appropriate provision for compensatory habitats and features of equal or greater quality and quantity must be provided;**
- iii) Incorporate appropriate native vegetation in any landscaping or planting scheme, except where special requirements in terms of purpose or location may dictate otherwise;**
- iv) Ensure the protection and enhancement of wildlife and landscape resources by appropriate building design, site layouts, landscaping techniques and choice of plant species. All proposals for the conversion or rehabilitation of buildings in the open countryside will be expected to provide a suitable nesting box for barn owls or bat roosts within their design.**

**Where development is permitted, it will be expected that any unavoidable harm is minimised by effective avoidance measures and mitigation. Where this is not possible, compensation measures will be expected which conserve, enhance, manage and where appropriate, restore nature conservation interests.**

- 6.3.53 Sites of Importance for Nature Conservation (SINCs) can be designated by a local authority where their importance for nature conservation has been identified by the presence of important habitats or species. Sites proposed for development may need to be assessed to ascertain whether they fulfil the criteria for designation and information from applicants may be requested to assist in the process. If a site satisfies the criteria it will, for planning purposes, be treated as if it were a SINC.
- 6.3.54 Proposals which may have an adverse affect on a local site or priority habitats and species must be accompanied by sufficient information to enable a full assessment of the proposal to be undertaken. The need for such assessments will not be limited to development located within the designated areas, as significant effects may occur even if the proposed development is located some distance from the conservation interest.
- 6.3.55 The CCW should be consulted over any proposals that may affect international / national sites and any protected species. The CCW may also be able to provide appropriate advice on conservation measures.
- 6.3.56 Where development is permitted, appropriate planning conditions or obligations may be required to ensure suitable protection, monitoring, mitigation or compensation and favourable management.
- 6.3.57 In instances where there is an unacceptable adverse impact and the conservation interest cannot be adequately protected by planning conditions and/or obligations, development proposals may be refused.
- 6.3.58 This policy will be supported by SPG which will be prepared to provide advice on the implementation of this policy. The Monmouthshire Local Biodiversity Action Plan should be referred to accordingly.

## ENVIRONMENTAL PROTECTION

### AMENITY AND ENVIRONMENTAL PROTECTION

- 6.3.59 Policy EP1 seeks to prevent development proposals that would result in unacceptable risk or harm due to air, light, noise or water pollution, contamination or land instability. In accordance with national guidance, it will ensure that developments that would result in unacceptable levels of pollution are appropriately located and controlled. The policy will also prevent incompatible land uses and development being located in proximity to existing sources of pollution. Similarly, it will prevent inappropriate development on or in proximity to potentially contaminated or unstable land.

#### **EP1 - Amenity and Environmental Protection**

**Development, including proposals for new buildings, extensions to existing buildings and advertisements, should have regard to the privacy, amenity and health of occupiers of neighbouring properties.**

**Development proposals that would cause or result in an unacceptable risk /harm to local amenity, health, the character /quality of the countryside or interests of nature conservation, landscape or built heritage importance due to the following will not be permitted, unless it can be demonstrated that measures can be taken to overcome any significant risk:**

- **Air pollution;**
- **Light pollution;**
- **Noise pollution;**
- **Water pollution;**
- **Contamination;**
- **Land instability;**
- **Or any identified risk to public health or safety**

- 6.3.60 Although air quality in Monmouthshire generally meets current standards, there are two Air Quality Management Areas (AQMA) within the County – at Bridge Street in Usk and Hardwick Hill /Mount Pleasant in Chepstow (as shown on the constraints map). Where it is considered that a development proposal may impact upon an AQMA, or exacerbate an existing problem, developers will be required to provide an assessment of air quality impact, together with proposals for mitigation.

### PROTECTION OF WATER SOURCES AND WATER ENVIRONMENT

- 6.3.61 This policy aims to maintain and enhance the quality and quantity of water resources, including aquifers, rivers, lakes, ponds, wetlands and other water features, which are important for a wide range of uses and for their intrinsic ecological and amenity value.

- 6.3.62 Deteriorating water quality and quantity can affect the supply of water for domestic, industrial and agricultural based uses, water based recreation, fisheries, nature conservation and general amenity. Consequently, development will only be permitted where the Council, in consultation with the Environment Agency, is satisfied that suitable measures have been undertaken to protect water resources and will generally encourage initiatives that result in an improvement in those resources, for example water conservation initiatives within development design. Conversely, development that poses an unacceptable risk to water resources (including ground water and surface water) or features dependent on those resources will not be permitted.
- 6.3.63 Future development will be limited to areas where adequate water resources exist or can be provided in time to serve the development without detrimentally affecting existing water abstraction, water quality, fisheries, amenity or nature conservation. Existing ground water and river levels must be maintained and water pollution must be avoided.
- 6.3.64 The Environment Agency (EA) is responsible for the protection and enhancement of the water environment. The Council will consult with the EA and Caldicot and Wentlooge Levels Internal Drainage Board with regard to any proposal that is likely to affect water supply, quality or is likely to be affected by, or cause flooding.
- 6.3.65 Developments that improve the quality of the water environment or assist in preventing water pollution or flooding will be favoured. The use of SUDS will be favoured in line with policy SD5.

#### **Policy EP2 – Protection of Water Sources and the Water Environment**

**Development, which may impact upon the water environment and associated land, will only be permitted where it:**

- a) would not harm or pose an unacceptable risk to the capacity or flow of groundwater, surface waters or coastal water systems; and**
- b) would not harm or pose an unacceptable risk to the quality and quantity of ground waters, surface waters, wetlands or coastal water systems including, where appropriate, their ecological and amenity value.**

## LIGHTING

- 6.3.66 This policy seeks to control the use of external lighting / light pollution. While external lighting is essential for reasons of safety and security and is necessary for commercial use and some community and sports facilities, excessive and poorly designed lighting can have many adverse effects and cause light pollution. In addition, lighting equipment itself can spoil daytime views.

### **Policy EP3 – Lighting**

**Development including proposals for external lighting should include an appropriate lighting scheme to ensure:**

- a) lighting is necessary for the development;**
- b) the proposed lighting is the minimum required;**
- c) light spillage is minimised;**
- d) the prevention of glare and respect for the amenity of neighbouring land uses;**
- e) the visual character of the built and natural environment is not unacceptably affected and dark skies are retained where appropriate; and**
- f) potential impacts on rare, threatened or protected species are taken into consideration.**

- 6.3.67 As a predominantly rural and relatively undeveloped area, Monmouthshire is sensitive to light pollution which can affect the tranquillity of the natural environment and can have a negative impact on biodiversity. Appropriate mitigation measures will be sought to screen the glare and obtrusiveness of lighting from neighbouring countryside areas. The built form can also be adversely affected by light pollution so it is important to protect the architectural and historic environment from insensitive lighting.
- 6.3.68 Light spillage can also impinge upon people's homes, infringing on privacy. Where lighting is located in or close to a residential property / area, the hours of illumination should be appropriately controlled.

## TELECOMMUNICATIONS

### **Policy EP4 – Telecommunications**

**Proposals for telecommunications will be permitted provided that the following criteria are met:**

- a) the siting and appearance of the proposed apparatus and associated structures should seek to minimise impact on the visual amenity, character or appearance of the surrounding area;**
- b) if on a building, apparatus and associated structures should be sited and designed in order to seek to minimise impact on the external appearance of the host building;**
- c) if proposing a new mast, it should be demonstrated that the applicant has explored the possibility of erecting apparatus on existing buildings, masts or other structures. Such evidence should accompany any application made to the local planning authority;**
- d) the development should not have an unacceptable effect on areas of ecological interest, areas of landscape importance, archaeological sites, conservation areas or buildings of architectural or historical interest.**
- e) within the Wye Valley AONB masts over 15 metres in height will be considered as major development and will require a more comprehensive justification in the national interest in addition to the above.**

**When considering applications for telecommunications development, the Council will have regard to the operational requirements of telecommunications networks and the technical limitations of the technology.**

**Planning conditions may be imposed to secure within an agreed timescale the removal of telecommunication apparatus and site restoration following permanent decommissioning.**

- 6.3.69 Modern telecommunications systems have grown rapidly in recent years with more than two thirds of the population now owning a mobile phone. Mobile communications are now considered an integral part of the success of most business operations and individual lifestyles in Monmouthshire. With new services such as the advanced third generation (3G), and emerging fourth generation (4G) services, demand for new telecommunications infrastructure is continuing to grow.
- 6.3.70 The Council are keen to facilitate this expansion whilst at the same time minimising any environmental impacts. It is important that the adverse environmental impacts of this type of scheme must be balanced against the

benefits for sustainable development of having a high quality telecommunications system in place throughout the County. These systems are essential as part of reducing people's need for travel, for instance home-working and shopping and reducing rural isolation. The policy seeks to reduce the proliferation of new masts by encouraging mast sharing and location on existing structures and buildings. Where mast sharing is not possible or would have unacceptable effects, operators should seek to minimise visual impacts, including innovative design solutions in terms of the structure, materials and colouring of the apparatus. This is particularly the case in Monmouthshire given the special qualities and distinctiveness of the historic and natural environment. Appropriate landscaping schemes should be submitted in order to reduce visual impact.

- 6.3.71 After it is no longer required for telecommunications purposes, apparatus should be removed from land, buildings or other structures as soon as reasonably practicable. The Council may seek to impose conditions to restore the site, following permanent decommissioning, within an agreed timescale, to its condition prior to telecommunications development.
- 6.3.72 Further guidance on telecommunications can be found in PPW (2011) and TAN 19: Telecommunications (2002).

## FOUL SEWAGE DISPOSAL

### Policy EP5 - Foul Sewage Disposal

**In sewered areas all development shall connect to the main sewer. Small private sewage treatment or retention facilities will not be permitted. Where connection to the mains sewer is not feasible development proposing the use of non-mains sewerage drainage may be acceptable.**

**In rural parts of Monmouthshire where the primary purpose of new housing development is to provide affordable housing to meet local needs, the 'feasibility' of connection to the mains sewer will be assessed in relation to effects on the economic viability of development schemes.**

- 6.3.73 Policy EP5 clarifies how the requirements of Planning Policy Wales (2011) paragraphs 12.4.2 and 12.4.3 will be applied in the rural parts of the County. In a number of rural villages in Monmouthshire existing sewage treatment plants are inadequate and connection to them in their current condition would not be feasible. At the same time, the primary purpose of the LDP Rural Housing Allocations policies is to provide affordable housing to meet local needs. If this objective is to be achieved then extensive drainage improvements may have significant adverse effects on the economic viability of local needs housing schemes. In such circumstances, connection to the main sewer is clearly 'not feasible' and it would be appropriate to consider non-main drainage solutions, subject to no harm to the environment in accordance with the requirements of Welsh Office Circular 10/99 'Planning requirements in respect of the use of non-mains sewerage, incorporating septic tanks in new development'

## WASTE

### WASTE REDUCTION

- 6.3.74 A reduction in the amount of waste produced is the first priority of the waste hierarchy. Reducing the quantity of waste that is produced in Monmouthshire avoids waste having to be processed or disposed of by one of the other options in the waste hierarchy. Land use planning can only have a limited impact on the reduction of waste arisings in the County, as this would be dependent on a number of other factors, such as legislation on the amount of packaging used in the retail trade, changing household behaviour and the Council's municipal waste collection and recycling practices. Policy W1, however, seeks to assist in achieving this objective by ensuring that proposals for new development embrace the principles and practice of waste minimisation and, if necessary re-cycling or, as a last resort, disposal as close as possible to the source of the waste arisings.

#### **Policy W1 – Waste Reduction**

**Development proposals that generate significant demolition and /or construction waste material through the development process itself will not be permitted unless the planning application is supported by a statement of waste minimisation that demonstrates that reasonable steps have been taken to:**

- (a) minimise the amount of waste produced; and**
- (b) manage the disposal of any unavoidable waste in accordance with the principles of proximity, self-sufficiency and the waste hierarchy set out in national planning policy.**

### WASTE RECOVERY FACILITIES

- 6.3.75 The provision of a network of recycling centres throughout the County assists in reducing the amount of waste that needs to be finally disposed by making it easier for people to recycle their household waste. Policy W2 seeks to promote the provision of such a network by permitting new household waste recycling centres in existing communities. In accordance with PPW (2011, para 12.7.1) any major development should incorporate adequate facilities for the collection, composting and recycling of waste materials.

#### **Policy W2 – Waste Recovery Facilities: Household**

**Household waste recycling centres and banks will be permitted where this will help to achieve a network of sites accessible to local communities, subject to detailed planning considerations.**

## IN-BUILDING WASTE MANAGEMENT FACILITIES

- 6.3.76 Strategic Policy S16 seeks to provide a choice of sites to meet WAG's requirement for 'the establishment of an integrated waste management network' by designating all allocated and protected class B2 industrial sites as being suitable for in-building waste management facilities. Advances in technology and the introduction of new legislation, policies and practices mean that many modern waste management / resource recovery facilities on the outside look no different to any other industrial building and on the inside contain industrial de-manufacturing processes or energy generation activities that are no different to many other modern industrial processes in terms of their operation or impact. Policy W4 expands on the criteria that will be taken into account in considering proposals for waste management facilities. Annex C of TAN21: Waste also sets out the specific planning considerations that need to be taken into account in assessing planning applications for new waste management facilities.

### **Policy W3 – Waste Management Facilities**

**Proposals for waste management facilities, except those involving the final deposit of waste on land at the site or open windrow composting, will be permitted within industrial sites (Class B2 of the Town and Country Planning Use Classes Order 1987) subject to detailed planning considerations, other LDP policies and national policy considerations.**

**Where such proposals cannot be accommodated on existing or proposed Class B2 industrial sites they will be permitted provided that all the following conditions are met:**

- (a) the proposed site is within or adjoining development boundaries of towns and other main settlements or existing and proposed industrial/business sites; and**
- (b) there is a demonstrable need for the type and scale of development in that location.**

**All proposals for waste management facilities should also comply with the following criteria:**

- (1) where energy is recovered as part of the waste management process the means of access to the appropriate national grid or identified end user is demonstrated;**
- (2) where appropriate, maximum possible use is made of non-road transportation for the receipt of the waste arisings and the distribution of the output products;**
- (3) there is no processing and no substantial storage of waste material in the open air; and**
- (4) the proposals are compatible with adjoining land uses.**

- 6.3.77 Details of those employment land allocations that are considered suitable for the provision of waste management facilities are provided in the Site Allocations chapter.

## RURAL COMPOSTING

- 6.3.78 Policy W4 relates to composting sites, which are different to the type of modern waste management facilities referred to in Policy W4 in that the processes generally are carried on in the open air. Small scale composting can be acceptable in rural areas, particularly as part of a farm diversification scheme. Where the resulting compost is used on the farm itself it is often the case that planning permission is not required, although such activities are controlled by the Environment Agency under Waste Management Licensing procedures. Particular care needs to be exercised in considering proposals for open windrow composting that do require planning permission, as they raise issues relating to possible impacts on matters such as landscape, amenity, health and traffic. Proposals considered under Policy W5, therefore, will be rigorously assessed under the other policies of the LDP, including, in particular, Policy EP1 relating to amenity and environmental protection and policies relating to countryside protection and nature conservation. Should an application be received for a larger scale facility than would normally be expected in the countryside, such as the one operated by Wormtech at Caerwent, which is in a rural location but one particularly suited for such a use as it is a former Ministry of Defence depot, then the element of the development that is carried on in the open air could still be assessed under Policy W5. However, additional scrutiny would be required against other policies, given the considerably greater environmental impacts that might result.

### Policy W4 - Rural Composting

**Proposals for open windrow composting will be permitted within rural areas subject to detailed planning considerations.**

## WASTE DISPOSAL BY LANDFILL OR LANDRAISING

- 6.3.79 While national policy seeks to deal with waste as high up the waste hierarchy as possible, some non-hazardous waste landfill capacity will still be required to manage pre-treated waste and residues that cannot be recycled or recovered. With regard to the provision of facilities for waste disposal to landfill, the Welsh Assembly Government initially objected to the Monmouthshire UDP because of the lack of facilities for landfill within the County. The supporting text contained in the UDP Waste Chapter was amended to explain the long standing difficulties of finding suitable facilities for landfill and waste treatment in the County and to justify the Council's municipal waste disposal practices in its joint venture with Viridor Waste Management Limited. WAG subsequently withdrew its objection to the adoption of the UDP but required that the Council should formally resolve to address the key principles of TAN21 at the outset of the LDP process to include allocations for landfill disposal in the LDP in accord with the latest Regional Waste Plan. Subsequently, Monmouthshire has entered into a partnership 'Project

Gwyrdd' with four other local authorities – Caerphilly, Cardiff, Newport and the Vale of Glamorgan – to deliver a long-term waste management procurement plan. This will significantly reduce the amount of municipal waste being exported for landfill.

- 6.3.80 In May 2006, however, the Council made a resolution accordingly and one of the objectives of the *Monmouthshire Waste Management / Disposal Study (May, 2010)* was to identify, if possible, sites for landfill disposal with potential for allocation in the LDP in order to enable compliance with this resolution. The study employed a GIS sieving approach to the search for Open Air Facilities (which included open windrow composting operations as well as landfill). Constraints and opportunities were sieved in a phased approach that resulted in potential areas of search, being identified, although much more detailed assessment on a site-by-site basis would be required before any decision could be taken on an area's suitability for open air waste facilities. Initial site visits carried out as part of the study suggested that due to topography and difficulties of access more detailed assessment would be needed to confirm the viability for commencing Greenfield landfill or land raising operations. The study also concluded that the potential for landfill and land raise was limited on other grounds: the topography of the County meant that any landfill or land raise operations would be visible from a number of vantage points; and the extensive network of footpaths within the search areas meant that any development could affect access to open space and amenity.
- 6.3.81 In addition, a study by TACP, considering the *Designation of Special Landscape Areas* in Monmouthshire (July 2010) identified five areas which justify designation, effectively covering the majority of Monmouthshire outside those areas within the Brecon Beacons National Park and Wye Valley AONB. The potential for the designation of the large majority of the County as SLA's, as referred to in the Landscape Character section, reflects the inherent quality of Monmouthshire's landscape, with many of its attributes being of 'high' or 'outstanding' quality. This is a further reason for considering the potential of the County for accommodating landfill operations to be extremely limited. Nevertheless, Policy W5 is an enabling policy that would support the provision of landfill operations if detailed assessment of the areas of search identified in the study suggested that any appropriate sites could be found.

#### **Policy W5 – Waste Disposal by Landfill or Landraising**

**Proposals for new landfill and landraising sites and extensions to existing sites will be permitted where this would reduce the need to export wastes to outside the County without encouraging the use of landfill/landraising for dealing with wastes for which more appropriate options exist and subject to detailed planning considerations.**

## **WASTE DEPOSITION ON AGRICULTURAL LAND FOR AGRICULTURAL IMPROVEMENT PURPOSES**

- 6.3.82 Within the countryside, proposals are often put forward for the improvement of agricultural land through the deposit of waste material. Whilst such sites are often small in nature and exempt from licensing from the Environment Agency Wales, the process does require planning permission. Policy W6 sets out the criteria against which such proposals will be assessed. Proposals will only be permitted where it can be demonstrated that there is a genuine agricultural justification for the deposit of waste material.

### **W6 – Waste Deposition on Agricultural Land for Agricultural Improvement Purposes**

**Except in the circumstances allowed for in Policy W5, proposals to deposit on an agricultural holding inert waste material that has been brought in from elsewhere for the purpose of agricultural improvement will only be permitted where:**

- (a) a significant improvement in the agricultural land classification grade of the land will be achieved;**
- (b) it can be demonstrated that the improvement sought is essential for the purposes of agriculture within the holding and cannot be achieved by means other than by the deposit of waste;**
- (c) the proposal involves depositing the minimum volume of waste consistent with achieving the agricultural land improvements sought; and**
- (d) waste material capable of being economically recycled is not deposited on site.**

## MINERALS

### AGGREGATES: STONE

- 6.3.83 As highlighted in the text supporting Strategic Policy S17, there is a sufficient landbank of permitted aggregate resource in the County for the duration of the LDP period. Should any planning application for new or extended minerals working be submitted then any such proposal would be considered under national policies contained in Minerals Planning Policy Wales and Minerals Technical Advice Note (Wales) 1: Aggregates. It is unlikely, however, that any such application would be looked upon favourably because, as paragraph 49 of MTAN1 points out:

*‘Where landbanks already provide for more than 20 years of aggregates extraction, new allocations in development plans will not be necessary, and mineral planning authorities should consider whether there is justification for further extensions to existing sites or new extraction sites as these should not be permitted save in rare and exceptional circumstances.’*

- 6.3.84 One such exception may occur when quarrying enables the provision of locally derived stone for use in restoration and new building work that reinforces the distinctiveness, character and identity of the County. Policy M1 enables this to take place, although care will be needed to ensure that proposals are small-scale, do not have an harmful impact on the countryside and do not involve the use of extensive blasting or use of heavy vehicles.

#### **Policy M1 – Local Building and Walling Stone**

**Proposals for new or the re-opening of small-scale quarries for building and walling stone for local conservation and heritage projects to meet any unmet need will be permitted, subject to national planning policy and detailed planning considerations.**

### AGGREGATES: SAND

- 6.3.85 In South Wales there is a dependence on marine aggregates to provide sand and gravel. About 95% of the sand used in south east Wales comes from marine derived sources. There are no permitted land based sand and gravel sites in Monmouthshire, and there is only one marine sand-dredging site at Bedwin Sands in the Bristol Channel south of Caldicot. This site has the benefit of a planning permission granted on 30 April 2008 for the extraction of 250,000 tonnes per year until 30 June 2015.
- 6.3.86 The Welsh Assembly Government, in November 2004, issued its policy document: the Interim Marine Aggregates Dredging Policy South Wales (IMADP). This document confirms WAG's policy (stated in December 2002 in a Ministerial Position Statement) that 'While other sources of supply of suitable fine aggregates

will continue to be investigated, the use of marine dredged sand and gravel will continue in the foreseeable future but only where this remains consistent with the principles of sustainable development.’ It is intended that aggregates dredging will progressively, over the next ten years, become focused in areas off-shore and to the west of the Bristol Channel.

- 6.3.87 If the extraction of marine dredged sand becomes constrained in the future, there is likely to be pressure to develop potential land based deposits of sand and gravel. Monmouthshire County Council commissioned Symonds Group Ltd. to undertake a review of the potential sand and gravel resources within Monmouthshire. This report, entitled ‘Monmouthshire UDP: Safeguarding Potential Sand & Gravel Mineral Resources’ was published in June 2004. An assessment was carried out of 26 potential resource blocks in the middle and lower Usk Valley from Llanfoist in the north to Newbridge-on-Usk in the south. While resource estimates could only be approximate, as borehole information is extremely limited, the report calculated that these blocks cover an area of 10.85 km<sup>2</sup> and contain an estimated 157.53 million tonnes, with 33.17 million tonnes of covering materials. This is 40 per cent of the estimated total of potential sand and gravel reserves in South East Wales.
- 6.3.88 WAG’s position on minerals and their safeguarding is set out in paragraph 13 of Minerals Planning Policy Wales (MPPW), which requires that access to mineral deposits which society may need in the future should be safeguarded, although it is stated that this does not necessarily indicate an acceptance of working. Rather, such safeguarding would indicate that the location and quality of the mineral is known and that the environmental constraints associated with extraction have been considered. Areas to be safeguarded should be identified on proposals maps and policies should protect them from development that would either sterilise or hinder future extraction.
- 6.3.89 WAG’s specific position in relation to sand and gravel extraction is set out in paragraph 32 of Minerals TAN1: Aggregates. It is recognised that land based extraction is not considered appropriate at the present time but WAG still requires that those resources are safeguarded for potential use for future generations in view of their limited regional availability. Mineral planning authorities, therefore, are required to safeguard the resources in their development plans (in accord with paragraph 13 of MPPW) and to make clear whether or not it will be acceptable for the resources to be exploited during the plan period and what criteria would be used to judge any future proposals.
- 6.3.90 Having regard to the requirements of Paragraph 13 of MPPW, in Monmouthshire the full extent of potential sand and gravel reserves in the identified resource blocks is not known, as limited borehole investigation has been carried out, and it is far from clear, in any event, that their commercial exploitation would be viable. Such exploitation would also have considerable environmental implications, particularly in close proximity to the River Usk, which is a Special Area of Conservation and where it is likely that any Environmental Impact Assessment would identify a potential impact that would be difficult to alleviate or mitigate for.

- 6.3.91 Nevertheless, evidence already available does suggest that significant resources could exist in some areas. It would be imprudent to jeopardise the ability of future generations to exploit them, if considered appropriate, by allowing other forms of development. Even in countryside locations some forms of sensitive development may not be ruled out by other policies. Policy M2 safeguards such resources in accordance with WAG's policy stance. At the same time, such safeguarding does not indicate acceptance of working. Policy M2 also makes clear that exploitation during the lifetime of the plan would only be allowed in unforeseen and exceptional circumstances. Safeguarding zones are identified on the proposals map.

### MINERALS SAFEGUARDING AREAS

- 6.3.92 In addition to the need to safeguard sand and gravel resources, the RTS required Monmouthshire to investigate limestone resources with a view to safeguarding for possible future use in the LDP. This has been done through the '*Former Gwent*' *Aggregates Safeguarding Study (May 2009)*. A substantial part of the south of the County is affected by the limestone safeguarding area. Much of the area is environmentally sensitive, including some of the Wye Valley Area of Outstanding Beauty. There are specific issues with the sand and gravel deposits relating to their location in the Usk Valley and the relationship with marine based dredging, however, that are considered to warrant a separate policy as set out above. Policy M3 below is a more general safeguarding policy that proposals in both safeguarding areas – limestone and sand and gravel – will be expected to comply with.

### **Policy M2 – Minerals Safeguarding Areas**

**Development proposals which may impact on the minerals safeguarding areas shown on the proposals map will be considered against the following requirements, as applicable:**

- a) Proposals for permanent development uses within identified mineral safeguarding areas will not be approved unless:**
  - i) The potential of the area for mineral extraction has been investigated and it has been shown that such extraction would not be commercially viable now or in the future or that it would cause unacceptable harm to ecological or other interests or**
  - ii) The mineral can be extracted satisfactorily prior to the development taking place, or**
  - iii) There is an overriding need for the development, or**
  - iv) The development comprises infill development within a built up area or householder development or an extension to an existing building**
- b) Proposals for development uses of a temporary nature within identified mineral safeguarding areas will not be approved unless they can be completed and the site restored to a condition that does not inhibit mineral extraction within the timescale that the mineral is likely to be needed.**

**With regard to sand and gravel extraction, the need for fine aggregates will be met by marine dredging in those parts of the Bristol Channel where this is consistent with the principles of sustainable development. Land-based resources will be reserved for use by future generations, if required and their exploitation during the plan period will not be permitted unless unforeseen and exceptional circumstances provide an overriding case for doing so that outweighs the environmental and other consequences.**

### **PROTECTION OF COMMERCIAL MINERAL RESOURCES**

- 6.3.93** National Policy requires the LDP to safeguard permitted and allocated mineral sites from new development that would prejudice the future extraction of the reserve / resource or the operation of the site. Buffer zones aim to reduce the conflict between mineral working and other sensitive land uses as a result of noise and dust from mineral extraction / processing and vibration from blasting. No new mineral development will be permitted within the buffer zone to prevent encroachment towards the sensitive land uses. No new sensitive development will be permitted both to prevent any encroachment but also to prevent an additional constraint for the mineral working. 'Sensitive development' is defined in Paragraph 70 of MTAN1 as 'any building occupied by people on a regular basis and includes

housing areas, hostels, meeting places, schools and hospitals, where an acceptable standard of amenity should be expected. Sensitive development could also include specialised high technology industrial development where operational needs require high standards of development' .

- 6.3.94 Paragraph 71 of MTAN1 requires a minimum 200 metre buffer zone around hard rock quarries. As mentioned above, there are currently two limestone quarries in Monmouthshire with planning permission, although the permission for Livox Quarry expires on 31 December 2011. Buffer zones are drawn on the Proposals Map as appropriate and they will be protected under Policy M4 below.

#### **Policy M3 – Mineral Site Buffer Zones**

**Development proposals for sensitive or minerals development will not be permitted within the mineral site buffer zones identified on the proposals map.**

## 6.4 ACHIEVING SUSTAINABLE ACCESSIBILITY

### MOVEMENT

#### PROPOSED DEVELOPMENTS AND HIGHWAY CONSIDERATIONS

- 6.4.1 Policy MV1 seeks to ensure that development proposals that would generate unacceptable additional traffic growth or adversely affect the safe and efficient operation of the highway system are not permitted. Development may be permitted, however, where developers are able to provide related improvements to the highway system or provide a contribution towards traffic management /reduction measures connected to the proposed development that can overcome any identified problems. This policy also sets out the highway considerations that development proposals will be expected to take into account.

##### **Policy MV1 – Proposed Developments and Highway Considerations.**

**All planning applications for developments which are likely to have a significant impact on trip generation and travel demand must, as appropriate, be accompanied by a Transport Assessment that includes a Transport Implementation Strategy for the development detailing the measures proposed to improve access by public transport, walking and cycling and reduce the number and impacts of car journeys associated with the proposal.**

**Development that is likely to create significant and unacceptable additional traffic growth in relation to the capacity of the existing road network and / or fails to provide a safe and easy access for road users will not be permitted, unless appropriate proposals for related improvements to the highway system or a contribution towards mitigating traffic management / reduction measures are made.**

**Where appropriate, development proposals will be expected to satisfy:**

- a) the adopted highway design guide; and**
- b) the adopted parking guidelines.**

**In town centres, if the parking provision cannot reasonably be achieved on-site, then suitable alternative provision should be made.**

- 6.4.2 Paragraph 8.7.2 of Planning Policy Wales Edition 3 – July 2010 sets out thresholds above which development proposals will need to be accompanied Transport Assessments (TAs), although the local planning authority will require a TA whenever it considers that there is a justification or specific need. The TA will indicate whether there is a need for improvements or mitigation to overcome any specific problems, as required by Policy MV1.

- 6.4.3 TAs provide an important basis for the preparation of Travel Plans, which will be utilised to achieve the integration of new development with sustainable transport facilities required by Policy MV2 below and therefore contribute to reducing traffic growth and reliance on the private car.
- 6.4.4 Policy MV1 also seeks to ensure that development proposals make satisfactory provision for access, circulation and parking. The Council will generally wish to adopt and maintain all new roads within developments. New roads, therefore, must be built to appropriate standards of design, construction, capacity, safety and amenity. In determining whether proposed highway details are appropriate the Council will have regard, as material planning considerations, to national, regional and local design guides and good practice which give advice on general matters applicable to all new road development, residential roads and industrial estate roads. It is, however, intended that these standards should be applied in a flexible way, sensitive to individual circumstances, particularly in areas where landscape, townscape or other amenity considerations are a high priority.
- 6.4.5 In determining the adequacy of proposed parking provision, regard will be given to adopted parking guidelines, currently the County Surveyors Society Wales Parking Standards 2008, which is a material planning consideration. These standards provide detailed parking requirements according to land use and type of development and promote traffic management and the reduction of car dependency, but ensure that new development or a change of use is accompanied by sufficient parking space for private cars and service vehicles to avoid the need for vehicles to park on street and thereby cause congestion, displacement, danger and visual intrusion. They also give further consideration for facilities for disabled people and recommend that *Reducing Mobility Handicaps* and *Planning and Access for Disabled People* publications be used as the basis for guidance and the size and level of parking spaces for disabled people, which should be in accord with the recommendations in the Department of Transport's document *Inclusive Mobility*.
- 6.4.6 Within Central Shopping Areas, it may be possible, in exceptional circumstances, for the Council to allow new small scale retail and office schemes which cannot provide for the majority of their on-site parking requirements. This would involve entering a Section 106 agreement, to ensure that the remainder of the parking is provided in the vicinity on a site acceptable to the Council, or the commensurate finance is provided to bring a Council parking scheme in the vicinity forward, or a contribution towards traffic management/reduction measures connected to the proposed development is made. This may include public transport provision and improvements to the pedestrian and cycling facilities. Where developers make such payments in advance of on-site provision, the corresponding measure(s) will be provided at an early opportunity.

## SUSTAINABLE TRANSPORT ACCESS

- 6.4.7 In line with national guidance, the RTP and Strategic Policy S16, Policy MV2 seeks to ensure that new developments can be served by sustainable transport facilities and contribute to sustainable transport provision.

### **Policy MV2 – Sustainable Transport Access**

**The development of sites shall, dependent on their location, size and local need, include provision for and the integration of appropriate sustainable transport links, including public transport, walking and cycling. Non-car access will be supported and prioritised over access by car.**

**Development should link into the existing or proposed public rights of way, walking, cycleway and green infrastructure networks and this will be reflected in the layout and conditions / obligations on any permission granted.**

**Where deemed necessary, financial contributions will be required towards improvements in transport infrastructure and services, in particular to support sustainable travel links / public transport, cycling and walking**

- 6.4.8 The TAs required as described above, together with the associated Travel Plans, will indicate what improvements or contributions are required to help to integrate new development with sustainable transport facilities.
- 6.4.9 The Council will seek to use planning conditions, where appropriate, to secure on site transport measures and facilities as part of the proposed development. Off-site improvements in sustainable transport facilities, including public transport, cycling and walking, may be secured through planning obligations where these would be likely to influence travel patterns to the site.

## PUBLIC RIGHTS OF WAY, WALKING AND CYCLING

- 6.4.10 The County has an attractive and extensive public rights of way network that consists of footpaths, bridleways, byways and restricted byways. The County also has a number of permissive paths that support promoted routes such as the Wye Valley Walk. Both public rights of way and associated permissive paths provide leisure and recreation facilities, support tourism and the local economy, provide safe routes and opportunities to sustain and improve health and well-being and are part of the local transport infrastructure.
- 6.4.11 The Council's Public Rights of Way Improvement Plan (RoWIP) identifies a deficiency in routes (such as bridleways) which provide access for horse riders, disabled users and cyclists. In line with national guidance and legislation and the RoWIP Policy MV3 seeks to protect and enhance the rights of way network and

the Council will use planning conditions, and planning obligations as necessary to secure such protection or enhancements. This could also provide benefits for green infrastructure. For example, in scheme realignments or extensions nature conservation interests should be protected and enhanced.

### **Policy MV3 – Public Rights of Way**

**Development that would obstruct or adversely affect a public right of way will not be permitted unless satisfactory provision is made which maintains the convenience, safety and visual amenity offered by the original right of way and this will be reflected in the layout and conditions / obligations on any permission granted.**

**Proposals to improve or create public rights of way will be permitted where they add to the utility and enjoyment of the network, including providing missing links in otherwise continuous routes, upgrading paths to bridleways or enhancing the green infrastructure network, provided they give rise to no unacceptable amenity or environmental impacts and comply with legislative requirements. Such proposals should be designed with the convenience, safety and visual amenity of users in mind and should also take into account the needs of those with limited mobility, the impact on the adjoining rights of way network and connectivity of that network.**

- 6.4.12 Walking and cycling are flexible and convenient travel modes, particularly for shorter distance journeys, that provide opportunities for healthy exercise and reduced carbon emissions by providing an alternative to car travel. Policies MV2, MV3 and MV4 seek to promote the improvement or development of walking, cycling and, where appropriate, horse riding facilities, while recognising that such proposals can sometimes give rise to environmental and amenity concerns that need careful consideration. Public rights of way and cycleways make an important contribution to Green Infrastructure provision as recognised in association with Strategic Policy S13.

### **Policy MV4 – Cycleways**

**New cycleways will be permitted where they provide improved opportunities for sustainable travel or recreational cycling, subject to no adverse impact on pedestrian / cyclist safety and subject to detailed planning considerations. In addition, where appropriate, cycleways should provide for the needs of walkers, horse riders and those with limited mobility.**

**Development that would obstruct or adversely affect a cycleway will not be permitted.**

## IMPROVEMENTS TO PUBLIC TRANSPORT INTERCHANGES AND FACILITIES

- 6.4.13 This policy seeks to achieve improved facilities for public transport and the integration of all modes of transport, in line with national planning policy, the RTP and Strategic Policy 16.

### **Policy MV5 – Improvements to Public Transport Interchanges and Facilities**

**Proposals for new or improved public transport facilities, especially at railway and bus stations, will be permitted subject to detailed planning considerations. Such facilities should make provision for modal interchange between walking, cycling, buses and motor vehicles. Land at or adjacent to existing public transport facilities that has the potential for providing improved facilities will be safeguarded from alternative non-transport development.**

## CANALS, REDUNDANT RAIL ROUTES

- 6.4.14 In line with national guidance, this *policy seeks to safeguard from development canals, redundant rail routes and associated facilities*, where there is a realistic prospect of their re-use for transport purposes in the future. This should ensure that such facilities remain available for sustainable future transport use through the provision of new walking, horse riding and cycle routes, interchange facilities etc, and can be considered an important part of Monmouthshire greenspace provision, often containing considerable biodiversity interests.

### **Policy MV6 – Canals, Redundant Rail Routes**

**Canals, redundant rail routes and associated facilities will be protected from development that would prejudice future sustainable transport use.**

## REAR ACCESS AND SERVICE AREAS

- 6.4.15 The Council supports the implementation of traffic management measures in town centres and larger settlements by removing non-essential traffic and rationalising parking. Policy MV7 seeks to achieve this aim by enabling the provision of rear access / service areas within Central Shopping Areas. It is recognised that the provision of rear access and servicing in historic settlements can be difficult unless part of a larger redevelopment scheme, although there may be opportunities for such facilities in small-scale developments.

### **Policy MV7– Rear Access/Service Areas**

**The development of sites within the defined Central Shopping Areas must, where feasible, include provision for rear access and servicing. Development that relies on the use of on-street servicing will only be permitted where this would not conflict with traffic and pedestrian flows or create highway dangers. Development that would result in the loss of rear service roads or yards will only be permitted if satisfactory alternative provision is made.**

## **RAIL FREIGHT**

- 6.4.16 In line with national planning policy, this policy seeks to allow the development of rail freight facilities and to safeguard existing sites and facilities.

### **Policy MV8 – Rail Freight**

**The development of facilities for the movement of freight by rail will be favourably considered, subject to detailed planning considerations. Proposals which would prejudice the operation of, or cause the loss of freight sites and facilities will not be permitted, unless the facility has closed or is closing and it can be shown that there is no realistic prospect of it resuming, having regard to its potential viability in the long term.**

- 6.4.17 The County's rail network provides a strategic transport link both at a local and national level. The economic prosperity and attractiveness of the whole region to inward investment will be influenced by the quality and efficiency of these rail links (RTP links). The existing rail network may also provide opportunities to develop road / rail transfer points, the development of which could contribute to the reduction of heavy road freight traffic. All such schemes will be subject to detailed planning considerations and guidance as set out in national planning policy.

## **ROAD HIERARCHY**

- 6.4.18 Traffic segregation is necessary in the interests of traffic safety and the efficiency of the road system. Inter-urban traffic requires routes that have relatively fast design speeds and are relatively uninterrupted by junctions, turning traffic and slow moving local traffic. In contrast access routes are usually unsuitable for through traffic, particularly HGV's.
- 6.4.19 Policy MV9 sets out the County's road hierarchy which will be used to assess the merits of requests for additional accesses to the network and priorities for improvement. Particular regard will be paid to the role of the strategic and County routes in supporting the future economic prosperity of Monmouthshire. However, in all instances the implications for residential amenity, landscape and nature conservation interests will be taken into account.

### **Policy MV9 – The Road Hierarchy**

**Development proposals should be accessed from the appropriate level highway in the road hierarchy, which comprises the following routes:**

- a. Strategic Routes:** These consist of the M4 & M48 Motorways and the A465T, A4042T, A449T, A40T, A466T & A48T Trunk Roads. Parking will only be allowed in service areas or purpose designated lay-bys, as appropriate. Only in exceptional circumstances, for example in Abergavenny where the A40T runs through an existing urban area, will new direct accesses be permitted. Proposals that would result in short local journeys on these routes and add to unacceptable congestion will be refused;
- b. County Routes:** These consist of the A466 (High Beech Roundabout, Chepstow to Herefordshire boundary north of Monmouth) A472 (Little Mill to Usk Interchange), A48 (High Beech Roundabout, Chepstow to Newport) and the B4245 (Parkwall to Magor), A4136 (Monmouth to Gloucestershire boundary), A4143 (Llanfoist to Brecon Road, Abergavenny) A4077(Gilwern to Powys boundary). Proposals for on street parking, new frontage access and turning movements will be considered against the interests of road safety and the efficient movement of traffic;
- c. Local Routes:** These consist of the B4233 (Monmouth to Abergavenny), B4235 (Usk to Chepstow), B4246 (Llanfoist to Gilwern), B4251 (Abergavenny to Skenfrith), B4269 (Llanfoist to Llanellen), B4293 (Chepstow to Monmouth), B4347 (Rockfield to Grosmont) and the B4598 (Abergavenny to Usk). Parking and turning movements may be restricted and the number of frontage accesses limited on road safety and traffic movement (especially public transport) grounds; and
- d. Access Routes:** These roads are those not listed in (a), (b) or (c) above. If appropriate parking, turning movements, traffic speeds and the number of frontage accesses will be limited on road safety, amenity and traffic movements grounds.

### **TRANSPORT ROUTES AND SCHEMES**

- 6.4.20 This policy seeks to support and safeguard land for transport routes and schemes. These include those proposals identified in the SEWTA RTP relating to the plan area, together with County Council schemes that are likely to be implemented within the plan period or that need to be protected to avoid longer term aspirations being prejudiced. Where known the safeguarded routes / sites are shown on the Proposals Map.

## **Policy MV10 – Transport Routes and Schemes**

The following transport routes and schemes will be safeguarded from development that would be likely to prejudice their implementation:

### **Welsh Assembly Government Road Schemes:**

- M4 corridor enhancement scheme Magor to Castleton (length in Monmouthshire to be safeguarded indicated on Proposals Map) \*

### **Monmouthshire County Council Road Schemes:**

- B4245 Magor/Undy By-pass (length to be safeguarded indicated on Proposals Map)
- B4245/M48 Link Road \*
- B4245/Severn Tunnel Junction Link Road
- A48 Chepstow Outer By-pass
- A472 Usk By-pass

### **Public Transport Improvement Schemes:**

- Abergavenny rail station interchange \*
- Chepstow rail station and bus station interchange \*
- Severn Tunnel Junction interchange \*
- Monmouth coach stop
- Monmouth park and ride \*
- Chepstow park and ride \*
- Monmouth bus station improvement
- Abergavenny bus station improvement

### **Walking and Cycling Schemes:**

- Monmouth Links Connect 2 \*
- Abergavenny walking and cycling network
- Llanfoist pedestrian and cycling river crossing
- Severn Tunnel Junction pedestrian and cycling access

(\* Indicates those schemes identified in the South East Wales Regional Transport Plan)

## 6.5 RESPECTING DISTINCTIVENESS

### PLACE MAKING AND DESIGN

#### GENERAL DESIGN CONSIDERATIONS

- 6.5.1 Reflecting national planning policy and the objectives of good design, this policy sets out the general design considerations that development proposals in the County will be expected to meet in order to ensure that developments display character, respect local distinctiveness, complement their surroundings and provide attractive, sustainable and inclusive environs. The criteria are applicable to all new development proposals and in the consideration of alterations and extensions to existing buildings. Fundamentally, good design should be an aim for all development proposals within Monmouthshire, regardless of scale.

#### **DES1 – General Design Considerations**

**All development should be of a high quality sustainable design and respect the local character and distinctiveness of Monmouthshire's built, historic and natural environment. Development proposals will be required to:**

- a) ensure a safe, secure, pleasant and convenient environment that is accessible to all members of the community, supports the principles of community safety and encourages walking and cycling;**
- b) contribute towards sense of place whilst ensuring that the amount of development and its intensity is compatible with existing uses;**
- c) respect the existing form, scale, siting, massing, materials and layout of its setting and any neighbouring quality buildings;**
- d) maintain reasonable levels of privacy and amenity of occupiers of neighbouring properties, where applicable;**
- e) respect built and natural views and panoramas where they include historical features and / or attractive or distinctive built environment or landscape;**
- f) use building techniques, decoration, styles and lighting to enhance the appearance of the proposal having regard to texture, colour, pattern, durability and craftsmanship in the use of materials;**
- g) incorporate existing features that are of historical, visual or nature conservation value and use the vernacular tradition where appropriate;**
- h) include landscape proposals for new buildings and land uses in order that they integrate into their surroundings, taking into account the appearance of the existing landscape and its intrinsic character, as defined through the LANDMAP process. Landscaping should take into account, and where appropriate retain, existing trees and hedgerows;**

- i) make the most efficient use of land compatible with the above criteria, including that the minimum net density of residential development should be 30 dwellings per hectare, subject to criterion l) below ;**
- j) achieve a climate responsive and resource efficient design. Consideration should be given to location, orientation, density, layout, built form and landscaping and to energy efficiency and the use of renewable energy, including materials and technology;**
- k) foster inclusive design;**
- l) ensure that existing residential areas characterised by high standards of privacy and spaciousness are protected from overdevelopment and insensitive or inappropriate infilling.**

6.5.2 In the application of this policy regard should be given to the design considerations set out in national planning policy – PPW Chapter 4 Planning for Sustainability, TAN 12 Design and TAN 22 Planning for Sustainable Buildings – and to the LANDMAP Landscape Character Assessment SPG. This should help to ensure that new development meets the expectations of this plan, is fully integrated into its environment taking account of the character of the area and provides locally distinctive design solutions. In accordance with national planning policy, development proposals should include a Design and Access Statement where appropriate. These statements enable the applicants to demonstrate that they have properly considered the impact of their proposal and taken into account all relevant factors in the design of the scheme. The level of detail of the statement will vary according to the scale and complexity of the application.

6.5.3 With regard to criterion i) of Policy DES1, the net developable area excludes areas taken out for other uses such as employment or which are undevelopable for one reason or another. The net developable area includes internal access roads and incidental open space between houses, play areas etc.

6.5.4 This policy will be supported by SPG/ Design Guides, which will set out detailed design requirements and should be referred to accordingly.

### **AREAS OF AMENITY IMPORTANCE**

6.5.5 Green infrastructure, including areas of open space, are important in the built environment as they add to the character of many settlements and provide social, environmental and economic benefits, as detailed in Strategic Policy S13, including the mitigation of climate change impacts. The primary purpose of this policy is to protect and, where possible, improve the built environment by retaining the overall amenity value of the existing stock of green space. Existing designated areas of amenity open spaces are reaffirmed in the Deposit LDP but these will be reviewed as part of a 'Green Infrastructure' Study and associated Supplementary Planning Guidance.

### **Policy DES2 – Areas of Amenity Importance**

**Development proposals on areas of amenity importance will only be permitted if there is no unacceptable adverse effect on any of the following:**

- a) the visual and environmental amenity of the area, including important strategic gaps, vistas, frontages and open spaces;**
- b) the relationship of the area of amenity importance to adjacent or linked areas of green infrastructure in terms of its contribution to the character of the locality and / or its ability to relieve the monotony of the built form;**
- c) the role of the area as a venue for formal and informal sport, general recreation and as community space, expressed in terms of actual usage and facilities available, as well as its relationship to general open space requirements as set out in policy CRF2;**
- d) the cultural amenity of the area, including places and features of archaeological, historic, geological and landscape importance; and**
- e) the nature conservation interest of the area, through damage to, or the loss of, important habitats or natural features (policy NE1 applies)**

## **ADVERTISEMENTS**

- 6.5.6** This policy sets out detailed criteria for assessing advertisement proposals and aims to ensure that such proposals are strictly controlled in order to protect the special quality, character and distinctiveness of the County. Particular scrutiny will be given to proposals affecting the BILWHS, Wye Valley AONB and Brecon Beacons National Park, as detailed in policies LC2, LC3 and LC4. Further guidance on the control of outdoor advertisements is set out in PPW and should be referred to accordingly.

### **Policy DES3 – Advertisements**

**Proposals for advertisements will only be permitted where:**

- a) having regard to the existing number and siting of advertisements in the locality the proposal would not result in an unacceptable clutter of advertisements;**
- b) if located within the open countryside they would not unacceptably detract from the rural setting of the locality;**
- c) if located in a Conservation Area, they would not unacceptably detract from the character or appearance of the area and if a hanging sign, would not result in undue visual clutter. They should be of an appropriate size and materials for the building from which they hang with a traditional bracket;**
- d) if located within the open countryside or Conservation Areas, illumination is only appropriate to uses that reasonably expect to trade at night.**

## ADVANCE TOURISM SIGNS

- 6.5.7 While Strategic Policy S11 supports sustainable tourism development, it is essential that Monmouthshire's special quality, character and distinctiveness is protected in accordance with Strategic Policy S17. This policy therefore seeks to ensure that proposals for advance tourism signs off the highway are strictly controlled.

### Policy DES4 – Advance Tourism Signs

**Advance tourism signs for facilities off the highway will only be permitted where:**

- a) they are kept to a minimum in number;**
- b) the need for the advertisement is for directional purposes only;**
- c) the sign is not illuminated;**
- d) existing means of support are used, wherever possible; and**
- e) the sign complies with the criteria set out in Policy DES3.**

## HISTORIC ENVIRONMENT

- 6.5.8 Monmouthshire is renowned for its rich, high quality historic environment which is reflected in the wealth of conservation areas, listed buildings and scheduled ancient monuments within the County. The built environment heritage is widely recognised as one of the County's key tourism and amenity assets. These assets are irreplaceable and any detrimental impact upon them can have significant cultural, environmental, economic and social costs. It is essential therefore, that the County's historic environment is preserved and, where possible, enhanced.
- 6.5.9 This section sets out a number of detailed policies which seek to preserve and enhance Monmouthshire's historic environment.
- 6.5.10 There are 31 Conservation Areas within Monmouthshire which include a wide spectrum of different areas, from market towns and rural villages to medieval castles. These are listed below and their boundaries shown on the Constraints Map.

**Abergavenny town and Pen-y-Fal**  
**Bettws Newydd**  
**Caerwent**  
**Caldicot Castle**  
**Chepstow**  
**Dixton**  
**Grosmont**  
**Hendre**  
**Itton**  
**Llanarth**  
**Llandenny**

**Magor**  
**Mathern**  
**Monmouth**  
**Mounton**  
**Raglan**  
**Rockfield**  
**Rogiet Llanfihangel**  
**St Arvans**  
**Shirenewton**  
**Skenfrith**  
**Tintern**

Llandogo  
Llanhennock  
Llanover  
Llantilio Crossenny

Tredunnoch  
Trellech  
Usk  
Whitebrook

- 6.5.11 An ongoing programme of Conservation Area Appraisals is currently being undertaken which may yield further changes to existing Conservation Areas and the designation of additional Conservation Areas. Some appraisals suggest making Article 4 Directions to remove permitted development rights in Conservation Areas – this will be considered further outside the LDP process.
- 6.5.12 Monmouthshire has 2,146 Listed Buildings in 2011, of which 2% are Grade 1, 10% are Grade II\* and 88% are Grade II.
- 6.5.13 Monmouthshire is also an important county for archaeology, with 185 Scheduled Ancient Monuments and 13 Areas of Special Archaeological Sensitivity in 2011. These cover the settlements and environs of Abergavenny, Caerwent, Caldicot, Chepstow, Grosmont, Magor with Undy, Monmouth, Raglan, Rogiet and the Gwent Levels, Skenfrith, Trellech, Usk and Whitecastle. Prospective developers within these areas are particularly advised to contact GGAT for an opinion of the archaeological potential of their sites and for advice on whether an assessment or evaluation is necessary.

## CONSERVATION AREAS

- 6.5.14 **PPW, Chapter 3 Conserving the Historic Environment, and Circular 61/96 Planning and the Historic Environment**, set out clear statements of national development control policy for Conservation Areas and should be referred to accordingly. This includes the re-use of non-listed buildings, demolition, trees and advertisements in Conservation Areas and are therefore not repeated here as separate policies.

## DEVELOPMENT IN CONSERVATION AREAS

- 6.5.15 Given the significant number of Conservation Areas within Monmouthshire and their contribution to the County's special quality and distinctive character, it is essential to protect and enhance their character and appearance. Policy HE1 sets out detailed criteria for assessing development proposals in Conservation Areas and, where appropriate, aims to ensure that the findings of Monmouthshire's Conservation Area Appraisals are fully taken into account when considering development proposals. In the assessment of planning applications the Council will seek to preserve and enhance the special character and appearance of Conservation Areas.

### **Policy HE1 – Development in Conservation Areas**

**Within Conservation Areas, development proposals should, where appropriate, have regard to the Conservation Area Appraisal for that area and will be permitted if they:**

- a) preserve or enhance the character and appearance of the area and its landscape setting;**
- b) have no serious adverse effect on significant views into and out of the Conservation Area;**
- c) have no serious adverse effect on significant vistas within the area and the general character and appearance of the street scene and roofscape;**
- d) use materials appropriate to their setting and context and which protect or enhance the character and appearance of the Conservation Area; and**
- e) pay special attention to the setting of the building and its open areas.**

**Where development is acceptable in principle it should complement or reflect the architectural qualities of adjoining and other nearby buildings (unless these are harmful to the character and appearance of the area) in terms of its profile, silhouette, detailing and materials. However, good modern design may be acceptable, particularly where new compositions and points of interest are created.**

- 6.5.16 The Council's ongoing programme to appraise its Conservation Areas will provide a robust policy framework for the future management and enhancement of each conservation area. Each appraisal will provide a clear and agreed definition of those features which contribute to the special character, appearance and historic interest of the area. Once finalised, the appraisals will be adopted as SPG and will carry significant weight in the determination of planning applications.

## UNLISTED BUILDINGS IN CONSERVATION AREAS

- 6.5.17 This policy sets out the detailed criteria that will be taken into account in assessing proposals for works to unlisted buildings in Conservation Areas. It seeks to ensure that the conversion, alteration and extension of such buildings make a positive contribution to Conservation Areas.

### **Policy HE2 – Alterations to Unlisted Buildings in Conservation Areas**

**Proposals for the alteration, extension or conversion of existing buildings in Conservation Areas must take into account:**

- a) the desirability of retaining, restoring or replacing historic features and details of buildings, including garden or forecourt features, boundary walls, paving etc;**
- b) whether the details of the proposed works properly respect the proportions, materials and construction of the existing building;**
- c) the effect on the setting of the building and its surroundings;**
- d) the effect of introducing new uses into a Conservation Area in terms of parking and servicing arrangements and the detailed design of such arrangements.**

**Permission will be refused where proposals are unsympathetic to an existing building and /or detract from the overall character or appearance of the Conservation area.**

**Specialist recording, archiving and publishing may be required prior to the demolition of any historic building within a conservation area and may be required in other cases of alteration.**

- 6.5.18 The conversion, alteration and extension of existing buildings that make a positive contribution to Conservation Areas needs great care, but it is essential to keep buildings in productive use in the overall interest of conserving attractive areas. Unsympathetic extensions or alterations using inappropriate materials will not be permitted.
- 6.5.19 Conservation Area designation introduces control over the total or substantial demolition of unlisted buildings within conservation areas. Guidance on this is set out in PPW and Circular 61/96 and should be referred to accordingly.
- 6.5.20 In assessing proposals, regard should be had to the relevant Conservation Area Appraisals.

## DESIGN OF SHOP FRONTS IN CONSERVATION AREAS

- 6.5.21 This policy seeks to maintain high standards of shop front design in Conservation Areas. Shop fronts are an important element in the character and appearance of Conservation Areas and it is important that their design respects the historic and architectural form of the general street scene and the individual buildings in which the shops are set.

### **Policy HE3 – Design of Shop Fronts in Conservation Areas**

**In Conservation Areas the removal of traditional shop fronts will not be permitted. However, improvements to shop fronts will be permitted where they retain historic features and the proposed improvements are in character with the area. Proposals to replace modern shop fronts will be permitted where they:**

- a) replace or restore lost details which will enhance the conservation area;**
- b) use traditional materials and paint colours in favour of aluminium or UPVC;**
- c) integrate fully with the surrounding area, and where it replaces two or more units, respects the character of individual units;**
- d) have fascia boards and signing in keeping with the design and materials of the character of the building in which they are set; and**
- e) use unobtrusive security measures such as internal shutters, toughened glass or traditional timber shutters.**

- 6.5.22 Further guidance on the implementation of this policy will be provided in SPG on Shop Fronts.

### **LISTED BUILDINGS**

- 6.5.23 **PPW, Chapter 3 Conserving the Historic Environment, and Circular 61/96 Planning and the Historic Environment**, set out clear statements of national development control policy for listed buildings and should be referred to accordingly. This includes the preservation of listed buildings, optimum viable use and demolition, which are therefore not repeated here as separate policies.

### **SCHEDULED ANCIENT MONUMENTS AND ARCHAEOLOGICAL REMAINS**

- 6.5.24 **PPW, Chapter 3 Conserving the Historic Environment, and Circular 61/96 Planning and the Historic Environment**, set out clear statements of national development control policy for archaeological remains and should be referred to accordingly.

## ROMAN TOWN OF CAERWENT

- 6.5.25 This policy seeks to prevent new development within or adjoining the walls and ditches of the Roman Town of Caerwent, in order to ensure that the remains of the Town are left undisturbed and that its special character and openness is preserved.

### Policy HE4 – Roman Town of Caerwent

**General development within or adjoining the walls and ditches of the Roman town at Caerwent will not be permitted.**

- 6.5.26 The remains of the Roman town of Caerwent are acknowledged to be of European significance and to constitute one of the most important archaeological sites in Wales. The greater part of the Roman town has been designated as a Scheduled Ancient Monument. There has been a presumption against development within the Roman Town walls or in their vicinity since the 1954 Monmouthshire County Development Plan. The LDP continues this aim to ensure that the remains are left undisturbed.
- 6.5.27 The distinctive character and appearance of this part of the conservation area is assessed further in the Caerwent Conservation Area Appraisal.

## HISTORIC PARKS AND GARDENS

- 6.5.28 Monmouthshire is exceptionally rich in parks and gardens of historic interest, with over 40 identified in Part 1 of the Register of Landscapes, Parks and Gardens of Special Historic Interest in Wales. These are identified in Appendix XX and on the Constraints Map.
- 6.5.29 **PPW** sets out clear statements of national development control policy on historic parks and gardens and, therefore, is not repeated here as a separate policy. Chapter six, Conserving the Historic Environment, should be referred to for guidance on protecting historic parks and gardens and their settings.

## 7. SITE ALLOCATIONS

### STRATEGIC SITES

- 7.1 Policy S3 sets out five strategic sites that will meet a substantial part of the need for new housing allocations indicated in the table accompanying Policy S2. In addition to the standard planning obligation requirements set out in Policy S7 and to be detailed in SPG, each strategic site has specific requirements and/or issues that are dealt with in the site allocation policies below.

#### DERI FARM, ABERGAVENNY

- 7.2 This Greenfield site comprises 8.5 hectares and is located on the northern edge of Abergavenny adjacent to the suburb of Mardy and lying to the south of the boundary of the Brecon Beacons National Park. Dwr Cymru Welsh Water have advised that the development of this site should not be released until after 1 April 2014 to enable completion of the improvement works to the Waste Water Treatment Works at Llanfoist.

#### **Policy SAH1 – Deri Farm, Abergavenny**

**8.5 hectares at the Deri Farm, Abergavenny, site are allocated for a residential development of 300 dwellings, to be phased over the LDP period. Planning permission will be granted provided that:**

- a) A Section 106 Agreement has been signed that, in addition to standard requirements, includes provision for the removal of the existing electricity pylons on and adjacent to the site and under grounding of the associated overhead electricity cables;**
- b) A Section 106 Agreement has been signed that, in addition to standard requirements, includes provision for any necessary sustainable travel contributions to mitigate any adverse implications for the highway network linking the site to the centre of Abergavenny;**
- c) No dwelling shall be occupied until after 1 April 2014.**

#### CRICK ROAD, PORTSKEWETT

- 7.3 This is a Greenfield site (although allocated for employment development in the UDP) that comprises 9.6 hectares and is located on the north-western side of Portskewett, with residential development to the south-east and commercial development to the west. The UDP employment site includes an area of around 1.33 hectares to its western side that is not included within the residential allocation. This is because it has not come forward as a candidate site so that its deliverability cannot be guaranteed. The Village Development Boundary for

Portskewett is drawn around this additional area of land, however, and its development for employment or residential purposes would be likely to be acceptable in principle subject to detailed planning considerations. There is potential for providing around 2 hectares of employment land if the Crick Road site is extended to include the adjoining land within the development boundary. The allocated site of 9.6 hectares includes a steeply sloping elevated area on the eastern side of the site that it is considered should not be developed but retained as amenity open space. Also, there is an existing/potential flood storage area for surface water to the south of the site that it is intended to retain as open space. The net site area, therefore, is 7.42 hectares giving a proposed net density of 34 dwellings per hectare. The site is located on the Great Spring SPZ1. Any future planning application for the site, therefore, would need to be accompanied by a Preliminary Risk Assessment in relation to any potential impacts on the aquifer.

#### **Policy SAH2 – Crick Road, Portskewett**

**9.6 hectares at the Crick Road, Portskewett, site are allocated for mixed use residential and employment development. Planning permission will be granted provided that:**

- a) No more than 250 new dwellings are provided, to be phased over the Plan period;**
- b) A Section 106 Agreement has been signed that, in addition to standard requirements, includes provision for making a financial contribution to improving employment infrastructure in the Caldicot/Portskewett area, or in association with adjoining land that is within the Village Development Boundary makes provision for 2 hectares of serviced land for industrial and business development (Class B1 of the Town and Country (Use Classes) Order);**
- c) A Section 106 Agreement has been signed that, in addition to standard requirements, includes provision for any necessary off-site works to improve pedestrian access to and from the site, particularly in relation to the centre of Portskewett and to employment, shopping and community facilities in nearby Caldicot.**

## FAIRFIELD MABEY, CHEPSTOW

- 7.4 This brownfield site lies to the east of the built-up area of Chepstow, between a railway embankment and the River Wye. It is currently in use for heavy industry but the occupiers wish to re-locate from the site to Newhouse Park on the outskirts of Chepstow where they have recently set up another industrial enterprise. The overall site area is 18.9 hectares but this includes the former Beaufort Quarry, which would not be suitable for development, leaving an overall area of 16.1 hectares. In addition, the River Wye adjacent is a Special Area of Conservation and a Site of Special Scientific Interest and there is a need to provide a 'buffer' area to the riverbank, together with a riverside walkway. The site is also seen as having a potential for mixed-use development to provide some employment opportunities to compensate for the loss of the existing employment site (albeit that the existing employment use is likely to be relocated locally) and help alleviate the shortage of new employment land within Chepstow. This is likely to reduce the net developable area to around 9.5 hectares. At a density of 30 dwellings per hectare, this would give potential for 285 dwellings. It is considered, however, that this should be phased to be completed beyond the plan period in order to avoid too fast a rate of growth in Chepstow, given that it has been resolved to grant planning permission subject to a Section 106 Agreement for 169 dwellings at the Osborne International site, which was originally included in 'Lower Chepstow' strategic housing allocation put forward in the LDP Preferred Strategy. A small part of the site, on its eastern edge adjacent to the River Wye, is identified on the TAN15 DAM Maps as being undefended tidal flood plain. The location of site adjacent to Chepstow Railway Station and close to the Town Centre provides opportunities for sustainable transport, walking and cycling.

### **Policy SAH3 – Fairfield Mabey, Chepstow**

**16.1 hectares at the Fairfield Mabey, Chepstow, site are allocated for a mixed use residential and employment development. Planning permission will be granted provided that:**

- a) No more than 240 new dwellings are provided during the LDP period;**
- b) Provision is made within the site for 3 hectares of serviced land for industrial and business development (Class B1 of the Town and Country Planning (Use Classes) Order), unless it can be demonstrated that a reduced area would be appropriate by means of an equivalent amount of other employment and wealth creating opportunities contributing to sustainable economic growth being provided within the development proposals. The serviced employment land shall include an area for four starter business units to be financed from the adjoining Osborne International redevelopment site;**
- d) It can be demonstrated that traffic flows can be satisfactorily accommodated and air quality standards met in relation to the highway network leading to the site and a Section 106 Agreement has been signed that, in addition to standard requirements, includes provision for any necessary off-site highway works to ensure that this is achieved;**
- e) The Section 106 Agreement will include provision for any necessary off-site works to improve pedestrian access to and from the site, particularly in relation to the Chepstow town centre, and to assist in taking advantage of other opportunities for sustainable transport in relation to the proximity of the adjoining Chepstow railway station;**
- f) The Section 106 Agreement will make provision for a riverside walkway and cycling track, subject to compliance with criterion f);**
- g) project level Habitats Regulations Assessment can satisfactorily demonstrate that appropriate mitigation and compensatory measures (if required) can be taken during the construction and operation of the scheme to avoid adverse effects (either direct or indirect) on the integrity of the River Wye SAC.**

## WONASTOW ROAD, MONMOUTH

- 7.5 This is a Greenfield site (although it includes 6.5 hectares allocated for employment development in the UDP) on the western side of Monmouth. The overall site area is 26.9 hectares but if an area in the 1 in 1000 year flood plain is excluded together with a SINC and the employment area then this leaves 10 hectares for residential development. In employment terms, this site is considered to be particularly suited for the provision of green and low carbon technology and knowledge intensive / high technology enterprises as identified in Strategic Policy S8.

### **Policy SAH4 – Wonastow Road, Monmouth**

**26.9 hectares at the Wonastow Road, Monmouth, site are allocated for a mixed use residential and employment development. Planning permission will be granted provided that:**

- b) No more than 370 new dwellings are provided, to be phased over the LDP period;**
- c) The master plan for the development takes account of the identified flood plain and SINC at the site;**
- d) Provision is made within the site for 6.5 hectares of serviced land for high quality industrial and business development (Class B1 of the Town and Country Planning (Use Classes) Order);**
- e) It can be demonstrated that traffic can be satisfactorily accommodated in relation to the highway network leading to the site and a Section 106 Agreement has been signed that, in addition to standard requirements, includes provision for any necessary off-site highway works to ensure that this is achieved.**
- f) It can be satisfactorily demonstrated that the site can be developed with no adverse consequences from surface water flooding and no worsening of flooding conditions in the vicinity of the site and a Section 106 Agreement has been signed that, in addition to standard requirements, includes provision for any necessary works to achieve the requirements of this criterion;**
- g) A Section 106 Agreement has been signed that, in addition to standard requirements, makes provision for any necessary off-site works to improve pedestrian access to and from the site.**

## ROCKFIELD FARM, UNDY

- 7.6 This is a Greenfield site comprising 10.4 hectares on the north-eastern side of Undy. The extent of the site has been limited by a safeguarding area for the M4 Relief Road to the north and amenity open space and a safeguarding route for a Magor/Undy by-pass to the south. There is also a potential SINC within the site, leaving a net residential area at the site of 5.8 hectares, once the 4 hectare employment allocation is allowed for.

### **Policy SAH5 – Rockfield Farm, Undy**

**10.4 hectares at the Rockfield Farm, Undy, site are allocated for a mixed use residential and employment development. Planning permission will be granted provided that:**

- a) No more than 200 new dwellings are provided during the LDP period;**
- b) Provision is made within the site for 4 hectares of land for industrial and business development (Class B1 of the Town and Country Planning (Use Classes) Order);**
- c) The master plan for the development takes account of the SINC at the site;**
- d) A Section 106 Agreement has been signed that, in addition to standard requirements, includes provision for any necessary off-site highway improvements to the highway network through Magor/Undy;**
- e) A Section 106 Agreement has been signed that, in addition to standard requirements, includes provision for making a financial contribution to improving employment infrastructure in the Magor/Undy area;**
- f) A Section 106 Agreement has been signed that, in addition to standard requirements, includes provision for making an enhanced financial contribution to community facilities in the Magor/Undy area;**
- g) It is ensured that safeguarding routes for a potential Magor/Undy by-pass and for a potential M4 Relief Road are not prejudiced by the development.**

## OTHER HOUSING SITES

### URBAN SITES

#### Tudor Road, Wyesham

- 7.7 This site comprises 2.05 hectares on the eastern side of Wyesham, a suburb of Monmouth. It lies adjacent to the Wye Valley Area of Outstanding Natural Beauty. A low density is proposed in order that the higher parts of the site can be left free of development and an appropriate buffer be provided between housing and the boundary of the AONB.

#### **Policy SAH6 – Tudor Road, Wyesham**

**2.05 hectares at the Tudor Road, Wyesham, site are allocated for a residential development of around 35 dwellings. Planning permission will be granted provided that:**

- b) Provision is made, as part of the affordable housing requirement for the site, for one dwelling to be a special care facility;**
- c) The layout of any proposal makes provision for an appropriate buffer zone between any residential development and the boundary of the Wye Valley Area of Outstanding Natural Beauty.**

## RURAL SITES

### Rural Secondary Settlements

- 7.8 The rural settlements of Usk, Raglan and Penperlleni are relatively sustainable in that they have a reasonably wide range of community facilities and, therefore, are considered suitable for some small scale residential developments. These are allocated under Policy SAH7 below:

#### **Policy SAH7 – Rural Secondary Settlements**

**The following housing allocations are made in the rural secondary settlements of Usk, Raglan and Penperlleni. Planning permission will be granted for the residential development subject to detailed planning considerations:**

- H7(i) Cwrt Burrium, Monmouth Road, Usk. 0.66 hectares 20 dwellings.**
- H7(ii) Chepstow Road, Raglan. 1.5 hectares. 45 dwellings.**
- H7(iii) Land to south of School Lane, Penperlleni, 1.34 hectares 40 dwellings.**

### Main Villages

- 7.9 The LDP spatial strategy makes provision for small-scale housing allocations in all Main Villages as designated under Strategic Policy S1 (except for St. Arvans where there are issues regarding Minerals Safeguarding Zones around the settlement). The primary purpose of these allocations is to provide affordable housing to meet the needs of local people and developments will be expected to comply with the requirements of Policy S4, i.e. that 60% of dwellings are affordable. The maximum number of dwellings that will be permitted on any allocated site will be 15, although this amount may be smaller in certain villages, as set out in Policy H8 below and shown on the Proposals Map. Certain sites have specific requirements that have been identified through the site assessment/consultation process and these are listed below. Generally, development briefs will be prepared for each site setting out the issues that any planning application will need to respond to, including village form, design and materials of existing buildings, landscape, biodiversity and access.

## **Policy SAH8 – Main Villages**

The following housing allocations are made in the Main Villages as designated in Policy S1. Planning permission will be granted for the residential development of these sites subject to detailed planning considerations:

- H8(i) (a)** Land adjacent to village hall, Cross Ash. Maximum 10 dwellings.
- H8(i)(b)** Land adjacent to Cross Ash Garage. Maximum 5 dwellings.
- H8(ii)** Land at Well Lane, Devauden. Maximum 15 dwellings.
- H8(iii)** Land to south east of Dingestow. Maximum 15 dwellings.
- H8(iv)** Land to west of Grosmont. Maximum 15 dwellings, subject to provision of community open space (play area/allotments).
- H8(v)** Land to the north of Little Mill. Maximum 15 dwellings.
- H8(vi)** Land to rear of village hall, Llanddewi Rhydderch. Maximum 5 dwellings.
- H8(vii)** Land to the east of Llandogo. Maximum 15 dwellings.
- H8(viii)** Land to the north west of Llanellen. Maximum 15 dwellings.
- H8(ix)** Land at Ton Road, Llangybi. Maximum 10 dwellings.
- H8(x)(a)** Land to the rear of the Carpenter's Arms, Llanishen. Maximum 5 dwellings.
- H8(x)(b)** Land adjacent Church Road, Llanishen. Maximum 5 dwellings.
- H8(xi)** Land to the north of Llanvair Kilgeddin. Maximum 5 dwellings.
- H8(xii)** Land to west of Mathern. Maximum 15 dwellings.
- H8(xiii)** Land to the south west of Penallt. Maximum 10 dwellings.
- H8(xiv)** Hill Farm, Pwllmeyric. Maximum 15 dwellings.
- H8(xv)(a)** Land to east of Shirenewton (south of minor road). Maximum 5 dwellings.
- H8(xv)(b)** Land to east of Shirenewton (north of minor road). Maximum 5 dwellings.
- H8(xvi)** Land adjacent Trellech School. Maximum 15 dwellings, subject to vehicular access being from the B4293 only, improved pedestrian facilities to the village and provision of car parking area for the adjoining school.
- H8(xvii)** Land adjacent Wern Gifford, Pandy. Maximum 15 dwellings, subject to development avoiding flood plain, protection and enhancement of adjoining Scheduled Ancient Monument and provision of community open space (play area/allotments).

## EMPLOYMENT SITES

### IDENTIFIED INDUSTRIAL AND BUSINESS SITES

- 7.10 Strategic Policy S9 sets out the requirement to provide for a suitable range and choice of sites for industrial and business development in the County (classes B1, B2 and B8 of the Town and Country Planning Use Classes Order 1987). Policy SAE1 below identifies these new employment sites and they are plotted on the Proposals Map.

#### Policy SAE1 – Identified Industrial and Business Sites.

The following sites are identified for new industrial and business development (classes B1, B2 and B8 of the Town and Country Planning Use Classes Order 1987):

Site ref.	Site Name	Area (Ha)	Area with p/p	Area not dev.	Use Class	Job Potential
E1a	Wales One, Magor (West)	4.0	0	0	B1	1289
E1b	Quay Point, Magor	19.6	19.6	19.6	B1,B2, B8	1962
E1c	Gwent Europark, Magor	13.3	7.5	13.3	B8	581
E1d	Westgate Business Park, Llanfoist	5.0	3.5	5.0	B1, B2	576
E1e	Ross Road, Abergavenny	1.5	0	1.5	B1, B2,	158
E1f	Newhouse Farm, Chepstow	4.0	0	4.0	B2, B8	200
E1g	South Woodside, Usk	1.3	1.3	1.3	B1	142
E1h	Pill Row, Severnbridge Ind. Est., Caldicot	1.0	0	1.0	B1, B8	106
E1i	Severnbridge Central, Caldicot	0.58	0.33	0.58	B1, B8	67
E1j	Beaufort Park, Chepstow	0.42	0.42	0.42	B1	50
		50.7	32.7	46.7		

- 7.11 Any proposals for site E1g South Woodside, Usk must be accompanied by a project level Habitats Regulations Assessment that can satisfactorily demonstrate that appropriate mitigation measures (if required) can be taken during construction and operation of the scheme to avoid adverse effects (either direct or indirect on the integrity of the River Usk SAC).

- 7.12 Sites E1c, E1g and E1h lie within Class C1 flood plains as identified by the TAN15 DAM maps. Any planning applications for these sites will require a flood consequences assessment.

### IDENTIFIED MIXED USE SITES

- 7.13 Three of the LDP Strategic Site allocations considered in the first part of this Chapter are for mixed use allocations that include land for employment development in addition to residential. These employment allocations are also identified in Policy SAE2 below.

#### Policy SAE2 – Identified Mixed Use Sites

**The following Mixed Use development sites will make provision for B1 employment land as specified:**

Site Ref.	Site Name	Area (Ha)	Job Potential
E2a	Wonastow Road, Monmouth	6.5	651
E2b	Fairfield Mabey, Chepstow	2.8	401
E2c	Rockfield Farm, Undy	4.0	516

### PROTECTED EMPLOYMENT SITES

- 7.14 Meeting the requirement set out in Policy S9 to provide for a suitable range and choice of sites for industrial and business development in the County also involves the protection of existing employment sites from alternative development. Development Management Policy E1 sets out the criteria against which development proposals for the alternative use of existing employment sites / premises will be assessed. The more significant existing employment sites in the County are identified in Policy SAE3 below, although Policy E1 will apply to all existing employment sites and premises even if not included in the following table.

### Policy SAE3 – Protected Employment Sites

The following existing sites as indicated on the Proposals Map are protected for industrial and business development (classes B1, B2 and B8 of the Town and Country Planning Use Classes Order 1987):

Site ref.	Site Name
E3a	Mill Street, Abergavenny
E3b	Lower Monk Street, Abergavenny
E3c	Union Road, Abergavenny
E3d	Hatherleigh Place, Abergavenny
E3e	Ross Road (Junction Yard), Abergavenny
E3f	School Hill, Chepstow
E3g	Station Road, Chepstow
E3h	Former Job Centre, Chepstow (?)
E3i	Bulwark Road, Chepstow
E3j	Beaufort Park, Chepstow
E3k	Newhouse Park, Chepstow
E3l	Wonastow Road, Monmouth
E3m	Mayhill/Hadnock Road, Monmouth
E3n	Tri-Wall, Wonastow Road, Monmouth
E3o	Magor Brewery
E3p	Severn Bridge, Caldicot
E3q	Cheesman's Industrial Estate, Rogiet
E3r	Progress Industrial Estate, Rogiet
E3s	Former Paper Mill, Sudbrook
E3t	Former Railway Goods Yard, Usk
E3u	Cuckoo's Row, Raglan
E3v	Raglan Enterprise Park
E3w	Mamhilad
E3x	Wales One, Magor

## TOURISM SITES

- 7.15 Tourism plays a significant part in the Monmouthshire economy and Strategic Policy S11 contains a presumption in favour of new proposals that promote tourism in the County, subject to detailed planning considerations, although new build tourism development in the countryside is carefully controlled in order to protect the natural environment, which itself is a major attraction for visitors to the area. Policy SAT1 below identifies specific opportunities for new visitor accommodation in the County.

### **SAT1 – Tourism**

**The following sites are identified as having potential for visitor accommodation, subject to detailed planning considerations:**

- h) Hendre Mansion, Monmouth – suitable for a new build hotel or conversion to hotel or other services accommodation and new build self-catering accommodation;**
- i) Piercefield House, Chepstow – potential for conversion to hotel and other serviced accommodation;**
- j) Croft-y-Bwla, Monmouth – suitable for new build hotel accommodation; and**
- k) Portal Road, Monmouth – suitable for new build hotel accommodation.**

## WASTE SITES

- 7.16 Strategic Policy S14 seeks to provide a choice of sites to meet WAG's requirement for 'the establishment of an integrated waste management network' by identifying those class B2 industrial sites considered as having potential for in-building waste management facilities. Policy SAW1 below identifies those employment sites and existing waste disposal or management sites that are considered suitable in principle for new facilities, although all applications for development will have to satisfy a detailed assessment of all environmental and highway impacts, in accordance with other LDP policies. The selection of sites has been informed by the *Monmouthshire Waste Management / Disposal Study (May, 2010)*. Only one of the sites, at Quay Point, Magor, is considered to have potential for meeting the requirement of the South East Wales Regional Waste Plan (RWP) – First Review 2008 to identify strategic sites, i.e. sites with capacity to serve more than one local authority area. This is because it is the only suitable site that has sufficient size for a strategic facility and that is in a location that has good access to the main population centres in the south east Wales region.

### Policy SAW1 – Identified Potential Waste Management Sites.

The following sites are identified as having potential for the location of in-building waste management facilities, subject to detailed planning considerations:

Site ref.	Site Name	Area (Ha)
W1b	Quay Point, Magor	19.2
W1d	Westgate Business Park, Llanfoist	5.0
W1e	Ross Road (including Junction Yard), Abergavenny	2.5
W1f	Newhouse Farm, Chepstow	4.0
W1(i)	Five Lanes, Caerwent	2.57
W1(ii)	Llanfoist Civic and Transfer Station	2.09
<b>Total</b>		<b>35.4</b>

## 8. MONITORING

- 8.1 Monitoring is an increasingly important part of evidence based policy making in order to assess whether the Plan's policies are achieving their objective and the LDP strategy is being delivered. It also provides an important check on whether the strategy is delivering sustainable development. The presence of clear mechanisms for implementation and monitoring forms one of the key tests for assessing the soundness of the plan<sup>1</sup>.
- 8.2 Local planning authorities are required to develop a monitoring framework to enable the collation of valuable information on the performance of LDP policies. The framework set out below comprises a series of indicators, targets and triggers for further action in relation to each strategic policy and will form the basis for assessing the effectiveness of strategic policies. It also indicates the linkages between the plan themes, objectives and strategic policies. This will provide a basis for the annual monitoring report (AMR).
- 8.3 The indicators have been developed in accordance with Assembly Government guidance on monitoring and where possible are based on core indicators<sup>2</sup>. In addition, a number of local indicators have been identified which will further assist in assessing the effectiveness of the strategic policies.
- 8.4 The indicators are associated with corresponding targets which provide a benchmark for policy implementation. Where appropriate, 'milestone' targets are included in order to determine whether the plan is progressing towards meeting the overall strategy. The Council will investigate any strategic policy that fails to meet its target.
- 8.5 Trigger levels have also been included for certain targets in order to identify any potential failings in policy implementation at an early stage. They will provide a clear indication of when policy targets are not being met or insufficient progress is being made towards meeting them. Where a trigger level is reached a detailed assessment of the related policy will be undertaken to determine whether the policy is functioning effectively.
- 8.6 Source data for each indicator is also provided in the framework. This identifies the sources of information that will be used for consistent data analysis.
- 8.7 The SA/SEA Scoping Report identifies the indicators that will be used to monitor progress on sustainability issues and more specifically sustainable development. These are set out in a separate framework which will be used as a tool for monitoring sustainable development in the plan area. Once the plan is adopted these indicators will also be monitored.
- 8.8 The information gathered through the monitoring framework and the SA/SEA monitoring framework will be reported in the annual monitoring report (AMR). Local planning authorities are required to produce AMR's following the adoption of

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<sup>1</sup> LDP Wales, WAG 2005; Guide to the Examination of Local Development Plans, Planning Inspectorate Wales

<sup>2</sup> Local Development Plans Manual 2006

LDPs in order to review the plan's progress and to assess the effectiveness of its policies and proposals. The AMR will identify actions that need to be taken to resolve any issues raised through the monitoring process. This could include amendments to policies in order to improve their effectiveness, and in more extreme cases could result in a review of part or of the whole plan. The AMR will report information covering the preceding financial year and will be submitted to the WAG by 31 October each year.

- 8.9 Irrespective of the AMR's findings, the Council is required to carry out a review of this whole plan every 4 years.
- 8.10 In accordance with WAG guidance, the Council will seek to integrate its approach to monitoring the LDP with other Council strategies and plans, in particular the monitoring of the Community Strategy. Where LDP objectives complement those in other strategies, monitoring will highlight common indicators and targets.

Strategic Policy LDP Objectives	Indicator	Target	Trigger for Further Investigation and Action	Source Data / Monitoring Method
<b>S1 Spatial Distribution of New Housing Provision</b>  LDP Objectives Supported: 1, 3, 4	Proportion of housing development within or adjoining the main towns, Severnside sub-region, primary rural settlements and main villages, as identified in Policy S1.	Provision of new housing development is broadly consistent with the spatial strategy set out in Policy S1	If the provision of new housing development does not accord with the spatial strategy investigate the reasons for the discrepancies	Planning applications database /JHLAS
<b>S2 Housing Provision</b>  LDP Objectives Supported: 1, 3, 4	<p>The number of additional general market and affordable dwellings built*</p> <p>Number of dwellings provided in accordance with the settlement hierarchy set out in Policy S2</p> <p>Housing land supply*</p> <p>Average density of housing permitted on allocated sites**</p>	<p>Up to 400 dwellings per annum to be built 2011-2021.</p> <p>Location of new residential development should correspond as closely as possible to the requirement set out in Policy S2:</p> <ul style="list-style-type: none"> <li>▪ 41% in main towns</li> <li>▪ 22% in Severnside settlements</li> <li>▪ 7% in secondary rural settlements</li> <li>▪ 30% in rural general</li> </ul> <p>Maintain a minimum 5 year housing land supply</p> <p>Meet target densities set out in site allocation policies SAH1 to SAH7</p>	<p>Further investigation if 20% less or greater than the LDP strategy build rate for 2 consecutive years</p> <p>Further investigation if housing provision does not accord with the requirement set out in Policy S2 by 2016</p> <p>Further investigation if less than a 5 year supply in any 1 year</p> <p>Further investigation if planning permissions granted that do not meet these densities</p>	<p>JHLAS</p> <p>JHLAS/planning applications database</p> <p>JHLAS</p> <p>JHLAS / planning applications database</p>



	Average house price	No target	+ / - 10% change from the base level	Home Track / Land Registry
	Average income	No target	+/- 10% change from the base level	NOMIS
<b>S5 Community and Recreation Facilities</b>  <b>LDP Objectives supported: 1, 5</b>	Number of community and recreation facilities granted planning permission	No target	None	Planning applications database
	Amount of community and recreation facilities lost to other uses.	Minimise the loss of community and recreation facilities.	Further investigation if there is a loss of 3 community / recreation facilities in any 1 year	Planning applications database
<b>S6 Retail</b>  <b>LDP Objectives supported: 1, 2</b>	Amount of major retail, office and leisure development permitted in town / local centres as a proportion of all major development (i.e. over 1,000 sq m) permitted**	The location of new retail and commercial floorspace should correspond as closely as possible to the strategic requirements set out in Policy S6.	Further investigation if the location of new retail and commercial development is contrary to Policy S6	Annual retail survey/ planning applications database
	Amount of retail development permitted in town /local centres as a proportion of all retail development permitted	The location of new retail floorspace should correspond as closely as possible to the strategic requirement set out in Policy S6 (i.e. focus new retail development in the County's main towns /local centres)	Further investigation if 10% new retail floorspace is developed outside town / local centres	Annual retail survey /planning applications database
	Percentage of vacant units within CSA of each town and local centre	No increase in the number of vacant units	Further investigation if vacancy rate increases for 2 consecutive years	Annual retail survey
	Percentage of A1 uses in the primary shopping frontages of Abergavenny, Caldicot, Chepstow and Monmouth	Percentage of A1 uses no less than % figures for sections of the towns' primary shopping frontages which will be set out in SPG	Further investigation if the percentage figures for each town fall below the targets set out in the SPG	Annual retail survey / planning applications database

<b>S7 Infrastructure Provision</b>  <b>LDP Objectives Supported: 1-6</b>	Investment secured for infrastructure provision through developer contributions	No specific target	None	S106 monitoring
<b>S8 Enterprise and Economy</b> <b>S9 Employment Sites Provision</b>  <b>LDP Objective Supported: 7</b>	Net employment land supply/development** and take-up of employment land	Maintain sufficient employment land to meet the identified take-up rate of 1.9 ha per annum.	Further investigation if insufficient employment land available to meet the identified take-up rate 1.9 ha per annum	Employment land monitoring
	Planning permissions granted for employment use by settlement	No specific target	None	Employment land monitoring
	Planning permissions granted for employment use by sector	No specific target	None	Employment land monitoring
	Amount of employment land lost to non employment uses	Minimise the loss of employment land	Further investigation if loss of over 1,000 sqm of employment land in any 1 year	Employment land monitoring/planning applications database
	Proportion of resident workforce working within Monmouthshire	Increase the proportion of resident workforce working within Monmouthshire by 10% over the plan period	Further investigation if proportion has not increased by 5% by 2016	WAG Commuting Stats
	Number of people in-commuting to Monmouthshire	No increase in in-commuting over the plan period	Further investigation if there is an increase in in-commuting by 2016	WAG Commuting Stats
	Number of people out-commuting from Monmouthshire	Reduce the level of out-commuting by 175 per annum over the plan period	Further investigation if target decrease has not been met by 2016	WAG Commuting Stats

<b>S10 Rural Enterprise</b>  <b>LDP Objectives</b> <b>Supported: 1, 3, 5, 7, 14</b>	Number of rural diversification schemes approved	No target	None	Planning applications database
<b>S11 Visitor Economy</b>  <b>LDP Objectives</b> <b>Supported: 1, 3, 5, 7</b>	Number of tourism schemes approved.  Number of tourism facilities lost through development, change of use or demolition	No target  Minimise the loss of tourism facilities	None  Further investigation if 2 or more facilities lost in any 1 year.	Planning applications database  Planning applications database
<b>S12 Sustainable Development</b>  <b>LDP Objectives</b> <b>Supported: 1, 8, 9, 10, 11</b>	Proportion of development on brownfield land as a percentage of all development permitted**  Amount of development (by TAN 15 category) permitted in C1 and C2 floodplain areas not meeting all TAN 15 tests**  Number of new dwellings that comply with the national Code for Sustainable Homes standard  Number of new non-residential developments of 1ha or more/ 1,000sqm or more built to national BREEAM standards	20% per annum  All developments to be compliant with TAN 15 requirements  All new dwellings achieve national standard as a minimum  All relevant non-residential new developments meet national BREEAM standards	Further investigation if + / - 10%  Further investigation if planning permission is granted contrary to TAN15 requirements. Consideration given to whether it was suitable to grant consent and whether policies need to be reviewed.  100% meeting the national standard. Further investigation if not met.  100% meeting the standard. Further investigation if not met.	Planning applications database  Planning applications database  Planning applications database  Planning applications database

	Number of new developments that incorporate on-site renewable energy generation	No target	None	Planning applications database
<b>S13 Landscape Character</b> <b>S14 Green Infrastructure</b> <b>S15 Natural Environment / Biodiversity</b>  <b>LDP Objective Supported: 8</b>	Amount of Greenfield land lost to development which is not allocated in the development plan**	Minimise the loss of non-allocated Greenfield land	Further investigation if any loss of non-allocated greenfield land	Planning applications database
	Amount of public open space / playing fields lost to development which is not allocated in the development plan**	Minimise the loss of open space / playing fields to development that is not allocated in the development plan	Further investigation if any loss of open space not allocated in the development plan.	Planning applications database
	Change in areas and populations of biodiversity importance – including change in priority habitats and species / change in designated areas	As a minimum development causes no net loss of biodiversity of acknowledged importance	Further investigation if there is a recorded net loss in areas and populations of biodiversity importance. Review and strengthen LDP policies as necessary.	LBAP
	Developments permitted / completed that are within, or likely to adversely effect, internationally / nationally important nature conservation areas	None adversely affected	Further investigation if there is recorded damage or fragmentation of designated sites / habitats. Review and strengthen LDP policies as necessary.	Planning applications database
	Developments granted planning permission that cause harm to the overall nature conservation value of locally designated sites	Minimise developments that would cause harm to the overall nature conservation value of locally designated sites	Further investigation if 1 or 2 developments result in overall harm for 2 consecutive years, or 3 or more developments result in overall harm in any 1 year	Planning applications database / LBAP

	<p>Number of new developments delivering habitat creation and restoration</p> <p>Sample of planning applications granted with the potential for significant landscape implications</p>	<p>Increase number of new developments delivering habitat creation / restoration</p> <p>All development to contribute to high quality well designed environment</p>	<p>None</p> <p>Further investigation if monitoring results are negative</p>	<p>S106 monitoring</p> <p>County Council Design Panel and peer review</p>
<p><b>S16 Waste</b></p> <p><b>LDP Objective Supported: 12</b></p>	<p>Amount of waste management capacity permitted expressed as a percentage of the total capacity required as identified in the Regional Waste Plan**</p>	<p>Aim to provide between 2.2 and 5.6 hectares for new in-building waste management facilities located on appropriate B2 employment sites over plan period</p>	<p>Further investigation if no new facilities are granted planning permission by 2016.</p>	<p>Planning applications database /Annual monitoring survey</p>
<p><b>S17 Minerals</b></p> <p><b>LDP Objective Supported: 12</b></p>	<p>Extent of primary land-won aggregates resources as a percentage of total capacity identified in the Regional Technical Statement **</p> <p>Number of permitted permanent non-mineral developments on safeguarded sites</p>	<p>A minimum land bank of 10 years to be maintained</p> <p>Minimise the number of permanent non-mineral developments on safeguarded sites.</p>	<p>Further investigation if 10 years land bank is not maintained</p> <p>Further investigation if any such developments permitted</p>	<p>South Wales Regional Aggregates Working Party Monitoring Report.</p> <p>Planning applications database</p>
<p><b>S18 Transport</b></p> <p><b>LDP Objectives Supported: 1-6, 9, 13</b></p>	<p>Number of improvements to transport secured through S106 agreements</p>	<p>No target</p>	<p>None</p>	<p>S106 monitoring</p>
<p><b>S19 Place Making and Design</b></p>	<p>Number of conservation areas with an up-to-date character appraisal</p>	<p>100% by 2016</p>	<p>Further investigation if this target is not met</p>	<p>Conservation area monitoring</p>

<b>LDP Objectives Supported: 14, 15</b>	<p>Sample of planning applications granted for developments with the potential for significant design / environmental implications</p>	<p>All development to contribute to the creation of a high quality well designed environment</p>	<p>Further investigation if monitoring results are negative</p>	<p>County Council Design Panel and peer review</p>
	<p>Sample of planning applications granted for developments with the potential for significant impact on buildings of historic / archaeological interest, scheduled ancient monuments and conservation areas adversely affected by development.</p>	<p>No adverse impact on the historic environment</p>	<p>Further investigation if any development adversely affects the historic environment</p>	<p>County Council Design Panel and peer review</p>

\* Indicators prescribed in LDP Regulation 37

\*\*Core indicators for LDP monitoring, LDP Manual

## APPENDIX A: LDP STUDIES

A number of background studies have been produced and provide part of the evidence base for the LDP:

- Affordable Housing Viability Study (October 2010)
- Affordable Housing /Strategic Viability Study: Supplementary Report – Strategic Sites (May 2011)
- Designation of Special Landscape Areas (July 2010)
- Ecological Site Assessments in Monmouthshire (February 2010)
- Ecological Assessments of Candidate Site Addendum Sites and Other Additional Sites (June 2010)
- Ecological Assessments of Potential Village Sites (July 2010)
- Ecological Assessments of Additional Potential Village Sites (September 2010)
- Ecological Connectivity Study (May 2010)
- Employment Sites and Premises Review (August 2008)
- Employment Sites and Premises Review Addendum Study (August 2010)
- 'Former Gwent' Aggregates Safeguarding Study (May 2009)
- Function and Hierarchy of Settlements Study (October 2008)
- Green Space Study (September 2010)
- Gypsy and Traveller Accommodation Needs and Sites Study (December 2009)
- Highways Assessment of Candidate Sites in Main and Secondary Settlements (December 2009)
- Highways Assessments of Main Village Sites (June 2010)
- Highways Assessments of Additional Potential Village Sites (September 2010)
- Housing Background Paper (October 2008)
- Landscape Sensitivity and Capacity Study Final Report (October 2009)
- Landscape Study Draft Report: Main Settlement Summaries (June 2010)
- Landscape Sensitivity and Capacity Study: Main Villages and H4 Settlements (June 2010)
- Local Housing Market Assessment Update (June 2010)
- Open Space Study (December 2008)
- Renewable Energy and Energy Efficiency Study (May 2010)
- Retail and Leisure Study (April 2010)
- Strategic Flood Consequences Assessment Stage 1 (March 2009)
- Strategic Flood Consequences Assessment Stage 2 (November 2009)
- Strategic Transport Study (February 2009)
- Urban Housing Potential Study (July 2008)
- Waste Management Capacity Study (September 2010)
- Waste Management /Disposal Sites Study (May 2010)

# **APPENDIX B:**

## **SELF ASSESSMENT SOUNDNESS TEST**

### **Introduction**

The LDP process must satisfy the tests of soundness identified in Local Development Plans Wales (WAG, 2005) which states that 'the presumption will be that the LDP is sound unless it is shown to be otherwise as a result of evidence considered throughout the examination'.

This section sets out the ten tests of soundness and the Council's assessment of its progress in meeting each of them, as required by LDP Regulation 22.

### **PROCEDURAL TESTS**

#### **P1: It has been prepared in accordance with the Delivery Agreement including the Community Involvement Scheme**

The Monmouthshire Delivery Agreement was published in November 2007, with revisions to the timetable for the preparation of the LDP consulted upon in May/ June 2011. The revision was required as result of the additional informal consultation stages that have been undertaken following the publication of the Preferred Strategy. The Delivery Agreement sets out the process for the preparation of the plan and SA/SEA, together with the Community Involvement Scheme which indicates how and when individuals and organisations can become involved in the preparation of the LDP.

Compliance with this test will be proven by a check against the main procedures outlined in the Delivery Agreement. The Consultation Report will accompany the Deposit LDP when it is placed on Deposit and will set out a record of the key LDP and SA/SEA stages undertaken and consultation on the LDP. The following consultation reports have been published to date:

- Pre-Deposit Participation Report of Consultation (March 2009)
- Report of Consultation on Preferred Strategy (including Recommendations of Further Work) (January 2010)
- Report of Consultation on Proposed Rural Housing Allocations (November 2010)

#### **P2: The Plan and its policies have been subject to sustainability appraisal including Strategic Environmental Assessment (SEA)**

The Council has complied with the requirement to undertake a sustainability appraisal (incorporating SEA) of the LDP. Baker Associates have been appointed to provide professional assistance in undertaking the SA. The following keys stages of the SA have been completed:

- The **SA Scoping Report** was published for consultation in April / May 2008. This set out the sustainability characteristics of the LDP area and included baseline data collection, the review of plans, programmes, policies and strategies and stakeholder input, together with the suggested SA objectives, indicators and targets to be used to assess the future sustainability effects of the LDP.
- **SA of the LDP options** – this assessed the main sustainability implications of the growth and spatial options set out in the Options Report, and was used to inform the Preferred Strategy.
- The **Initial Sustainability Appraisal Report (ISAR)** was published for consultation alongside the LDP Preferred Strategy in June /July 2009. This provided an assessment of the LDP objectives, spatial options and strategic policies against the SA Framework and has been used to inform the Deposit LDP.
- The **Sustainability Appraisal Report (SAR)** provides the final baseline evidence, key sustainability issues and the final SA Monitoring Framework. It includes a comprehensive assessment of the Deposit LDP policies and site allocations against the SA Framework.

This has ensured that the key stages of LDP preparation have been subject to SA which has informed the Deposit Plan and enabled any amendments to be made to the document prior to its publication. Details of these changes will be set out in the SA/HRA Changes Log.

The LDP has also been subject to a Habitat Regulations Assessment (HRA), with Enfusion Ltd appointed to undertake the later stages of this process. The following stages of the HRA have been undertaken:

- A **HRA Screening Report** of the Preferred Strategy proposals, prepared by Baker Associates, was issued for consultation alongside the Preferred Strategy in June /July 2009
- **Review of the Screening Report** was undertaken in September 2010.
- The **Full HRA/ Appropriate Assessment (AA)** has been prepared alongside this Deposit Plan and includes a full and detailed review of LDP policies and proposals on European sites of nature conservation importance.

The Sustainability Appraisal Report and Habitat Regulations Assessment will be consulted upon simultaneously with the Deposit LDP.

## CONSISTENCY TESTS

### **C1: It is a land use plan that has regard to other relevant plans, policies and strategies relating to the area or adjoining areas**

Chapter 2 of this document examines the national, regional and local policy context within which the Deposit LDP has been prepared and which has informed its approach.

Regional collaboration and linkages with neighbouring local authorities are also identified in Chapter 2. Regular discussions at the regional level and with neighbouring local planning authorities have ensured that matters of mutual interest are adequately addressed through the LDP.

The SAR also includes a review of the plans, policies and strategies that have been taken into consideration in undertaking the SA/SEA of the LDP.

The Deposit Plan has regard to those aspects of the plans, strategies and policies that have implications for the LDP.

The Consultation Report will contain further information on the public consultation and collaborative working that has taken place in conjunction with LDP preparation.

#### **C2: It has regard to national policy**

Chapter 2 of this document identifies the national policy context within which the LDP has been prepared and which has informed its approach. The LDP vision, objectives, strategy and policies have been prepared with regard to national policy. The policies and proposals of the Deposit LDP are therefore considered to be consistent with national policy. References to relevant legislation, directives and national policy guidance are provided where appropriate throughout the Plan. The Council has sought to ensure that the LDP does not repeat national policy and to only include policies that are locally distinctive to Monmouthshire.

#### **C3: It has regard to the Wales Spatial Plan**

Chapter 2 of this document sets out the Wales Spatial Plan (WSP) framework and its implications for Monmouthshire. Its implications for the Plan's growth and spatial options are set out in the justification reports relating to the level of housing provision and the spatial distribution of housing development.

The Deposit LDP has been developed in accordance with and reflects the vision and objectives for the WSP South East Wales area (The Capital Network). In addition, the key issues and objectives set out in Chapter 4 and the policy framework reflect the five guiding themes of the WSP.

#### **C4: It has regard to the Community Strategy**

Chapter 2 of this document refers to the Monmouthshire Community Strategy as the overarching framework for all other plans and strategies in the Authority, including the LDP.

The Deposit Plan has been prepared within the context of the Community Strategy and is considered to be consistent with it. The vision of the Community Strategy has been drawn directly from the LDP (Chapter 4 refers). The LDP seeks to support those elements of the Community Strategy that have a spatial expression and can be delivered through land use planning. The key priority areas that the LDP seeks to address, as set out in Chapter 4, reflect the Community Strategy and the Council's corporate objectives for

Monmouthshire. This has informed the development of the strategy and policy framework.

## COHERENCE AND EFFECTIVENESS TESTS

**CE1: The Plan sets out a coherent strategy from which its policies and allocations logically flow and where cross boundary issues are relevant it is compatible with the development plans prepared by neighbouring authorities.**

The Council considers the Deposit LDP to be coherent and to flow from the identified national, regional and local policy framework including the Wales Spatial Plan and the Monmouthshire Community Strategy. The LDP objectives and priority areas reflect this approach. There is a clear relationship between the key issues identified and the development of the Plan's vision and objectives and its spatial strategy and strategic policies.

The Plan is also informed and directed by collaborative work undertaken at the regional level and with neighbouring local authorities in South East Wales and South West England, as appropriate. This includes having regard to the apportionment of projected household growth in the South East Wales region and to the recommendations of the Regional Waste Plan, Regional Transport Plan and other regional working groups (Chapter 2 refers).

As detailed in Chapter 2, Council officers have also liaised with colleagues in neighbouring local authorities to ensure that the Deposit Plan is consistent with their emerging strategies and plans, where feasible. It is, however, recognised that neighbouring local authorities' policy priorities and views may differ from those of Monmouthshire Council and each other. Accordingly, cross boundary issues identified to date have, where possible, been taken into account in the preparation of the Deposit Plan.

**CE2: The strategy, policies and allocations are realistic and appropriate having considered the relevant alternatives and are founded on a robust and credible evidence base**

The Deposit LDP has been developed in consultation with stakeholders and the community and is founded on a robust and credible evidence base. The Council has sought to ensure a realistic and credible assessment of alternatives throughout the plan process. The LDP strategy has been selected from realistic and appropriate growth and spatial options /alternatives which were developed from the evidence base and in consultation with stakeholders. In addition, the Candidate Site assessment process has enabled alternative sites to be assessed against sustainability criteria, which has ensured a thorough assessment of alternative sites submitted.

The policies and allocations are considered to be realistic and appropriate in seeking to implement the Plan's vision and objectives. The strategy, policies and proposals are supported by evidence from a number of background papers and studies which have been prepared to inform the Plan – these are

set out in Appendix A. This evidence base has been continuously reviewed, updated and extended throughout the preparation of the LDP and policies / proposals updated where appropriate, in order to ensure that the Plan is supported by a robust evidence base.

Comments made in relation to the Preferred Strategy consultation, together with those made at the three additional informal consultation stages, have informed the preparation of the Deposit Plan. Further details on this are set out in the Consultation Report which will accompany the Plan when placed on Deposit.

### **CE3: There are clear mechanisms for implementation and monitoring**

The Council is required to produce an Annual Monitoring Report (AMR) following adoption of the LDP in order to review the Plan's progress and to assess the effectiveness of its policies and proposals.

Chapter 8 of this document sets out the monitoring framework which will enable the collection of valuable information on the performance of LDP policies and provide the basis for the AMR. The framework comprises a series of indicators, targets and triggers for further action in relation to each strategic policy. It is considered that this will provide a robust mechanism for monitoring the effectiveness of the LDP.

Development of the sites allocated in the Deposit LDP will largely be carried out by the private sector. Viability testing and infrastructure assessments have demonstrated the deliverability of the strategic sites identified in the Deposit Plan (the Affordable Housing Viability Study (October 2010) and Affordable Housing /Strategic Viability Study: Supplementary Report – Strategic Sites (May 2011) refer). The Plan lists the SPG that will be prepared (paragraph 1.14 refers) – these will assist in the implementation of the LDP policies and proposals.

### **CE4: It is reasonably flexible to deal with changing circumstances**

As a long term planning document, the LDP must be capable of adapting to changing circumstances. The Plan is considered to be sufficiently flexible to deal with changing circumstances - this is demonstrated by:

- The identification of sites for a range of uses and in a variety of locations that have the potential to come forward to meet strategic needs.
- A policy framework which allows for a degree of flexibility and provides clear guidance as to where development will and will not be acceptable. The Plan contains a mix of strategic, development management, including criteria-based, and site allocation policies. In relation to a number of key topic areas, such as employment, site allocation policies are supplemented by criteria-based policies which will allow the evaluation of proposals coming forward on unallocated sites.
- The Plan's monitoring framework which comprises a series of indicators, targets and triggers for further action should problems arise

with plan delivery. This allows a further element of flexibility by providing options to address any implementation difficulties that may arise over the plan period.

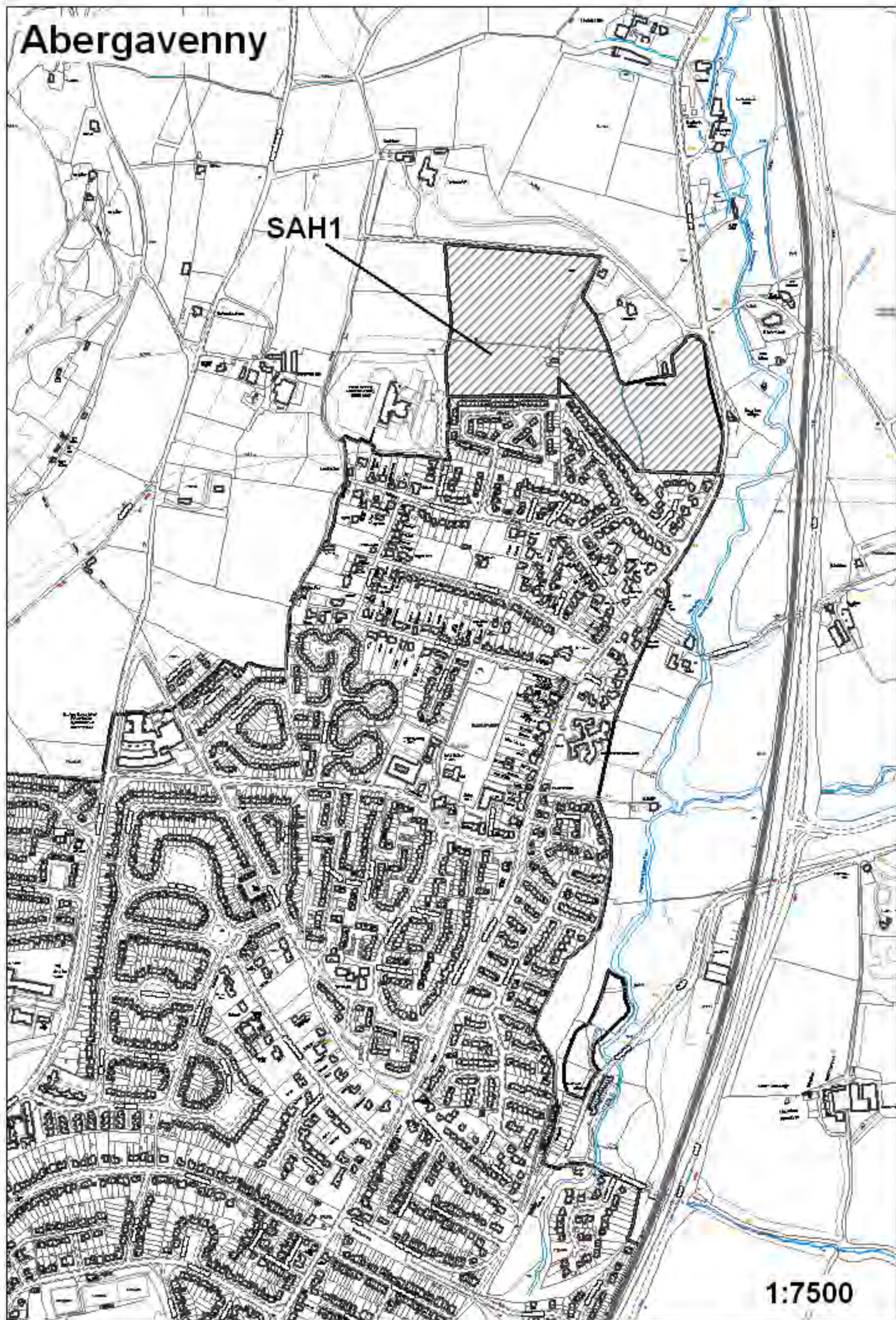
## **Conclusion**

It is considered that this self-assessment of soundness demonstrates that the Deposit LDP is a sound document. Accordingly, the Plan is being issued for public consultation so that its soundness may be tested at Examination by an independent Inspector. The Council reserves the right to issue further explanation / evidence of soundness post public consultation in order to address any issues raised during that stage.

# Abergavenny

SAH1

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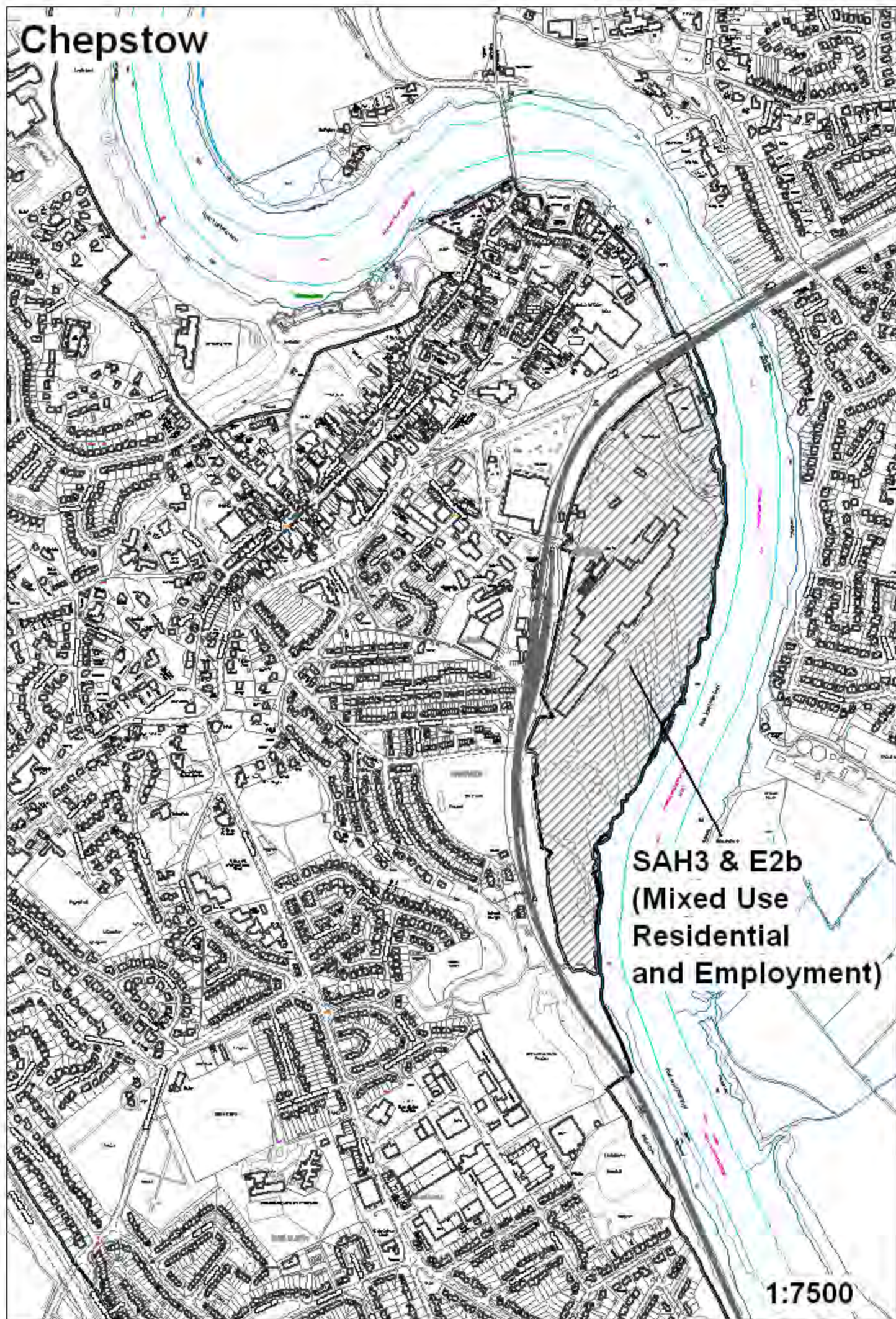


# Portskewett



1:5000

# Chepstow



**SAH3 & E2b  
(Mixed Use  
Residential  
and Employment)**

**1:7500**

**Monmouth**



**SAH4 & E2a  
(Mixed Use  
Residential  
and Employment)**

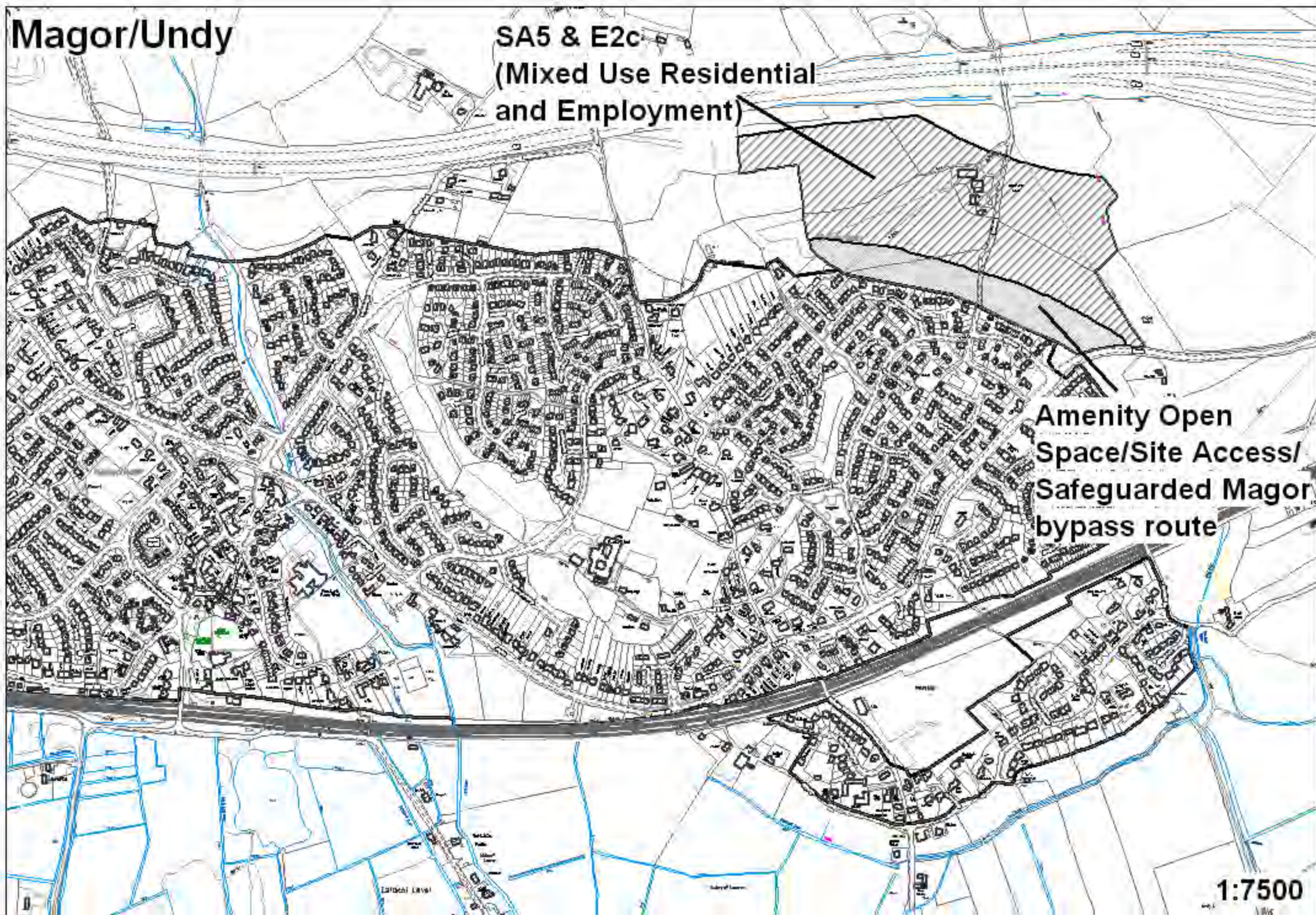
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**Magor/Undy**

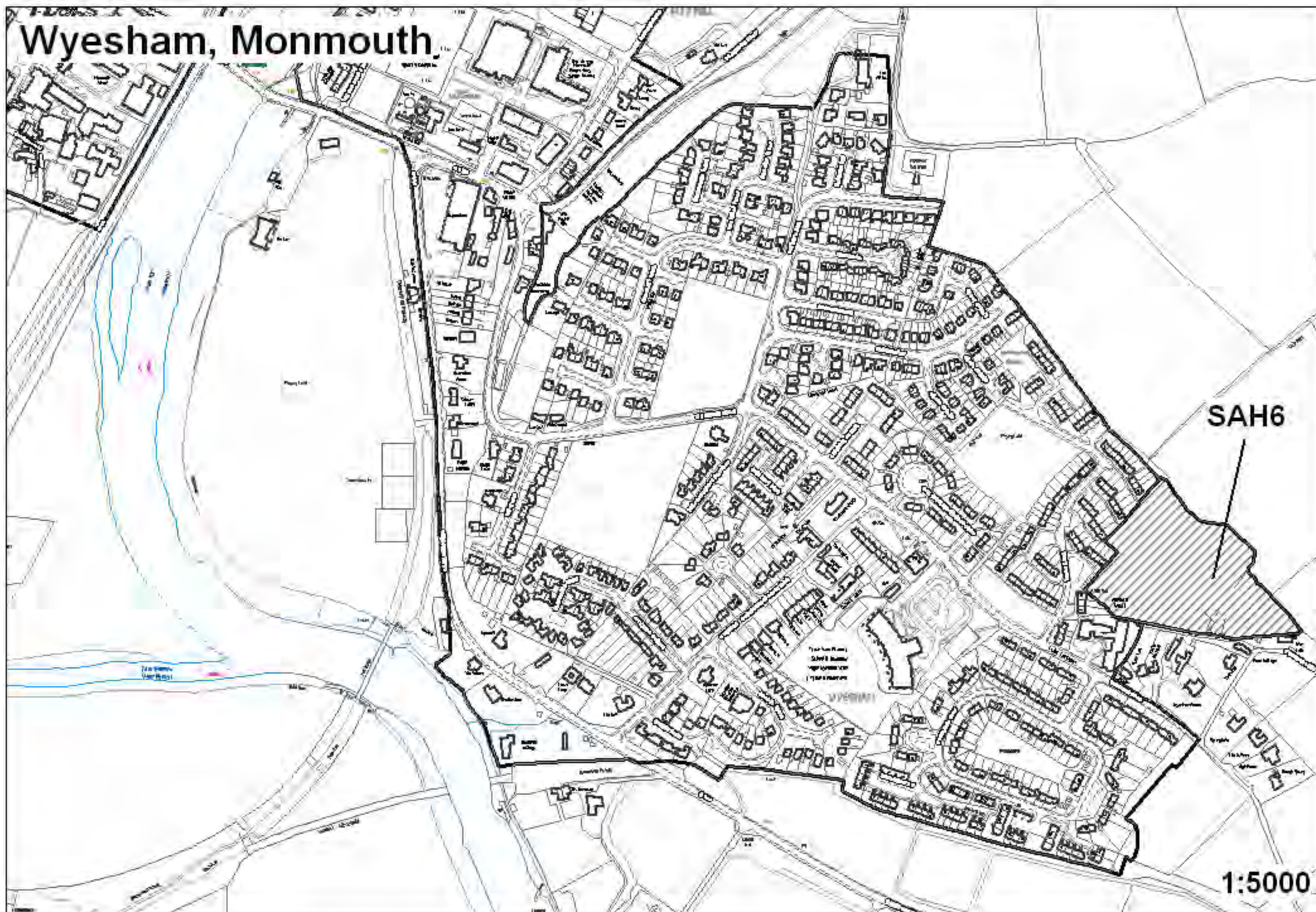
**SA5 & E2c  
(Mixed Use Residential  
and Employment)**

**Amenity Open  
Space/Site Access/  
Safeguarded Magor  
bypass route**

**1:7500**



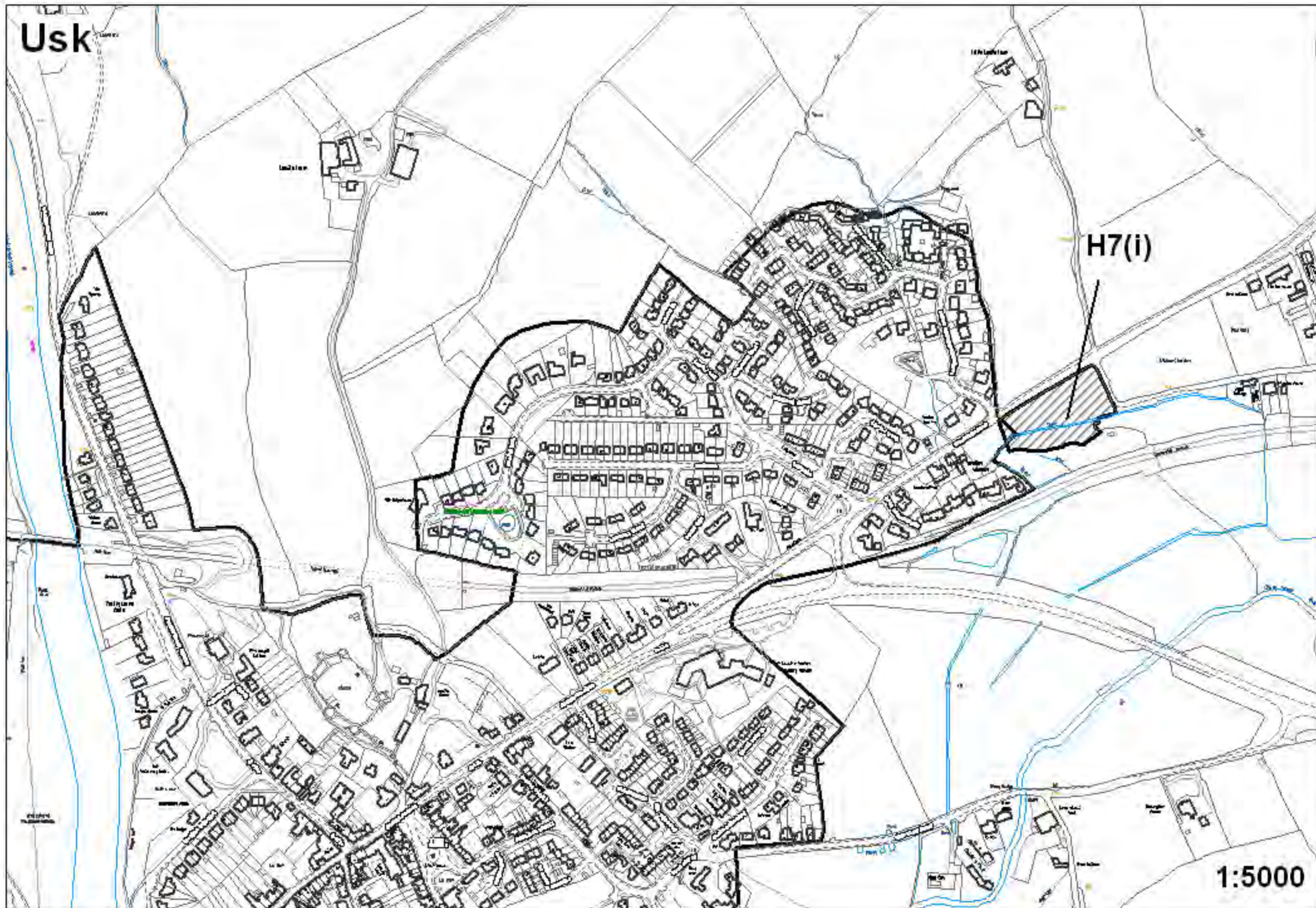
# Wyesham, Monmouth



Usk

H7(i)

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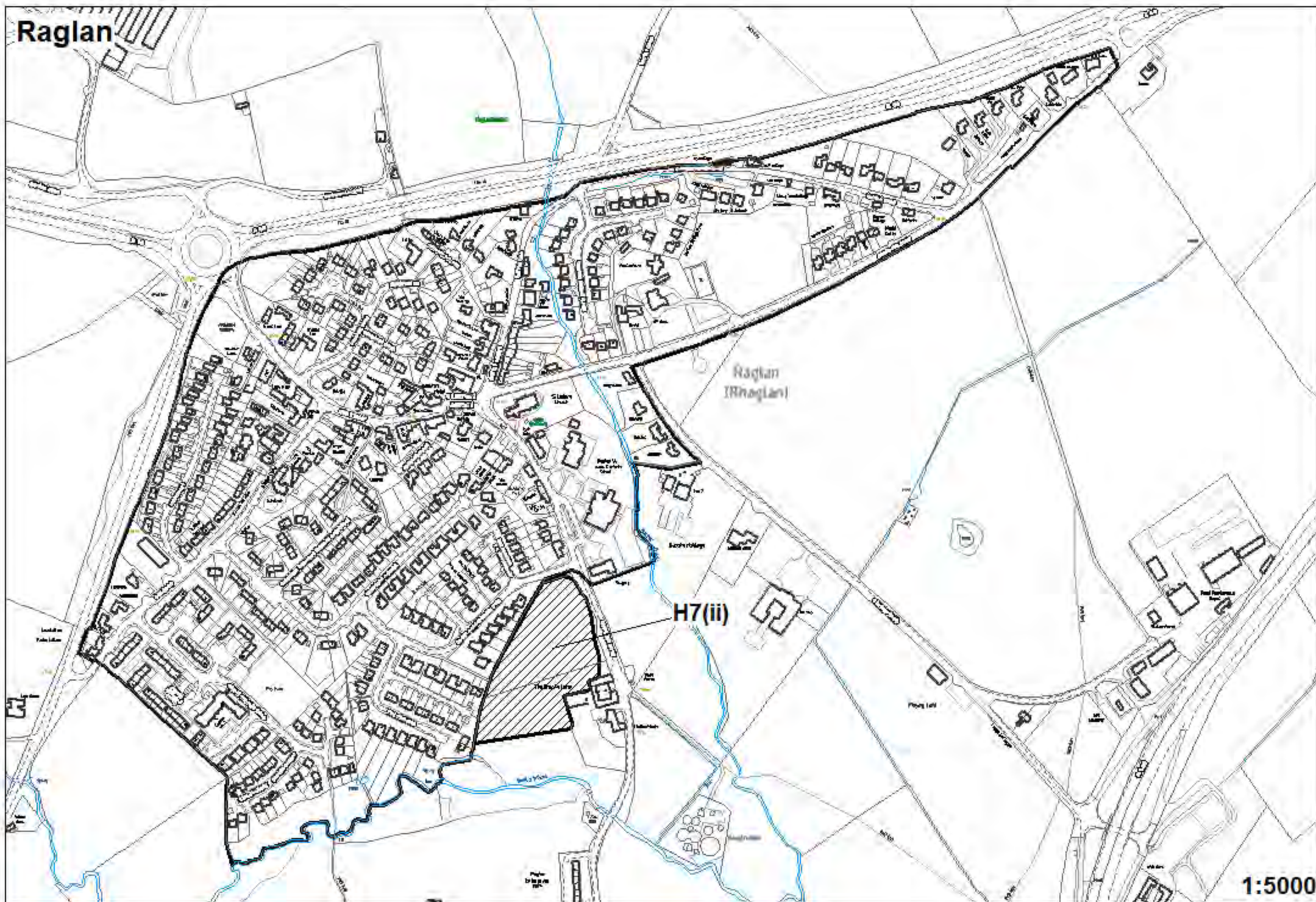


Raglan

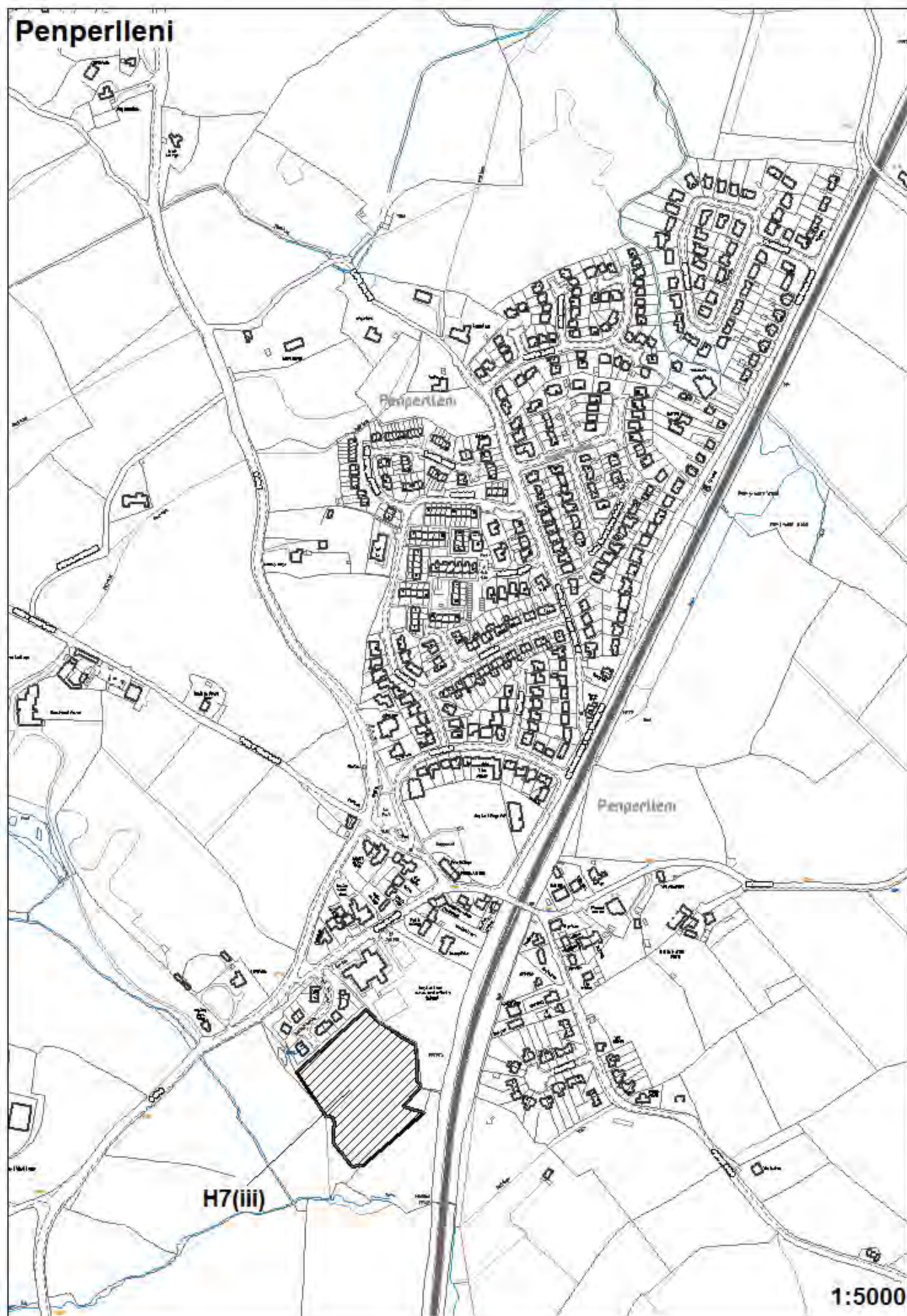
Raglan  
(Rhauglan)

H7(ii)

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# Penperlleni



### Cross Ash



1:3500

**H8 (ii)**

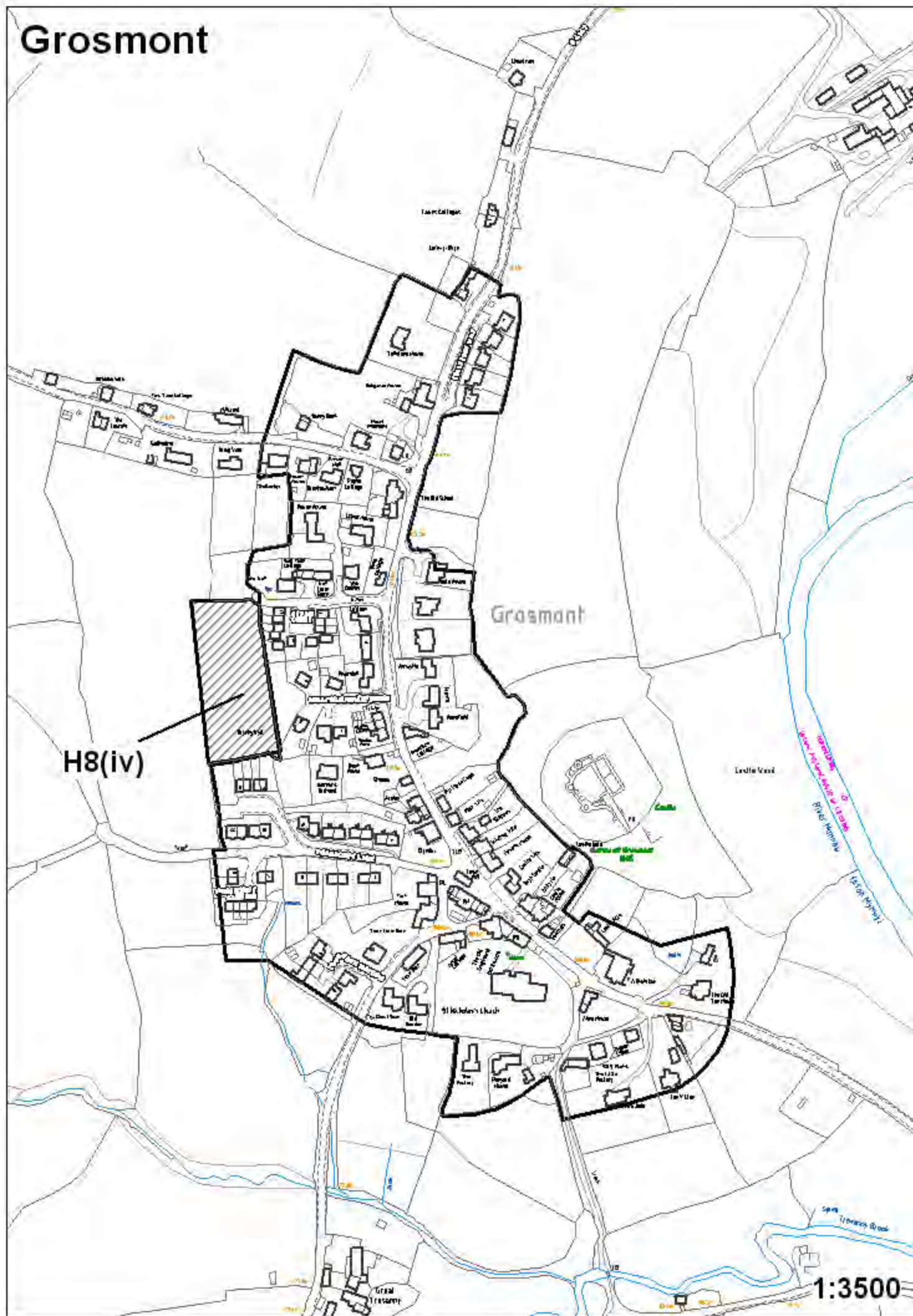
1:3500

**Dingestow**

Map showing the town of Dingestow, including the River Torridge, the town layout, and the location of H8(iii) (highlighted area). The map includes a scale bar indicating 1:3500.

**1:3500**

# Grosmont



**Little Mill**

H8 (v)

Little Mill

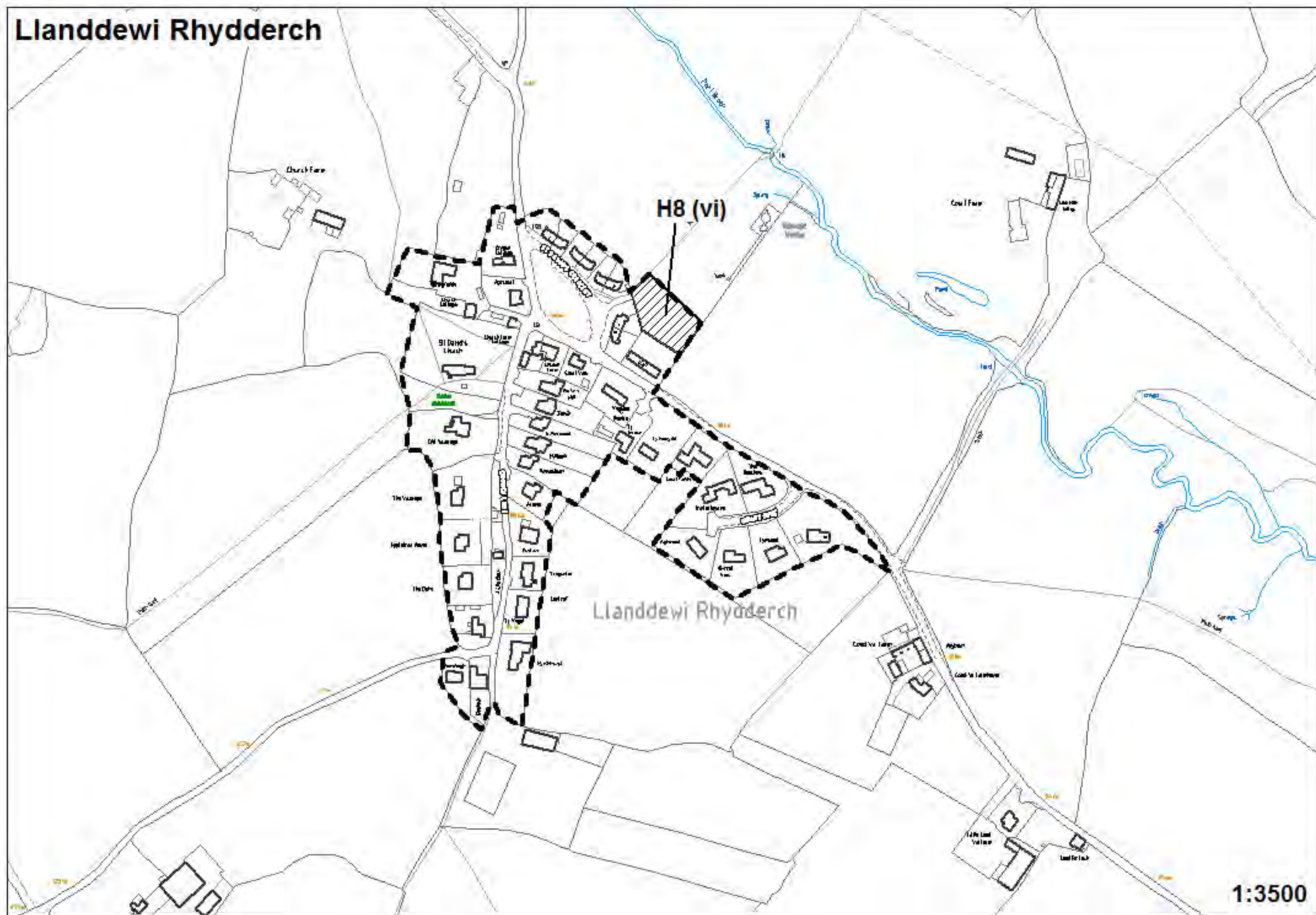
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H8 (v)

## Little Mill

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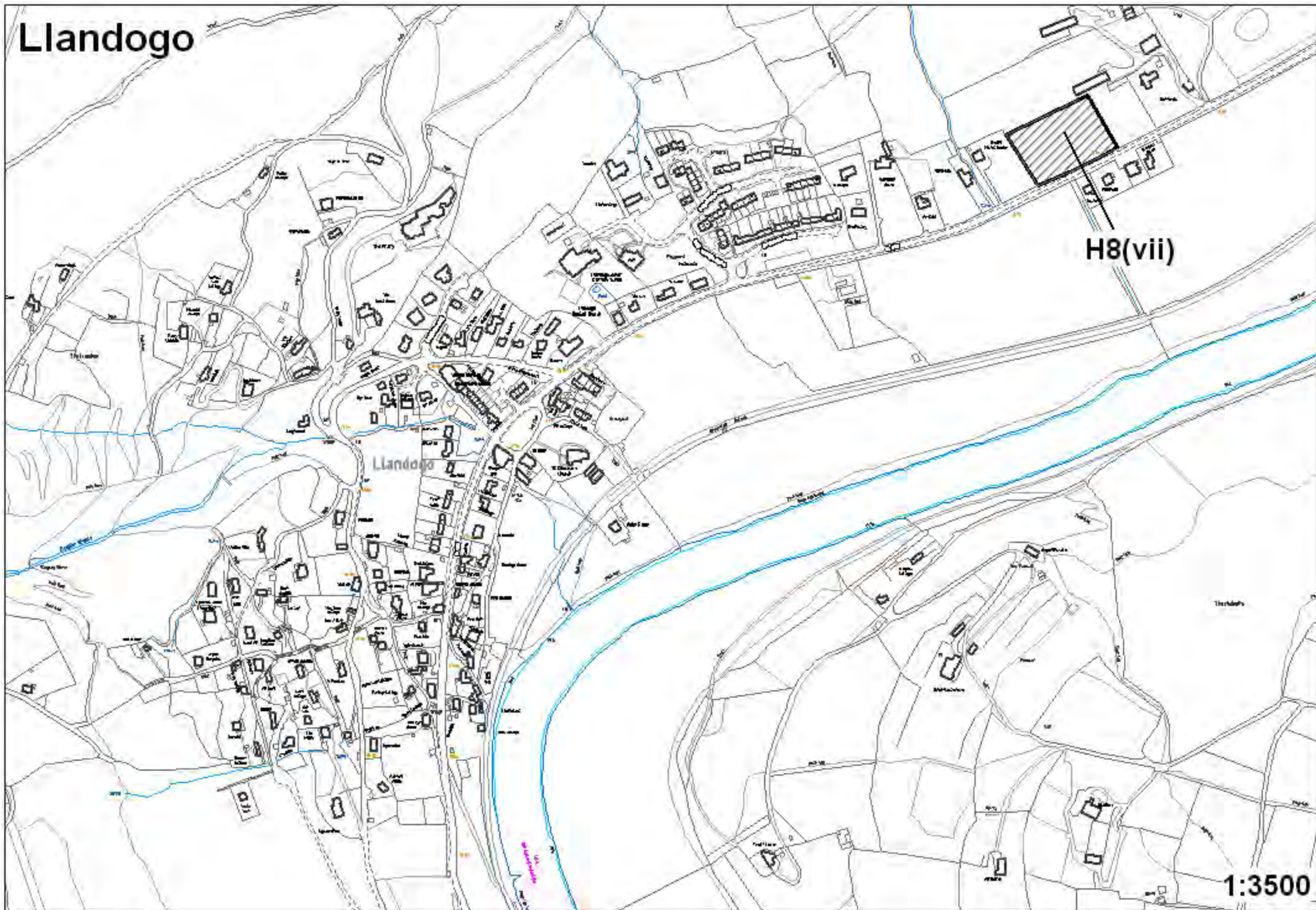
# Llanddewi Rhydderch



Llandogo

H8(vii)

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# Llanellen



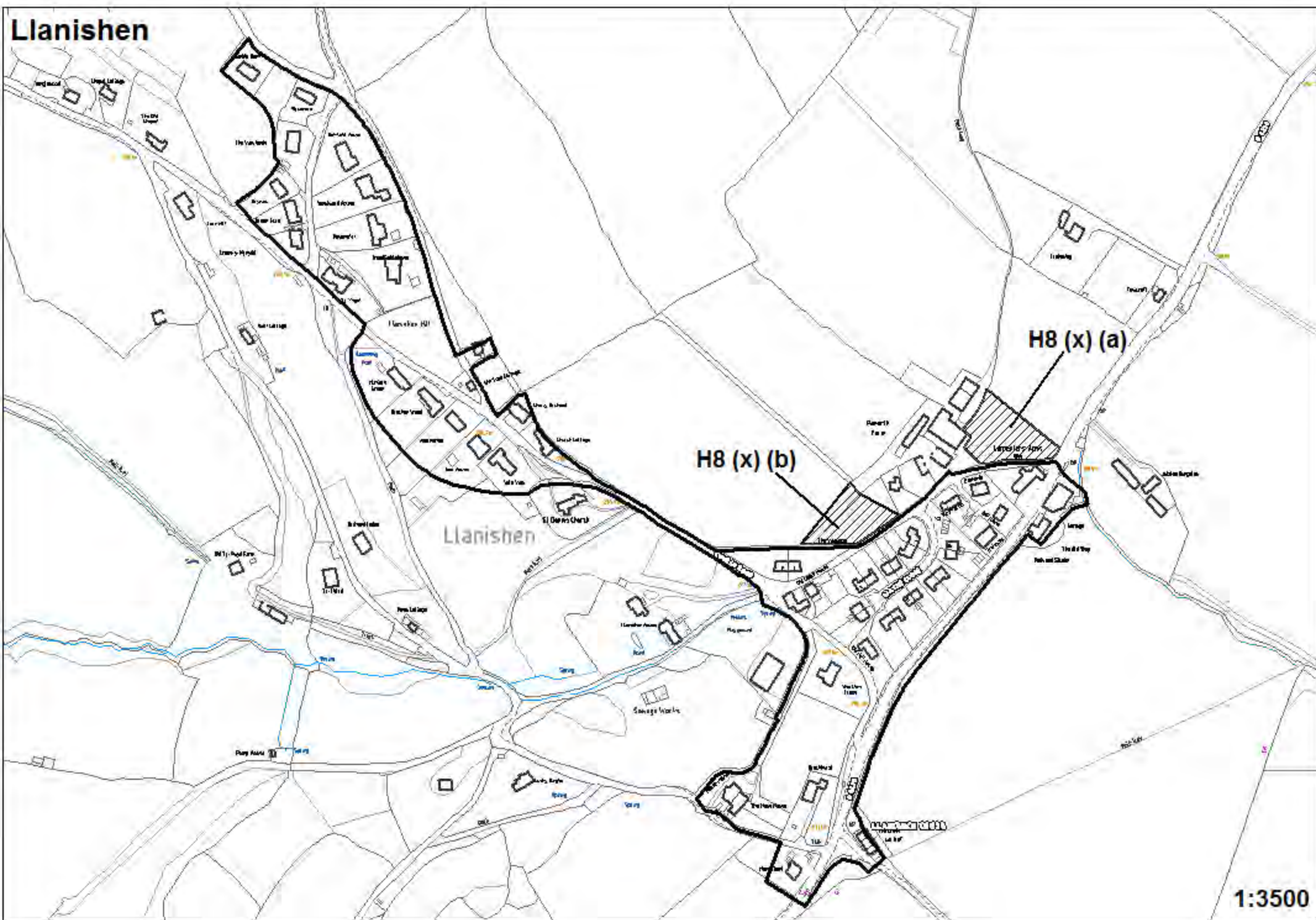
1:3500

**Llangybi**

H8 (ix)

1:3500

# Llanishen

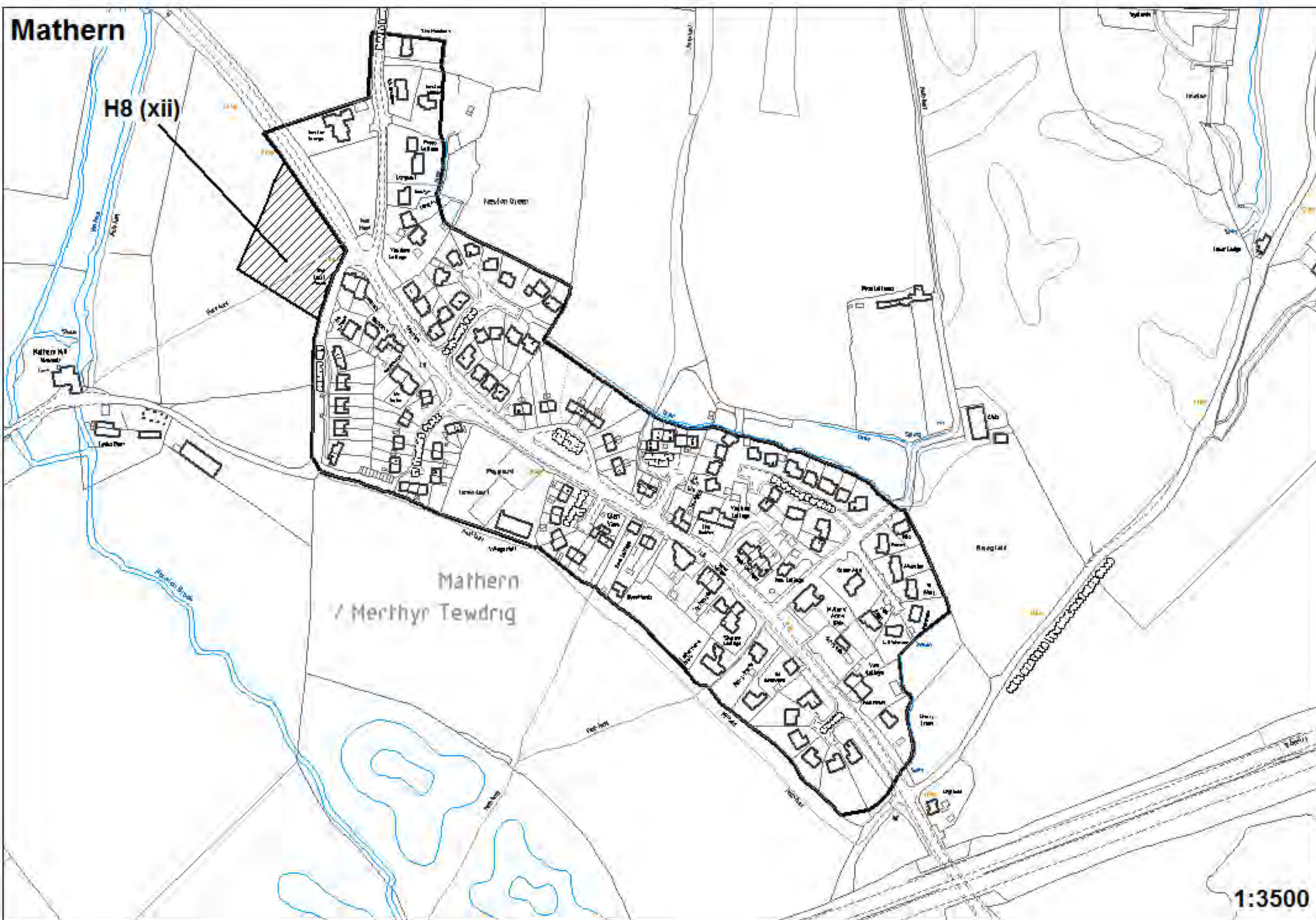


1:3500

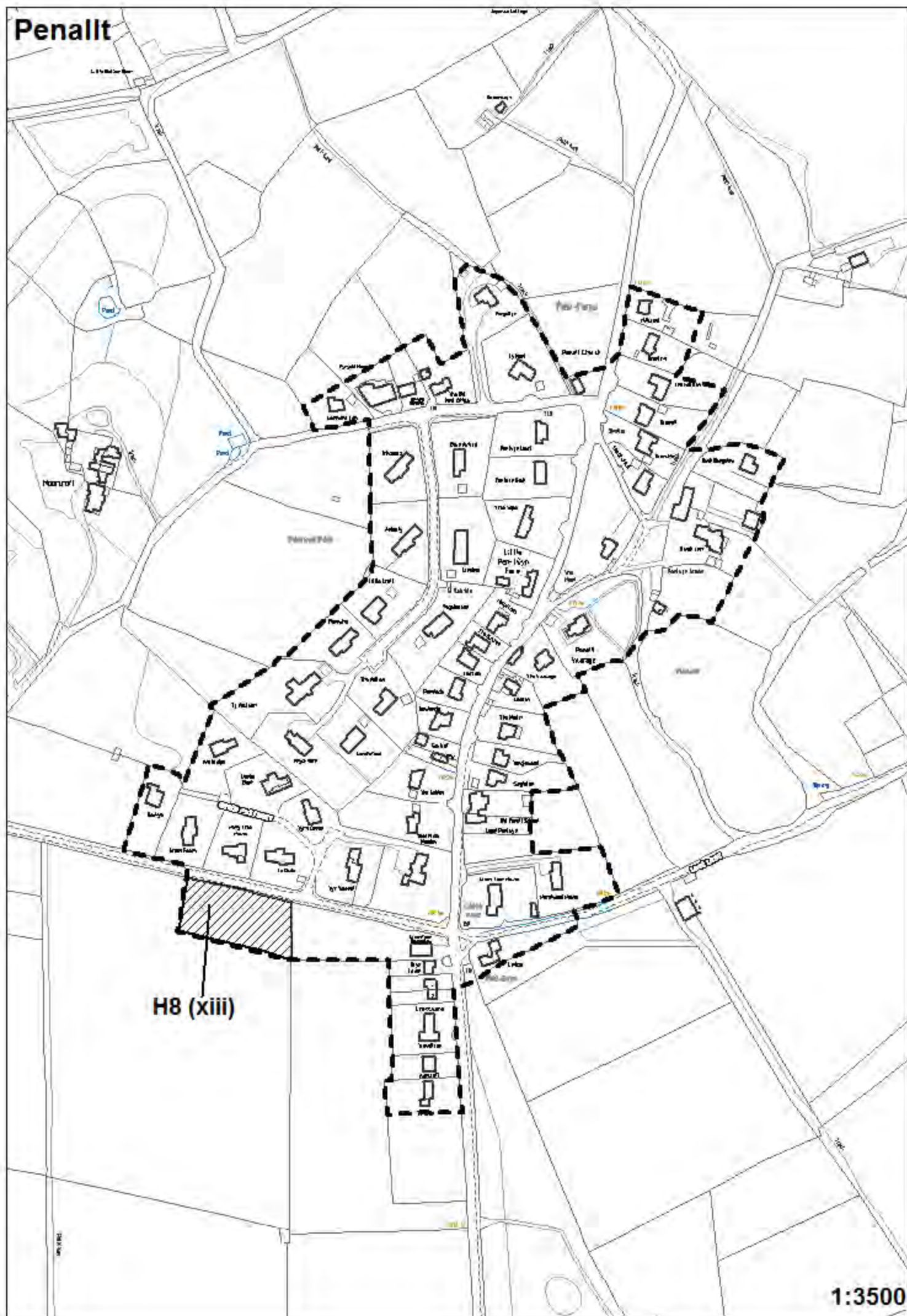
[illegible]

# Mathern

H8 (xii)



Penallt



**Pwllmeyric**

**H8 (xiv)**

Pwllmeyric (Pwllmeurig)

1:3500

**Pwllmeyric**

**H8 (xiv)**

Pwllmeyric (Pwllmeurig)

1:3500

**Pwllmeyric**

H8 (xiv)

Pwllmeyric (Pwllmeurig)

1:3500

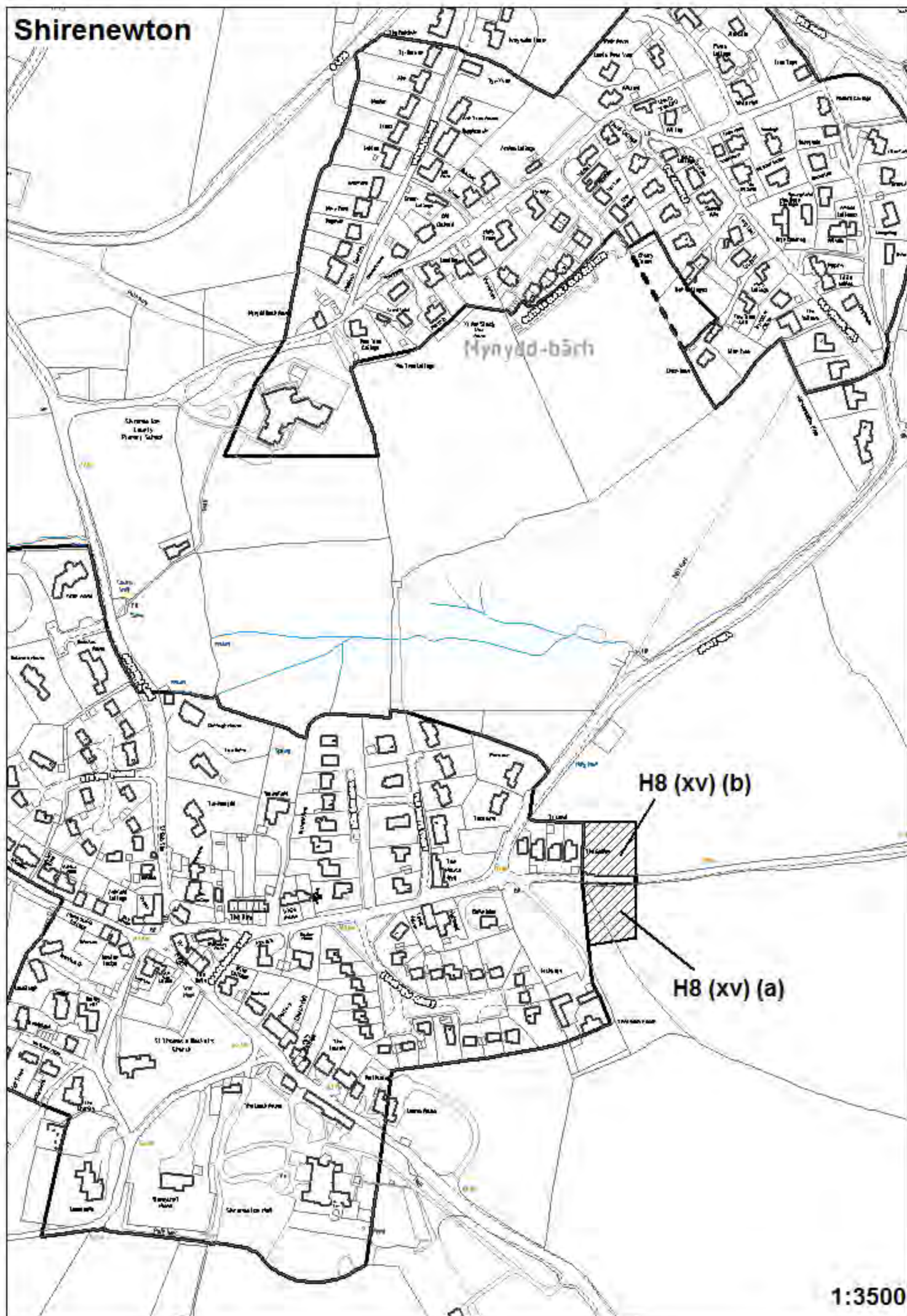
**Pwllmeyric**

H8 (xiv)

Pwllmeyric (Pwllmeurig)

1:3500

# Shirenewton



**Trellech**

H8(xvi) Includes provision of car parking for the adjacent school.

1:3500

**Trellech**

H8(xvi) Includes provision of car parking for the adjacent school.

Trellech Early Years School

St Nicholas Church

Trellech Hall

Trellech Methodist Church

Trellech Village Hall

1:3500

**Trellech**

H8(xvi) Includes provision of car parking for the adjacent school.

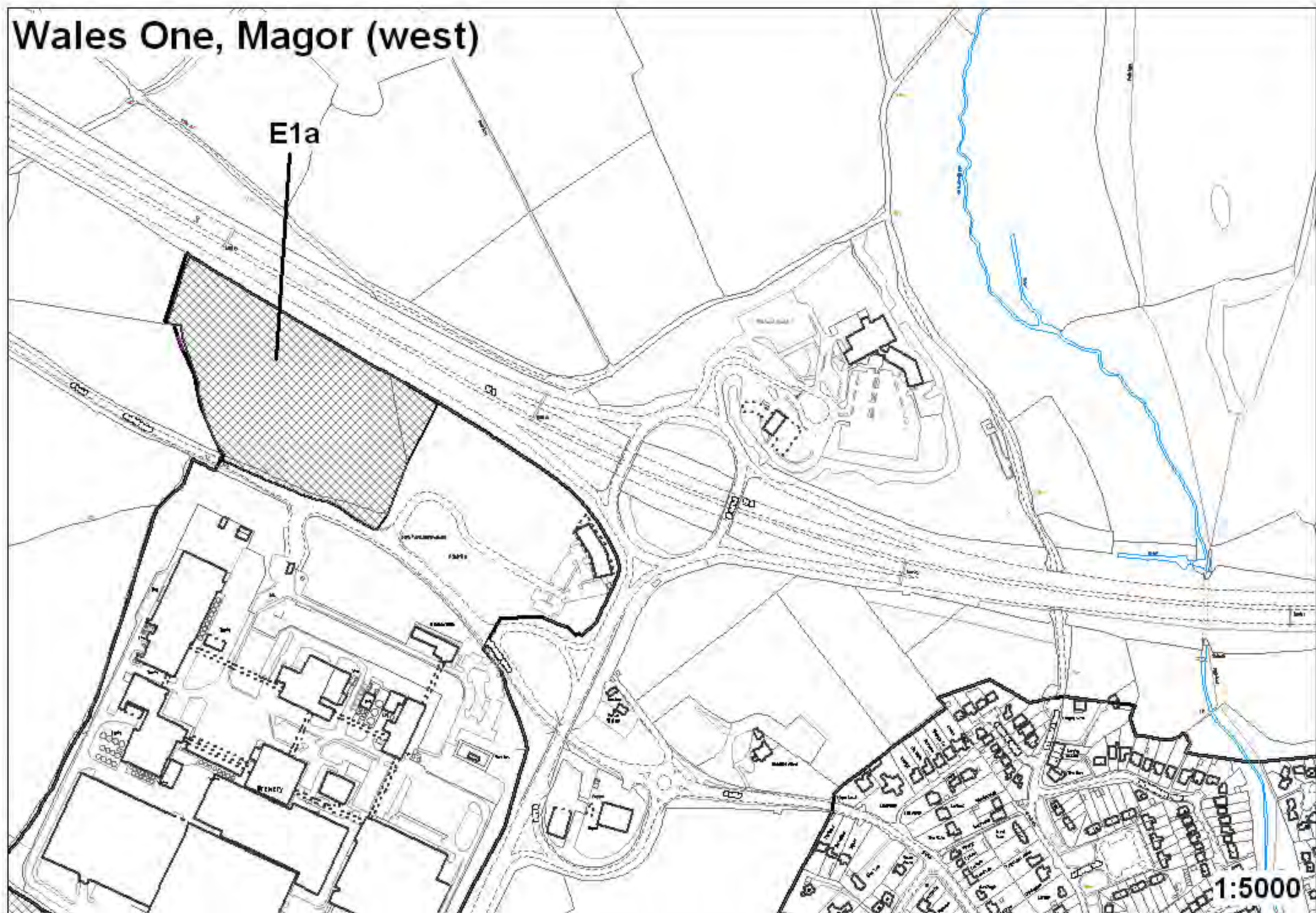
1:3500

The map shows the location of the proposed development area H8(xvii) within the Werngifford, Pandy area. The development area is shaded in grey and is located adjacent to the River Mersey. The map also shows the location of the Werngifford Primary School and the Werngifford Park. A line indicates the provision of community open space. The map is scaled at 1:3500.

1. Introduction

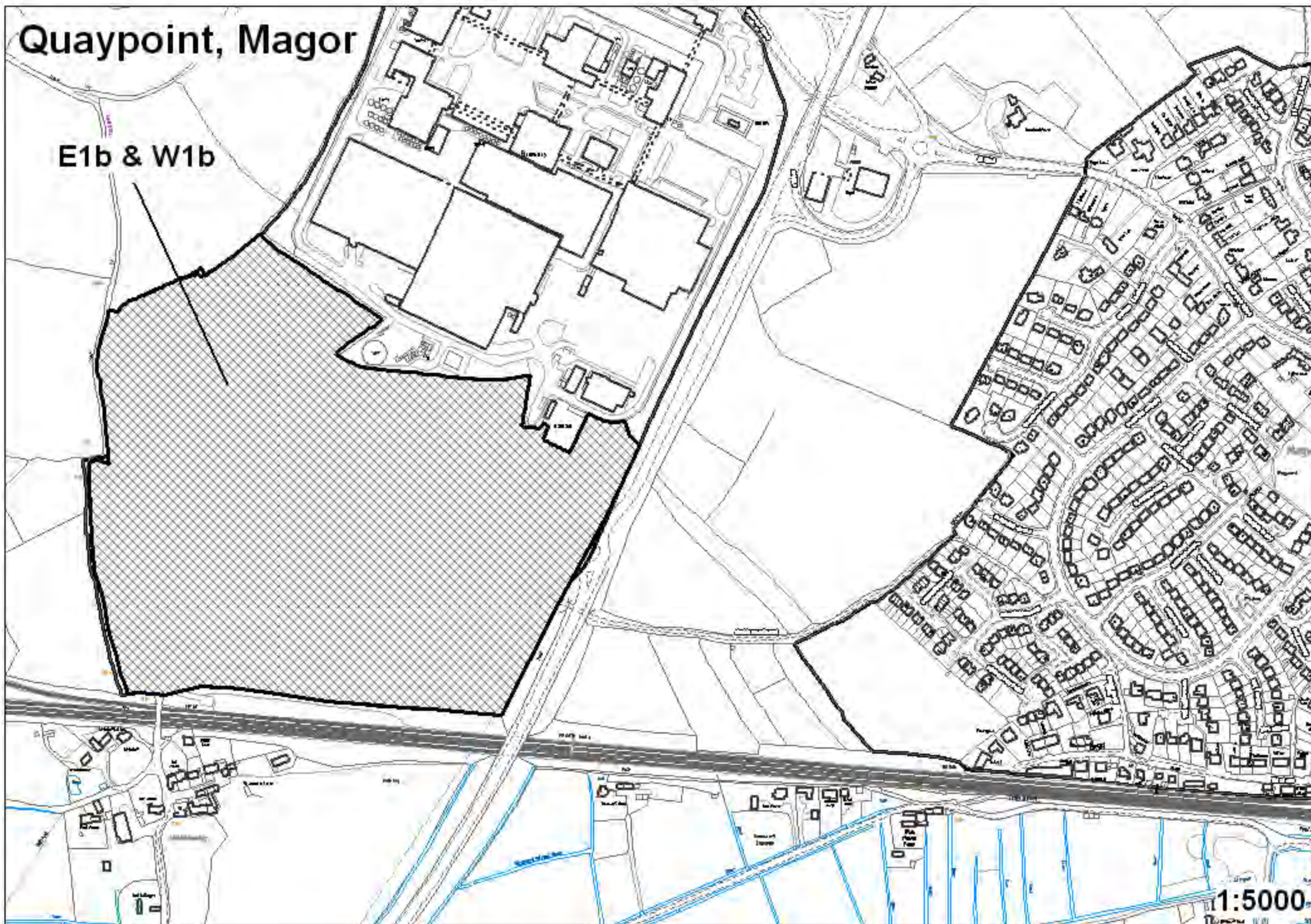
WITNESSES:

# Wales One, Magor (west)



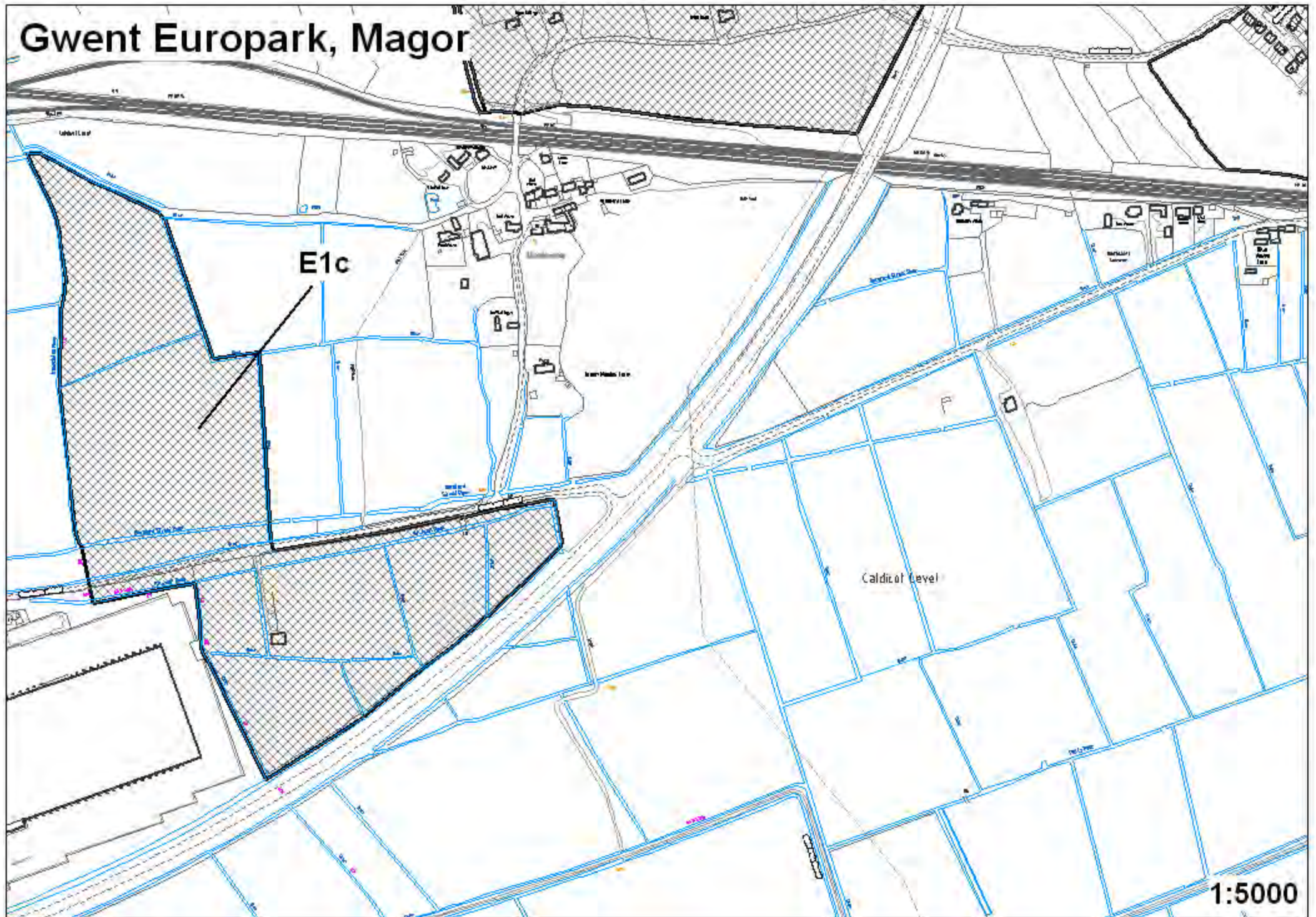
# Quaypoint, Magor

E1b & W1b

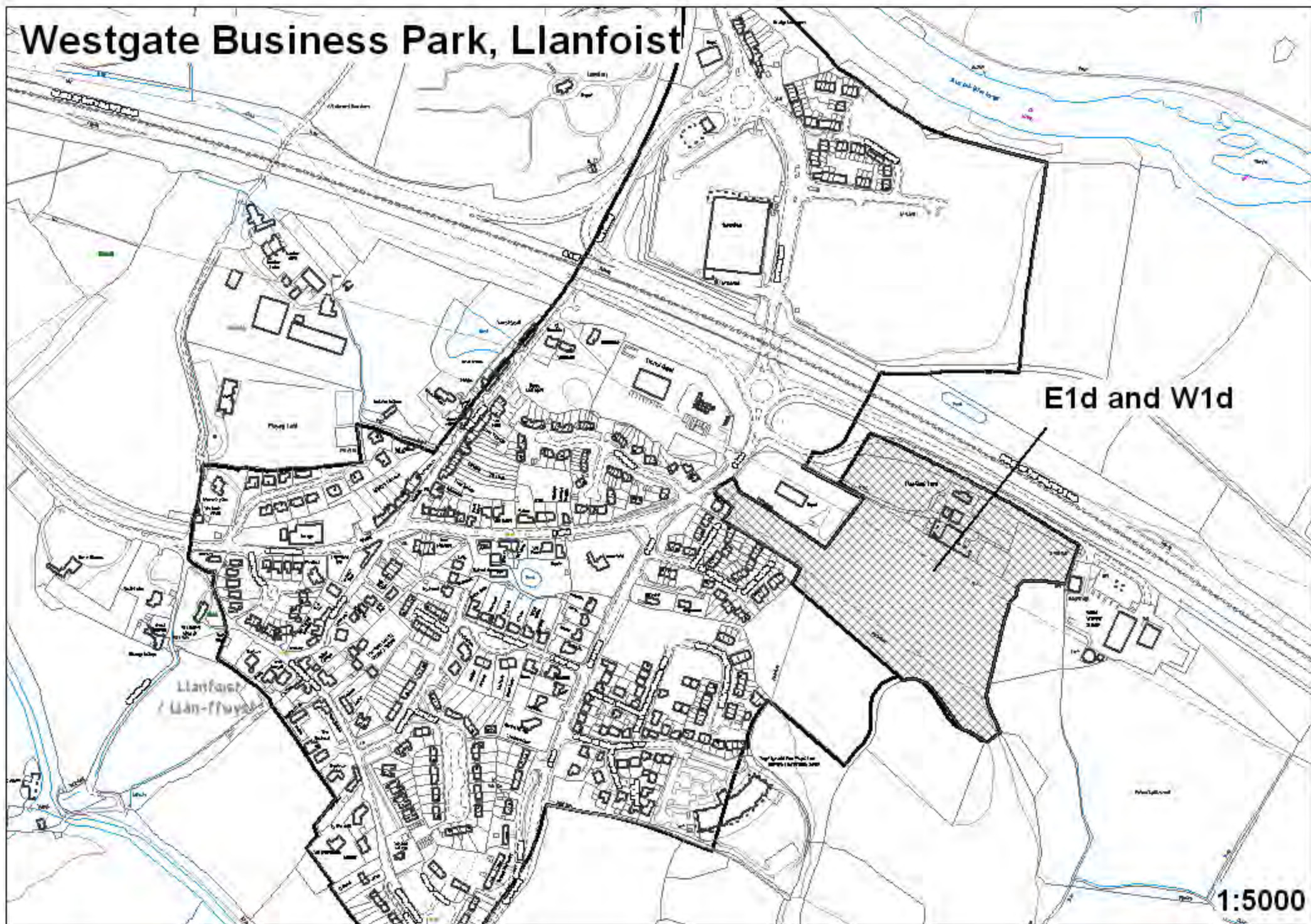


1:5000

# Gwent Europark, Magor



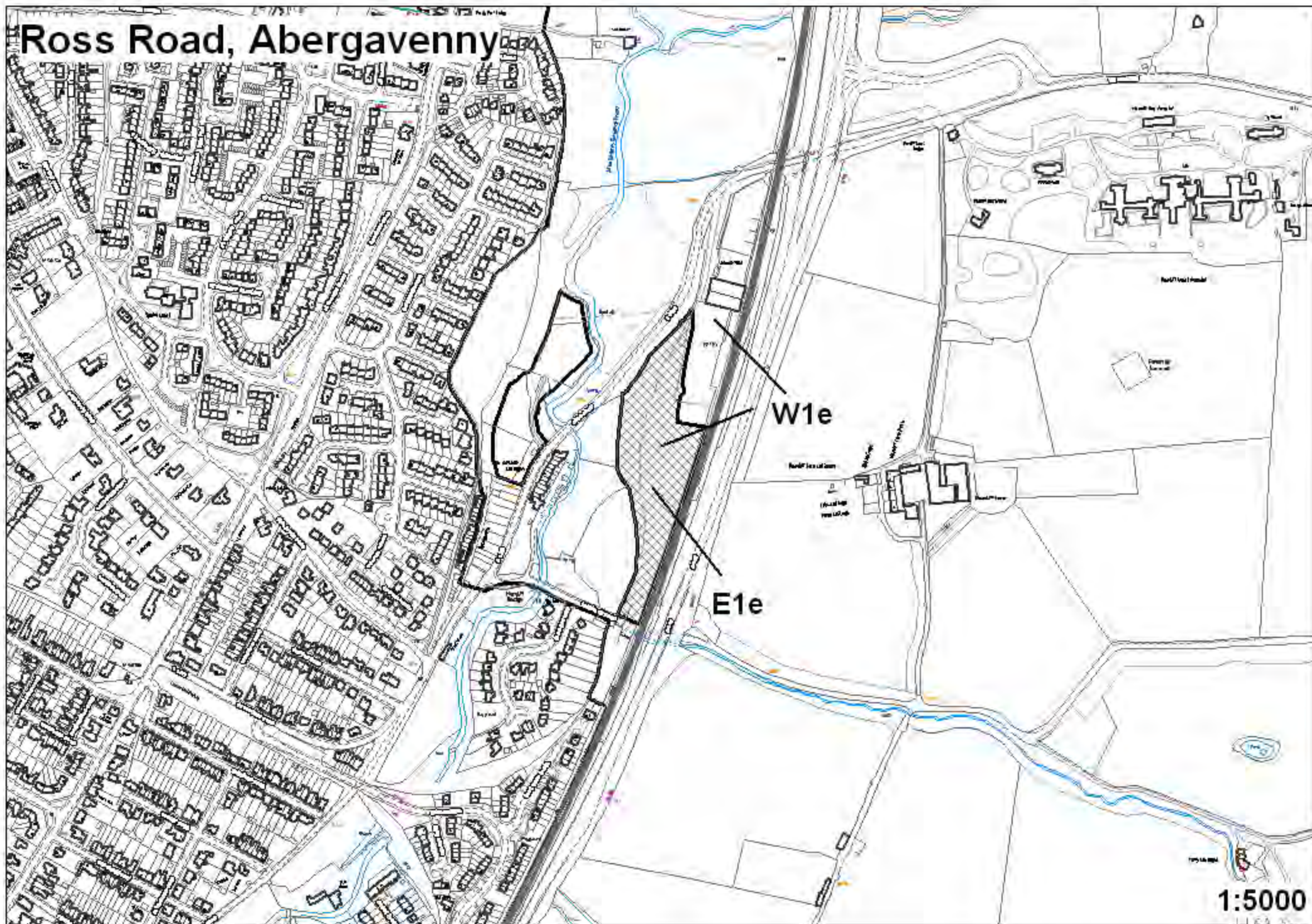
# Westgate Business Park, Llanfoist



E1d and W1d

1:5000

# Ross Road, Abergavenny



**Newhouse Farm, Chepstow**

The site plan shows a complex of buildings and infrastructure. A large area in the upper left is highlighted with a cross-hatch pattern and labeled **E1f & W1f**. This area is situated near a road labeled '100m' and a small pond. To the right of this area is a large rectangular building. Further right is a cluster of buildings, including one labeled 'Play Area'. Below the highlighted area is a large rectangular building, and to its right is a 'Playfield'. The bottom right corner shows a road labeled '1:5000' and a small pond. The plan also includes various other buildings, roads, and a 'Play Area' label.

### Playing Field

1:5000

South Woodside, Usk

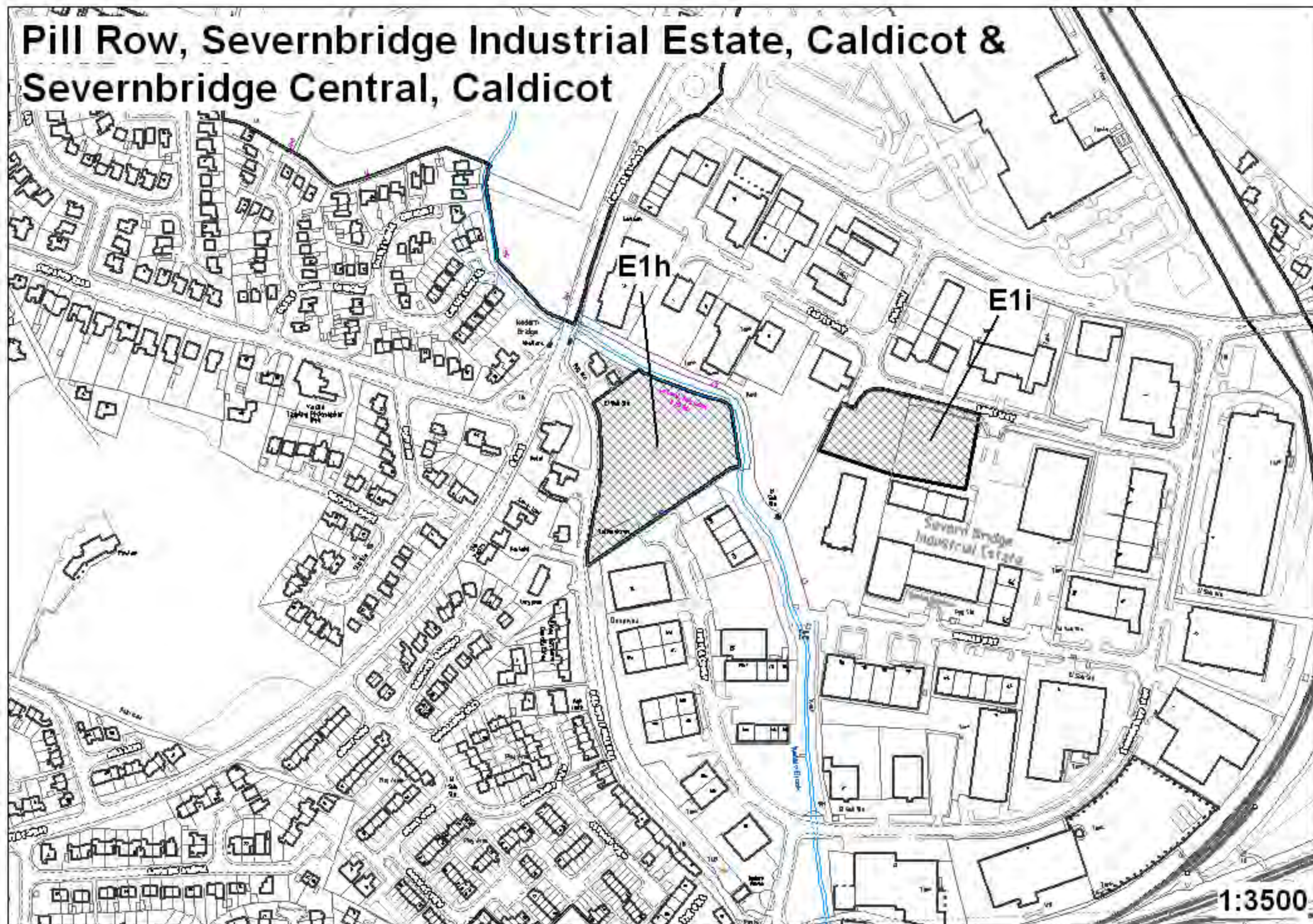
E1g

1:3500

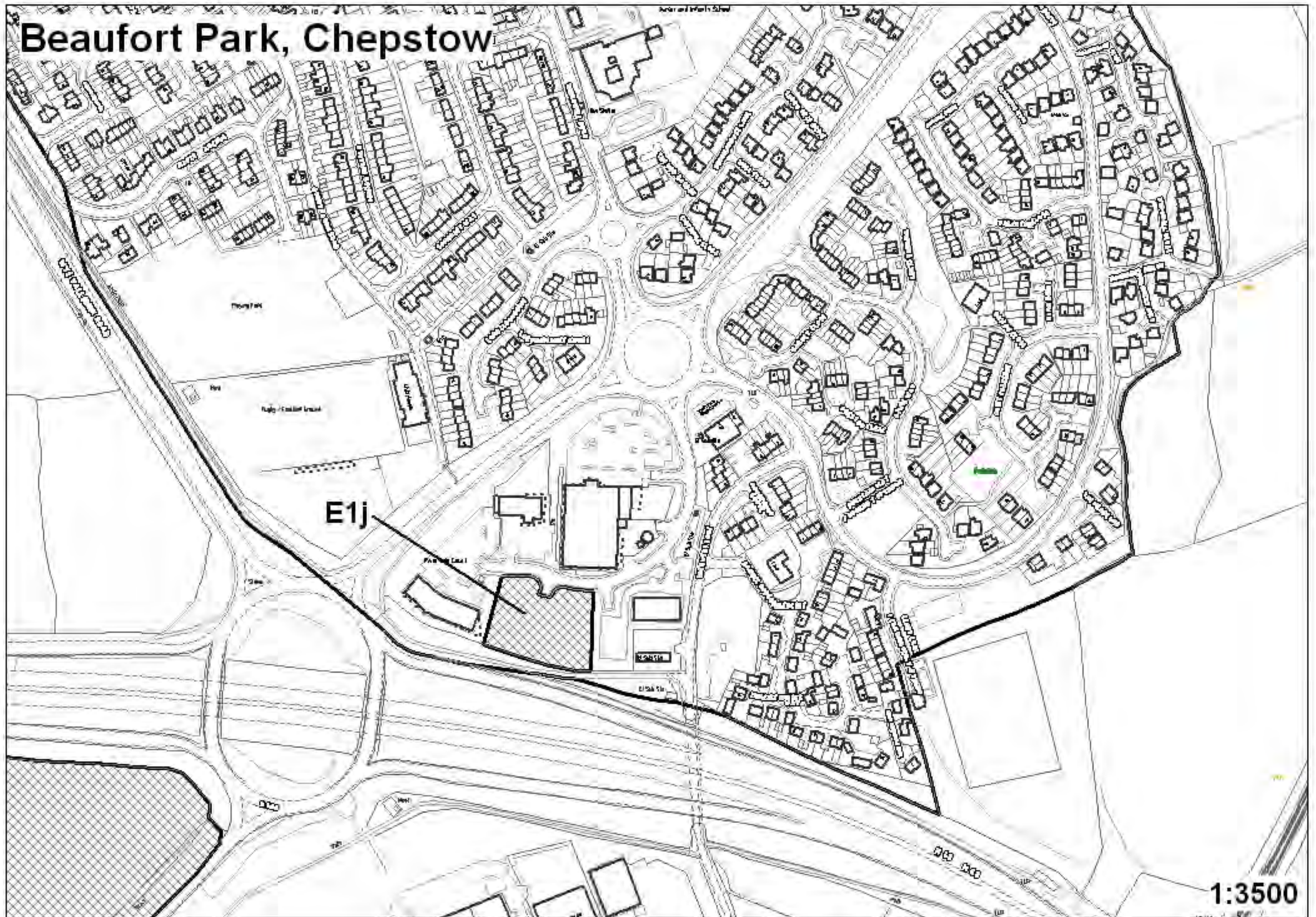
**E1g**

**1:3500**

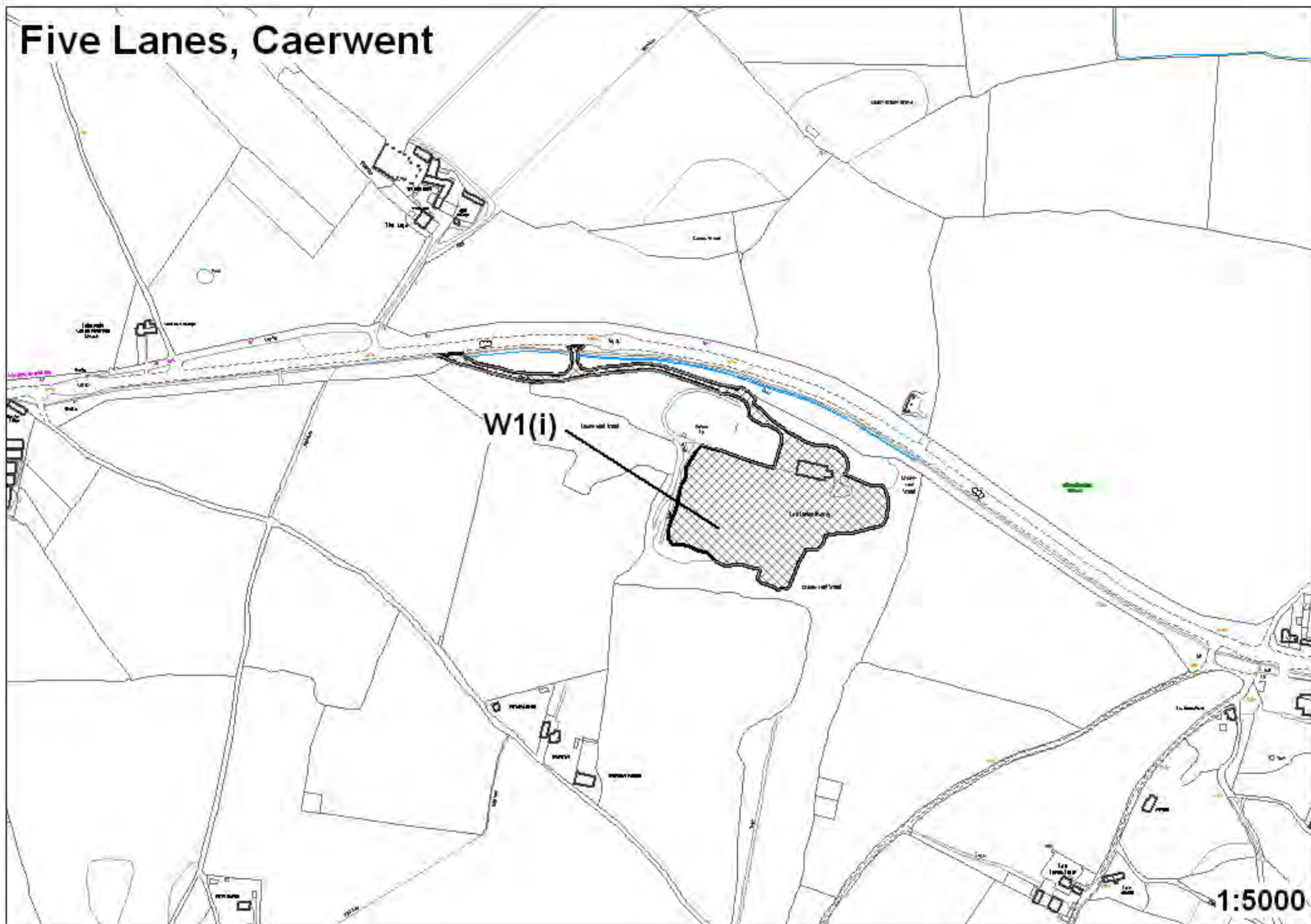
# Pill Row, Severnbridge Industrial Estate, Caldicot & Severnbridge Central, Caldicot



# Beaufort Park, Chepstow



# Five Lanes, Caerwent



# Llanfoist Civic and Transfer Station



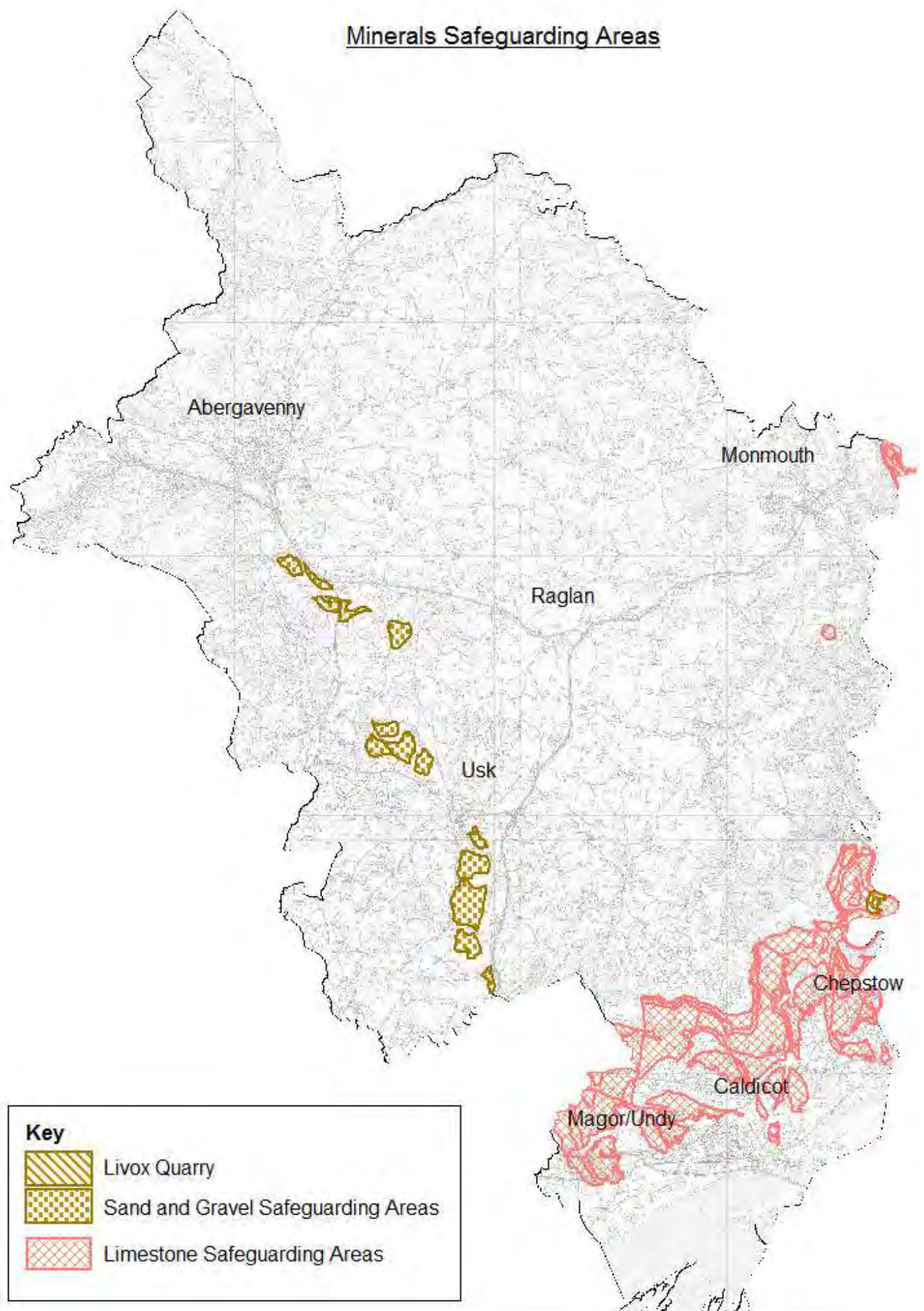
# Key



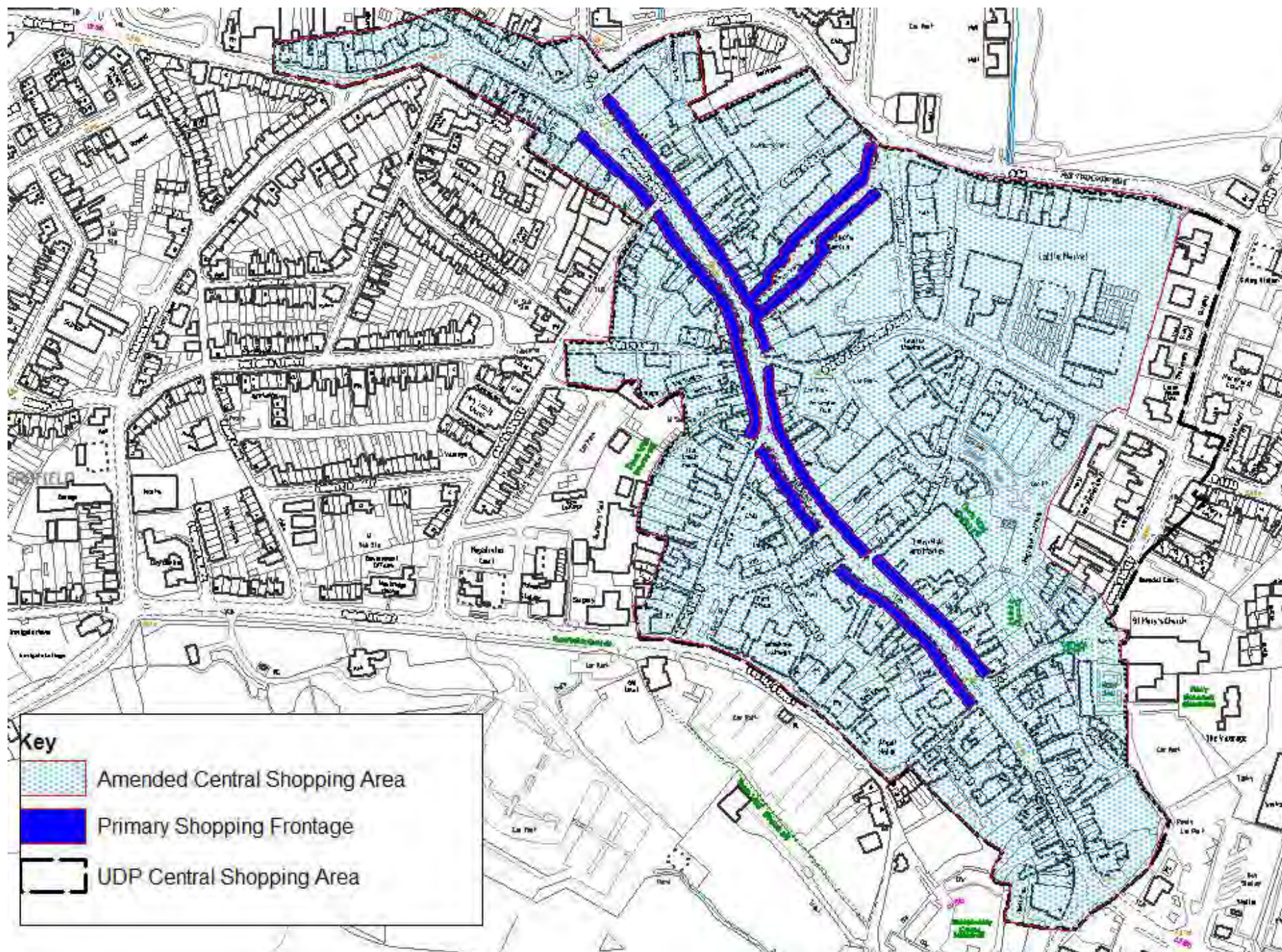
Green Wedges



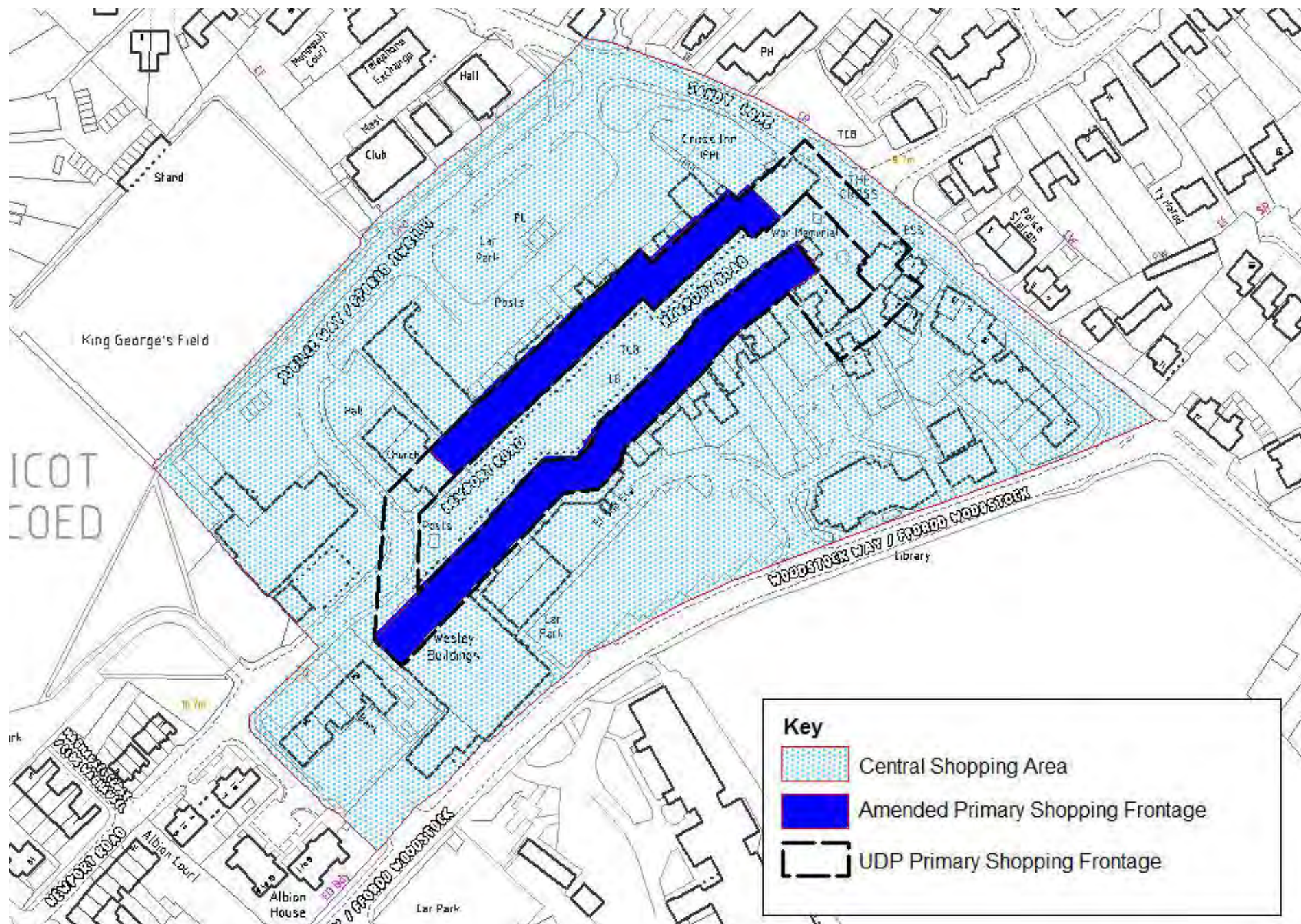
## Minerals Safeguarding Areas



## Abergavenny



## Caldicot



## Monmouth

