

South East Wales Strategic Planning Group

# STRATEGIC PLANNING GUIDANCE FOR SOUTH EAST WALES



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# Southnos • Grŵp Cynllunio Strategol East Wales



**Strategic Planning Guidance  
for  
South East Wales**

**Volume 1**

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**has been prepared and endorsed by the following planning authorities:**

Blaenau Gwent County Borough Council  
Brecon Beacons National Park Authority  
Bridgend County Borough Council  
Caerphilly County Borough Council  
The City and County of Cardiff  
Merthyr Tydfil County Borough Council  
Monmouthshire County Council  
Newport County Borough Council  
Rhondda Cynon Taff County Borough Council  
Torfaen County Borough Council  
Vale of Glamorgan Council

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## 1 INTRODUCTION

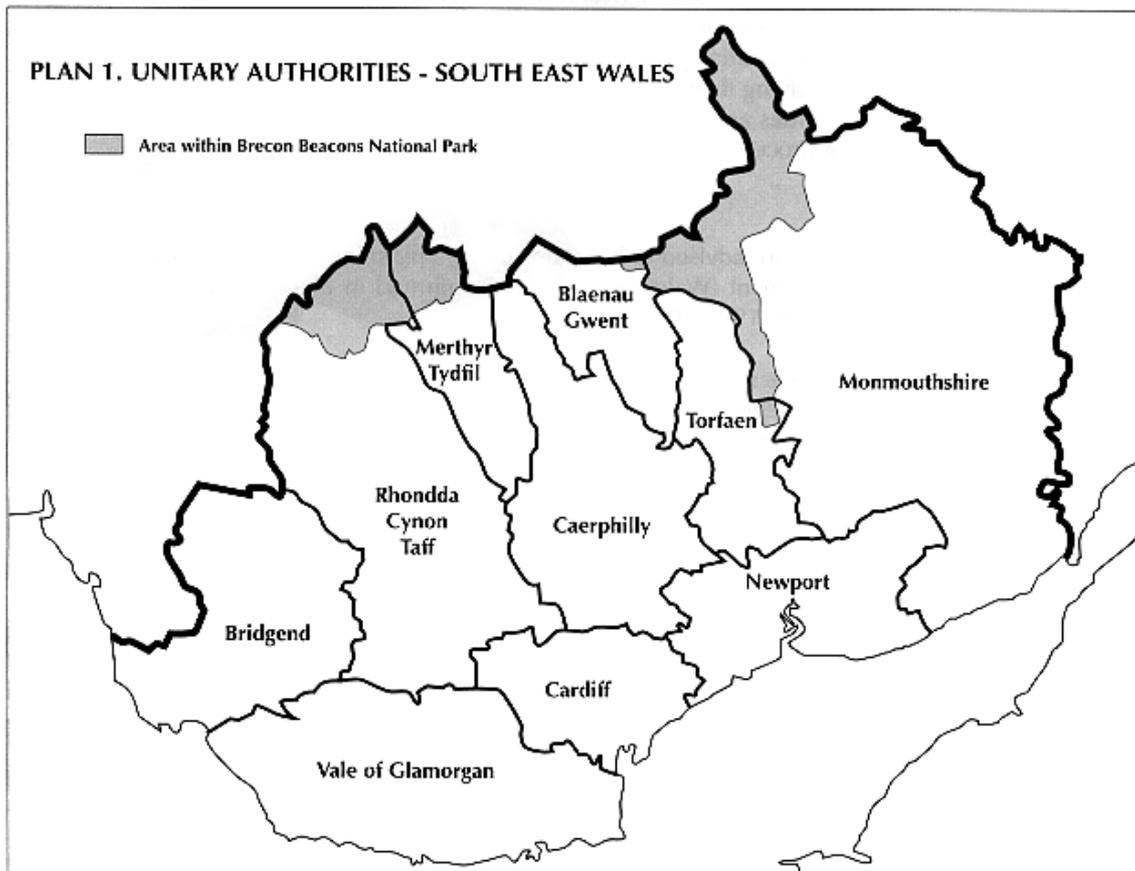
- 1.1 This Strategic Planning Guidance for the Southeast region of Wales is based on the model for regional planning arrangements endorsed by the Welsh Local Government Association Co-ordinating Committee in March 1998. Accordingly, it is intended that this guidance will serve the following purposes:
- i) To provide a context for the preparation, consideration and revision of Unitary Development Plans (UDPs).
  - ii) To minimise delays and conflicts between planning authorities at the public inquiry stage.
  - iii) To identify areas of agreement on common issues.
  - iv) To identify strategic spatial policy issues that may need resolution and identify the mechanisms for resolving them.
  - v) In addition, it provides an opportunity for interested organisations to contribute to the Regional Planning process.

## POLICY BACKGROUND

- 1.2 Local authorities in Wales are advised to liaise on strategic planning matters under the provisions of the 1994 Local Government (Wales) Act. This is confirmed in Planning Guidance (Wales) – Unitary Development Plans, 1996. (PG(W):UDP).
- 1.3 Paragraph 4 of the Guidance states that *“The Government wishes to see local planning authorities collaborate in setting strategic objectives and policies establishing, as appropriate, voluntary working arrangements to achieve this.”*
- 1.4 Paragraph 21 of the Guidance, dealing with proposals maps, includes advice that *“Authorities may wish to consider whether common notations for land use policies in neighbouring areas would be desirable to help plan users”.*
- 1.5 The guidance does not include a definition of what matters may be considered **“strategic”** in the context of land use planning. For the purposes of this document, **“strategic”** is taken to mean **“matters requiring policies which are likely to affect more than one unitary authority area in South East Wales”**.
- 1.6 There is currently no Regional Planning Guidance in Wales as a whole, nor for the regions within Wales, as there is in the various regions of England. The Welsh Office clearly saw this function as being more appropriately dealt with by voluntary associations of unitary authorities.
- 1.7 For clarification, guidance for Wales as a whole is considered to be ‘national’ while that for groupings of local authorities below the all-Wales level is ‘regional’. South East Wales is one such region.
- 1.8 Regional planning guidance for the South East region of Wales is therefore taken to encompass the following:
- (A) Strategic regional objectives
  - (B) Strategic policies
  - (C) Common policy approaches
  - (D) Strategic policy advice and guidance
  - (E) Common notations and definitions
  - (F) Agreed regional statistical information, to inform UDP policies
  - (G) Identification of weaknesses and gaps in planning guidance issued by the Welsh Assembly.
- 1.9 The scope of the guidance as shown above is reflected throughout this document in the form of specific recommendations supported by explanatory text. For reference each recommendation will carry an appropriate annotation (A-G) to distinguish its purpose.

## STATUS OF THE GUIDANCE

- 1.10 Accordingly, the Planning Authorities in the region have established the South East Wales Strategic Planning Group (SEWSPG), which holds meetings on a regular basis attended by members and officers of the respective authorities. The current members of the Group comprise Blaenau Gwent CBC; Bridgend CBC; Caerphilly CBC; The City and County of Cardiff; Merthyr Tydfil CBC; Monmouthshire CC; Newport CBC; Rhondda Cynon Taff CBC; Torfaen CBC; the Vale of Glamorgan Council, and the Brecon Beacons National Park Authority. Plan 1 shows the area covered by the member authorities.



- 1.11 The SEWSPG has prepared this document to fill the strategic planning vacuum in South East Wales. Modified following consultation with relevant organisations and agencies in the area, it has now been endorsed by all 11 individual constituent authorities for the purposes indicated in paragraph 1.1 above and as a regional planning context for other plans and strategies.
- 1.12 The nature and stages of Development Plan preparation in the constituent Authorities varies considerably at present. Some Authorities are at different stages in the preparation of Unitary Development Plans while others are currently operating transitional arrangements to complete 'old style' development plans. It is therefore a matter for each Authority to determine how best to integrate this guidance into development plan preparation.

## SUSTAINABLE DEVELOPMENT

- 1.13 National Planning Guidance makes it clear that the Government is intent on working towards ensuring that development and growth are sustainable. The planning system is viewed as having a major role in establishing that objective. The UN World Commission on Environment and Development 1987 (the Brundtland Report) defined Sustainable Development as:  
*'Development that meets the needs of the present without compromising the ability of future generations to meet their own needs.'*

- 1.14 Such a definition inevitably involves attaining a satisfactory and justifiable balance between development needs and the need to protect the built and natural environment. It is normally for individual development plans to interpret this balance in terms of local policies which contribute to such aims. However, the group is of the view that Strategic Guidance for the region should have sustainable development at its heart to provide a consistent and implementable framework for more detailed local interpretation by development plans. Hence the achievement of long term sustainability is the cornerstone of the recommendations associated with each of the major topic areas dealt with by the Guidance. For purposes of the current volume the following aspects of sustainability are particularly important. The treatment of subsequent topics will also be underpinned by appropriate sustainability issues:
- Maximising the use of brownfield sites, particularly for housing, retail development, employment, and landscape and nature conservation purposes.
  - Making development land allocations which reduce the need to travel and maximise public transport use.
  - Maintaining and enhancing the vitality and viability of existing town centres.
  - Defining and protecting strategically important employment sites from uses which could be accommodated elsewhere.
  - Encouraging the reuse of developed land through land reclamation and urban renewal initiatives.
  - Introducing common measures to control the peripheral growth of settlements into the countryside and the amalgamation of urban areas within the region.
  - Introducing common measures which contribute to the identification, protection and enhancement of the natural environment across the region as a whole.
  - Ensuring that development plan policies and proposals are fully appraised in terms of their environmental effects, including their effects on natural resources.

## **CONSULTATION**

- 1.15 The production of Strategic Planning Guidance for South East Wales will be in two volumes dealing with specific topics. Each will contain recommendations together with background, policy context, identification of key issues, and an explanation of the recommendations. This volume deals with 8 specific topics considered to be priorities for consultation and consideration at this stage. Volume 2 will deal with additional topics such as Minerals, Waste Management, Energy, Tourism, Recreation and Leisure and Coastal Issues.
- 1.16 A Draft of Volume 1 was published in January 1999 and comments were invited from the public and interested organisations. Comments were received from 62 organisations and individuals. These were considered by the SEWSPG and appropriate amendments made to the regional guidance, which is also updated to take account of subsequent events such as the issuing of revised Planning Guidance for Wales in April 1999.



## **2 POPULATION AND HOUSING**

### **INTRODUCTION**

- 2.1 Changes in population, both the total numbers and the age structure, and its distribution across the region, are clearly of major significance in the consideration of regional planning issues.
- 2.2 There are numerous methods which can be used to forecast population. All of the methods are, however, based on varying assumptions concerning births, deaths, migration and policy. Policy considerations may include the amount of available land, the environmental capacity of the area, proposed employment growth and the general development strategy. Clearly with so many different options and a large number of individual components, population projections can vary substantially.
- 2.3 New dwelling requirements are closely allied to changes in population and households, although many other factors influence rates of household formation and therefore new dwelling requirements. The provision of an adequate and continuing supply of land for housing is becoming an increasingly sensitive issue. There are questions about where new housing should be located and on what type of land, the quantity required, and the types of housing needed especially in the light of changing social characteristics. The quality of the overall environment and contribution to sustainability remain key issues.

### **POLICY BACKGROUND**

- 2.4 Local authorities in Wales are given the responsibility for determining the scale of new housing required. Unlike in England, there is no formal regional planning guidance to set an overall total. Planning Guidance (Wales) Planning Policy First-Revision (PG(W):PP) paragraph 9.1.1 does, however, indicate that *"The (National Assembly for Wales) will monitor development plans and their implementation to ensure that sufficient housing land is brought forward for development in each unitary authority..."*. The National Assembly for Wales, however, does not produce any formal analysis of the situation. This current exercise represents a contribution by local authorities to an analysis of the situation in South East Wales.
- 2.5 The National Assembly for Wales does provide "trend" based population and household projections for each unitary authority. The latest were issued in the summer of 1997 and are based on the Office of National Statistics 1994 Mid Year Estimates of usually resident population adjusted for the institutional population. These trend based projections reflect expected levels of births, deaths and current migration rates and were issued to assist Welsh Unitary Authorities in the preparation of Unitary Development Plans. They provide a useful baseline, but it will be for each Authority to determine and justify appropriate population and household projections to reflect their Plan strategy and policy objectives.
- 2.6 Planning guidance continues to place stress on the 5 year supply of housing land, although Technical Advice Note (Wales) 1: Joint Housing Land Availability Studies (TAN 1) brings confusion by referring to 6.5 years as *"relatively short supply"*. The role of rehabilitation, conversion, clearance and redevelopment is also stressed. Plans should explain how figures are derived and what assumptions underlie them, setting out allowances for conversions, changes of use, small sites, windfalls and demolitions. The need for co-ordination with area housing strategies is mentioned.
- 2.7 The Deputy Prime Minister, John Prescott, has laid considerable emphasis on the goal of raising the proportion of new housing on previously used land to 60% in England over the next 10 years. The general thrust of this policy is endorsed by the Welsh Office, although the precise detail does not apply as John Prescott's role as Secretary of State is limited to England. The Welsh Office does, however, see a need to promote and encourage sustainable development, with particular reference to urban regeneration. It is also understood to be looking at ways to monitor the use of previously used land. Although there is local discretion, it is keen for the proportion of Brownfield development to be maximised for all uses. There is general recognition, however, that any national target cannot be applied evenly across all regions, and certainly not to all authorities.

## **CURRENT POSITION**

### **Population**

- 2.8 The 1994 based Household and Population Projections for Wales (Welsh Office, 1997) provides a trend in births, deaths and migration for each Unitary Authority since 1991 and projects this to 2016. This forms a useful benchmark for the Strategic Planning Group as a guide for total population, which is in line with national assumptions, for example with respect to net in-migration to Wales. The Welsh Office 1994 based household projections based on national population projections and national trends in household formation rates shows an increase of about 64,000 households in South East Wales over the period 1996-2011.
- 2.9 Each Unitary Authority has a population and household projection for its area. Not all authorities have produced figures yet for 2011. Each of the authority population and household projections is illustrated in Table H1. The Welsh Office trend based household and population projections are also shown for comparison purposes. Figures H2 and H3 illustrate the difference between the Welsh Office trend projections and the Unitary Authority projections. This reflects the differing assumptions and policy objectives built into individual projections to reflect local circumstances. Examples include:
- the adjustment made by Cardiff to migration rates to reflect the "one-off" increase in the student population in the early 1990s;
  - the use by the Vale of Glamorgan of an average of longer and shorter term migration trends (1981 to 1996; and 1991 to 1994);
  - the use by Rhondda Cynon Taff and Torfaen of projections based on former County Structure Plan Strategies;
  - the production by Bridgend of a range of six scenarios based on differing assumptions relating to house completion rates, environmental capacity etc;
  - the use by Monmouthshire of projections constrained by their assessment of the capacity of the local environment to absorb new development;
  - the desire to reduce out-migration as in the case of Blaenau Gwent, Caerphilly, Merthyr and Newport.
- 2.10 Table H1 illustrates that the total population projected by the region's Unitary Authorities for 2006 is about 29,000 more than the trend projection produced by the Welsh Office. However, the total households projected by the Unitary Authorities for 2006 is only marginally higher than that produced by the Welsh Office trend, reflecting the use of generally larger forecast average household sizes.
- 2.11 When comparing relationships between changes in population and changes in the dwelling requirement, the influence of expected changes in average household size is clearly shown by the projections for the Vale of Glamorgan. Population change is virtually zero, but dwelling requirement has increased by 9%.

### **Housing Land Supply in Current Plans**

- 2.12 There is an adequate supply of land for new housing (see Table H3). The land identified in WDA Land Division Joint Studies in accordance with TAN 1 exceeds the residual new dwelling requirement which is the total requirement less completions to date. This does assume, however, that the sites allocated in development plans which are not yet adopted, gain approval and that sites awaiting the signing of a section 106 agreement also come through. The WDA Land Division studies are mainly geared to the assessment of the 5 year supply. They are of less value in examining the longer term position, which is more properly the subject of plan review.
- 2.13 The total land supply therefore exceeds the residual requirement from current plans. In view of the normal maximum 5 year life of planning permissions, this calculation may also underestimate the longer term supply. Not all sites which will be developed later in the plan period will have consent now or be specifically allocated in plans.

- 2.14 Housing completions between 1991 and 1996 have averaged 4,785 per annum (Table H5). On this basis the total land supply (50,969 dwellings, Table H4) would last for 10.7 years, or 9.5 years if category 3(ii) sites are excluded.

### **Five Year Supply**

- 2.15 The more immediate situation is measured by the 5 year supply. Most authorities have a 5 year supply on approved sites, and South East Wales as a whole has 5.4 years' supply (Table H6). Sites awaiting the signing of a section 106 agreement and those from emerging development plans nearing adoption are a potential source of future supply. Adding these sites increases the overall supply by nearly half a year, with six areas showing an increase. Windfalls will add further to the 5 year supply, and Unitary Development Plans will roll forward the supply.

### **Brownfield: Greenfield Split**

- 2.16 An analysis of potential sources of housing land reveals that the proportion on brownfield sites stands at 48% (see Table H7). This varies quite considerably between areas as might be expected. The ability to identify further brownfield sites is likely to be more difficult in some areas than others. Windfalls tend to be urban, as do "other" sites, but new sites are more often greenfield. Clearly there is some way to go if the proportion of brownfield sites is to be raised to the 60% level being advocated in England.

## **STRATEGIC ISSUES**

### **Housing Policy**

- 2.17 The method of assessing future new dwelling requirements has recently become the subject of close scrutiny and national debate. The previous approach, described by the Deputy Prime Minister as "*predict and provide*", is now being questioned; "*plan, monitor and manage*" is proposed as the more appropriate alternative. There are a number of implications of this potential shift in policy, but they cannot be fully evaluated until more details are known.
- 2.18 A key implication of a more incremental approach to meeting new dwelling requirements is that the resultant urban form may tend to reflect this. If longer term forecasts are not produced, or given insufficient weight, then extensions to the urban area are more likely to occur in a piecemeal fashion and over a wide area.

### **Regional Housing Need**

- 2.19 At a Regional Level the need for individual authorities' projections to sum to a control total is often stressed, but this can lead to difficulties, especially when significant migrational flows are involved. Continuing liaison will be necessary to achieve compatibility in projections.
- 2.20 Various methods are in use for forecasting new dwelling requirements in the region. Some Authorities use the Chelmer Model though base data is out of date. Recent Government household projections are tending to point to higher rates of household formation and therefore lower average household sizes. The realism of these forecasts and the desirability of meeting them are key considerations in assessing the level of households to be accommodated. Government 1996 based forecasts are awaited with interest.
- 2.21 One of the difficulties of forecasting models is that small variations in initial input assumptions can lead to wide fluctuations 20 years hence. Nevertheless, there are key elements in the prediction process that change relatively slowly, notably birth and death rates. Migration and household formation rates are, however, more volatile and subject to external influences.

## The Brownfield Debate

- 2.22 Table H7 has been prepared on the basis of individual definitions of brownfield sites and not on an agreed basis. A working definition of brownfield sites is proposed for future use as follows:

***Previously developed land normally within an urban area, excluding parkland, playing fields, golf courses and allotments.***

Whenever the definition is used it should also be noted that categorisation of a site as brownfield does not automatically imply that it will be suitable for development; other plan policies should also be taken into account. For example, the site may warrant protection because of its ecological value, or because of its value as an informal recreation resource for local people. Where a brownfield site has been unused for many years, it may have developed a significant ecological value much greater than improved grassland, for example.

- 2.23 Lord Rogers of Riverside is leading the Urban Task Force established by the Government to examine the possibilities of building more homes on brownfield sites. Identification of best practice will be a significant aim, and the implementation of the recommendations of the Task Force is awaited with interest.
- 2.24 General support for the re-use of previously developed land and aspirational targets, however, are unlikely in themselves to achieve a significant change; firmer intervention will be needed. Brownfield sites almost always cost more to develop than greenfield sites. The present housing land availability regime, as set out in TAN1 needs to be revised as it tends to discriminate against the re-use of brownfield sites. Problems associated with their development are allowed to be seen as justification for making good the supply elsewhere, which often means on greenfield sites. A more positive focus on overcoming of constraints is needed in a revision of TAN(W)1.
- 2.25 Government action is also required to address the fiscal and financial situation if economic arguments are not to preclude brownfield development. Support for phasing policies would help to ensure that brownfield sites are not left in preference to greenfield sites. A sequential test could be introduced whereby greenfield sites would only be approved if it was established that there were no brownfield sites that could be developed.
- 2.26 Whilst housing is the most common use of greenfield sites, other land uses also need to be considered and will therefore compete for brownfield sites. Some brownfield sites may have to be reserved for such uses or may already be allocated for non residential uses. It cannot be assumed that housing will always be an appropriate alternative. Where land is contaminated, for example, remediation for residential use could be far more demanding than for a commercial use. The location may also be unsuitable for housing, and there may be stronger demand for employment or other uses. The distribution of potential brownfield housing sites will also vary between areas, reflecting differing patterns of previous development.

## The Welsh Dimension

- 2.27 There has not as yet been a significant Welsh dimension to the Government contributions to the housing debate. Changes to fiscal arrangements would, of course, be likely to impact equally on Wales. Planning Guidance is, however, different from that in England and should be changed if the Government is serious in pursuing brownfield development. This and other issues need to be addressed on a regional basis as South East Wales is increasingly functioning as one travel-to-work area. This underlines the importance of a consistent approach supported by the Welsh Office.

## Green Belt and Housing Need

- 2.28 The Welsh Office has requested that consideration be given to the establishment of Green Belts, especially between Newport and Cardiff. This matter is addressed in Chapter 7. A key aspect of Green Belts is their permanence, and their designation should not be considered in isolation from long term development requirements. A move away from long term projections of new dwelling requirements, weakens the basis on which Green Belts can be designated, as future requirements will be less certain. At present there is no formal mechanism for the assessment of new dwelling requirements at the regional level. In the interim the Green Belt proposals outlined in this Guidance

are designed as a preliminary measure pending an assessment of future regional development needs.

- 2.29 Government guidance requires that sufficient land be brought forward for housing, and for maximum use to be made of previously developed land. No guidance is given, however, as to what the house building requirement is for the region, nor as to how much development should be achieved on brownfield sites. This partial vacuum in the guidance contributes to the pressures for land releases that are not in conformity with approved plans.

**RECOMMENDATION H1 (A,B,F)**

**H1 THE REGION SHOULD PROVIDE FOR AN AVERAGE ANNUAL HOUSE BUILDING RATE OF 4,635 DWELLINGS ON THE BASIS OF THE RESIDUAL REQUIREMENT FROM CURRENT PLANS.**

- 2.30 Current development plans mostly cover the period 1991 – 2006, and completions to date have averaged 4723 per year. The residual requirement represents about a 2% fall on past building rates. The overall figure masks differences between areas, with completions ahead of forecast in six authorities and below in the other four. The residual requirement represents the current requirement for house building according to approved plans. This will change as plans are reviewed.

**RECOMMENDATION H2 (B)**

**H2 FULL AND EFFECTIVE USE SHOULD BE MADE WHERE APPROPRIATE OF BROWNFIELD LAND TO SECURE A SUSTAINABLE APPROACH TO DEVELOPMENT AND IN THE INTERESTS OF URBAN REGENERATION, COUNTRYSIDE PROTECTION, COMMUNITY DEVELOPMENT, AND TRAVEL MINIMISATION.**

- 2.31 Previously developed land accounts for 44% of existing housing land commitments. New allocations also tend to be weighted towards greenfield sites, but windfalls and other sites are mostly brownfield. The overall proportion of development likely on previously developed land rises to 48% when all sites are included. Some sites counted as greenfield in the Valley areas, however, have been previously developed and subsequently reclaimed to their present green status. There is no formal or aspirational target for brownfield development in Wales, but substantial support is given to the principle of such development. In addition to benefits in terms of urban regeneration and countryside protection, such development can also assist in community development, making best use of existing facilities and services, and in minimising the need to travel.

**RECOMMENDATION H3 (G)**

**H3 THE GOVERNMENT BE URGED TO CONSIDER FISCAL AND FINANCIAL MEASURES AS WELL AS CHANCES TO PLANNING GUIDANCE TO ENCOURAGE BROWNFIELD DEVELOPMENT.**

- 2.32 Economic arguments are often seen to work against the development of brownfield sites, increasing pressure for the release of greenfield land. The Government is urged to minimise the financial disincentives to brownfield development and to positively encourage it by active measures. In particular, Government agencies including the WDA (Land Division) should be directed to assist the achievement of stated urban regeneration objectives.
- 2.33 The National Assembly for Wales is urged to give consideration to positive measures to secure the development of brownfield sites. In particular, TAN1 needs amendment to give greater weight to the reuse of previously developed land. The introduction of a sequential test for the release of greenfield sites is one option. This could help ensure that greenfield sites do not always "jump the queue" because of their relative ease of development compared to brownfield sites. This might be further developed to help ensure that perceived problems are not used as a means to secure release of greenfield sites.

- 2.34 The reference in TAN1, to 6.5 years being relatively short supply should be deleted as causing confusion. The system also only forecasts completions over 5 years, so should not be used to assess 6.5 years supply. The requirement for a 5 year supply is clear and unambiguous. The implication that a greater supply is not adequate reduces clarity. It would also be helpful to note that a substantial over-supply is undesirable and unsustainable.

**RECOMMENDATION H4 (A,F,G)**

**H4 A STUDY BE UNDERTAKEN WITHIN THE NEXT FIVE YEARS BY THE SOUTH EAST WALES STRATEGIC PLANNING GROUP TO ASSESS LONGER TERM HOUSING AND EMPLOYMENT REQUIREMENTS IN TERMS OF BOTH QUANTITY AND LOCATION.**

- 2.35 The forecasting of future population levels and their likely implications for housing and employment needs is not an exact science. Nevertheless there are advantages in being able to take a long term perspective on development needs. This should not necessarily lead to specific allocation of sites well ahead of forecast needs, however, as this tends to fuel urban sprawl. It also tends to work against urban regeneration initiatives. An assessment of long term development needs is also seen as essential to the establishment of extensive Green Belts as these have a life in excess of normal plans. (Recommendation GB3).
- 2.36 Official projections of future population levels and numbers of households will be of significance in setting the context for studies of future land needs. In undertaking such studies, therefore, there will be a need for liaison with the National Assembly for Wales and appropriate agencies.

## **3 TRANSPORTATION**

### **INTRODUCTION**

- 3.1 Effective strategic planning is a critical factor in the success of transport policy in South East Wales. Strategic thinking about the provision of transport infrastructure and services is considered essential in securing a vibrant and successful economy, contributing towards environmental improvements and ensuring accessibility for all members of the community.
- 3.2 The Welsh Assembly offers a new opportunity to provide effective regional guidance, addressing and targeting policy at the local level. Section 121 of the Government of Wales Act 1998 places a duty on the Assembly to produce a scheme setting out how it proposes, in the exercise of its functions, to promote sustainable development. It is therefore anticipated that the Assembly will provide the strategic sustainable development framework for Welsh transport issues. Sustainability is rightly seen as the guiding principle in transport policy, delivered through the integration of transport and land use policies.
- 3.3 Many journeys undertaken are multi-modal involving more than one type of transport. A truly integrated transport system accommodates this variety and covers a complete range of services from community transport to walking to international rail freight. The system must be flexible, accessible and easy to use, and fully incorporate all modes of transport. To be effective it is acknowledged that an integrated transport policy must operate over a long period of time. It is considered that the problems of transport integration and sustainability can be resolved but only by comprehensive action, which may not always at first appear popular. Evolutionary not revolutionary policies are therefore required.

### **POLICY BACKGROUND**

#### **Planning Guidance (Wales): Planning Policy, First Revision, April 1999.**

- 3.4 With regard to transport the First Revision of PG(W):PP is considered to mark an improvement on PG(W):PP, May 1996. Some of the improvements made in the guidance are welcomed, for instance, the guidance advances the development of policies to safeguard land for all modes of transport, furthermore the revised guidance promotes higher density residential development near public transport centres, or near corridors well served by public transport. Such guidance is welcomed however, it is still considered that the document lacks the depth of the English Planning Policy Guidance, PPG 13.
- 3.5 Technical Advice Note (Wales)18: Transport (TAN 18), July 1998 pursues principles that seek to guide the location of new development, reducing the need to travel, and promotes transport choices that are less polluting, recognising that land use planning can contribute in the longer term to environmental improvements. It is, however, a weak document in comparison to PPG 13. TAN 18 should be amended to reflect both the sentiments and practical detail of PPG 13.

#### **Transport White Paper 'New Deal for Transport', DETR July 1998**

- 3.6 The Transport White Paper marks the Government's commitment to securing sustainable long term mobility, and a welcome end to a car based predict and provide transport policy. Government believes that there is a consensus for a radical change of direction in transport policy. The 'New Deal for Transport' sets out a framework for change backed up by targets and indicators. The targets are to be set by regional and local authorities. Wales is also covered by a separate Welsh Transport Policy Statement (see paragraphs 3.8 to 3.11 overleaf).
- 3.7 Three of the main measures proposed in the White Paper are:
- Appointment of a **Commission on Integrated Transport** to advise the Government on the setting of national road traffic and public transport targets and to monitor progress.
  - In England, Regional Planning Guidance and Regional Transport Strategies to be prepared by **Regional Planning Conferences**, in partnership with Government Office for Regions, and Regional Development Agency.

- **Local Transport Plans** for periods of up to five years to be drawn up by Local Authorities after consultation with local people, businesses and transport operators. Authorities will be given wide powers to charge road users and workplace car parking spaces in an attempt to reduce traffic congestion. Local transport plans will address social exclusion issues; tackle accessibility difficulties for identified disadvantaged groups; and plan for transport development that supports communities, increases diversity and reduces community severance.

### **Welsh Transport Policy Statement "Transporting Wales into the Future" Welsh Office July 1998**

- 3.8 This document provides the Welsh context for implementing the DETR White Paper and sets out the distinctive policies which will be pursued in Wales. Previous work carried out by the Welsh Transport Advisory Group is acknowledged and the importance of the National Assembly for Wales in developing transport policies is highlighted.
- 3.9 The main areas of Government policy are endorsed for Wales including: Local Transport Plans; joint working agreements between local authorities and operators; local authorities' powers for workplace parking levies where appropriate; improved accessibility; and Green Transport Plans.
- 3.10 The development of improved North South road, rail, and air links are seen as essential to the future economic, social and cultural cohesion of Wales. The Statement contains an important chapter on Integrating Transport and Land-use Planning, which recognises the complex interaction between decisions on location and scale of land uses and the pattern of demand for transport. The document emphasises that there is a need to encourage transport by means other than the private car and to encourage development at locations which reflect sustainable transport approaches. The Policy Statement advises that UDPs should make clear this relationship between transport and land use planning, and the implications for the environment through policies and supporting justification. The transport and environmental considerations of land use planning proposals should obviously be considered as part of the environmental appraisal of UDPs.
- 3.11 With regard to locational policies the Statement endorses the principle of locating the majority of development in relation to existing transport infrastructure. The need for co-operation and joint working on key land use and transportation issues between authorities is emphasised, particularly to ensure that locational policies in one area are not undermined by the policies of an adjacent authority. The document notes that in determining planning applications the impacts of travel demand, public transport provision, accessibility, and the willingness of a developer to provide infrastructure to overcome objections should all be taken into account. Improvements to transport facilities or services outside the site but related to the development may also be required in the granting of planning permission.

### **Strategic Review of the Welsh Trunk Road Programme, July 1998**

- 3.12 A Review of the Trunk Road programme has been undertaken to explore the contribution the trunk road network can make to an all-embracing strategic approach to transport issues. The Strategic Review places greater emphasis on the effective and efficient maintenance of the trunk road network, whilst seeking imaginative proposals for making better use of existing assets. A balance is sought between facilitating personal mobility, serving economic and social development and protecting the environment.
- 3.13 The Strategic Review identifies a new core network of nationally important trunk roads, which will help determine future Welsh Office priorities for investment. It introduces a new approach to appraisal to ensure a common assessment for all options for solving transport problems; and the Review establishes a dedicated safety budget to enable the Trunk Road Safety Plan to be implemented.
- 3.14 No new major schemes for the South East Wales region are to be included in the short term programme of the Strategic Review. In particular, the A470 scheme Pontypridd – Coryton has been deleted from the Trunk Road Programme, as an integrated transport solution is to be brought forward for this corridor. It is intended that a decision on the M4 Relief Road south of Newport and the

widening of the M4 from Castleton to Coryton will be considered as soon as possible after the completion of the common appraisal framework study, which is already in progress.

- 3.15 With regard to the dualling of the A465(T) from Abergavenny to Hirwaun, the Strategic Review endorses the commencement of the scheme.

### **European Policy**

- 3.16 The Trans-European Strategic Road Network aims to open up peripheral areas of the European Union (EU). The consequence of this policy for South East Wales will have implications for the M4 and A465 Heads of the Valley, the future possibility of improving North – South links, and the provision of improved access to Cardiff International Airport.

- 3.17 The European Transport Initiative implemented through the work of the European Commission attempts to promote sustainable transport policies throughout the EU member states.

### **STRATEGIC ISSUES**

- 3.18 The integration of transport and land use planning, alongside better regulation, should go some way towards achieving an integrated transport network. If there is a consistent and co-ordinated approach across the South East Wales region to the location of transport generators, it should be possible to ameliorate some of the transport problems in this area. Strategic transport corridors based around intermodal travel, provides a useful starting point.

- 3.19 Four main corridor types, may be distinguished as follows:

- Dominated by road, little scope for public transport.
- Dominated by road with limited scope for public transport, only bus.
- Predominantly road with greater potential for public transport, namely bus and rail. This corridor type is the most predominant.
- Greatest potential for public transport, bus and rail.

Recommendation T1 reflects the need to locate significant developments in those corridors with the greatest existing or potential public transport use.

- 3.20 The co-ordination between Unitary Authorities on transport policy issues is critical. Each Authority should be working towards similar objectives, policies, guidance and standards (for example, Air Quality Plans). In addition, there is a need to formulate flexible Development Control policies applicable to all local planning authorities to address issues such as:

- the need to consider transport impacts early on in land use policy development; and
- the need for an assumption in favour of development along public transport corridors, and around public transport nodes.

The pursuit of such policies should lead to a more accessible and sustainable transport system and less exclusion.

- 3.21 Due recognition also needs to be given to the region's international airport and sea ports. UDPs need to fully recognise their role in the regional economy, both in terms of their role in providing vital transport links, and in terms of the need to identify suitable land for the expansion of facilities and related uses where appropriate.

### **RECOMMENDATION T1 (A, B)**

**T1 SIGNIFICANT LAND USE DEVELOPMENT SHOULD BE LOCATED WHERE APPROPRIATE WITHIN TRANSPORT CORRIDORS WHICH OFFER THE GREATEST POTENTIAL FOR PUBLIC TRANSPORT USE (Figure T1)**

- 3.22 In order to reduce car trips and, in the long term, to deliver a more sustainable pattern of development within the region, it is important that those corridors that offer greatest public transport usage be recognised as the most suitable locations for major trip generating uses. Due regard, therefore, needs to be given in the preparation of development plans to locating major housing allocations as

well as retail, leisure and employment proposals in such corridors and in existing town and city centres, particularly where they are of regional significance and involve longer distance trips. In the interests of sustainability, a priority is to locate major attractors close to where people live, consistent with other planning principles.

**RECOMMENDATION T2 (A, C)**

**T2 WHERE APPROPRIATE LAND WILL BE ALLOCATED FOR THE DEVELOPMENT OF TRANSPORTATION SCHEMES WHICH PROMOTE THE DEVELOPMENT OF AN INTEGRATED TRANSPORT NETWORK WITHIN SOUTH EAST WALES PARTICULARLY THOSE WHICH:**

- **CONTRIBUTE TO THE DEVELOPMENT OF THE LOCAL ECONOMY;**
- **ALLEVIATE LOCAL ENVIRONMENTAL AND SAFETY PROBLEMS;**
- **ASSIST REGENERATION STRATEGIES AND INITIATIVES.**

- 3.23 It will be important to ensure that sufficient land is allocated in the region for the development of transport infrastructure. Road and public transport improvements will be necessary as part of an integrated approach as well as a means to reduce accidents. These improvements will facilitate the continued development of the region's economy in providing public transport links to employment sites and ensuring access to employment opportunities for residents. It will also be necessary to alleviate local environmental and safety problems on the network such as, congestion through the development of appropriate transport improvements. Transport impacts should be an integral part of decisions on land use aspects of delivering public services including health and education. Consideration of options for such decisions should be accompanied by a 'transport audit'.

**RECOMMENDATION T3 (B, C)**

**T3 RAIL TRANSPORT WILL BE PROMOTED THROUGH THE FOLLOWING LAND USE MEASURES:**

- **THE IDENTIFICATION OF APPROPRIATE RAIL BASED / RAIL SERVED DEVELOPMENT OPPORTUNITIES;**
- **THE PROTECTION OF SITES FOR NEW RAIL STATIONS; AND**
- **WHERE APPROPRIATE, THE PROTECTION OF REDUNDANT RAILWAY LAND FROM DEVELOPMENT WHICH WOULD INHIBIT FUTURE TRANSPORT USE.**

- 3.24 Accessibility to a railway station is a primary factor in the acceptability of rail as a choice of mode. In particular, accessibility to a railway station by bike and bus will require secure parks at stations plus bus accessibility and integrated travel information. Land use allocations particularly housing, should seek to complement existing and potential services and rail station locations. Investigations are currently ongoing into the potential for re-opening to passenger use the Barry – Bridgend railway line and the Ebbw Vale – Newport line.
- 3.25 It should be noted that commercial pressures within the privatised rail industry can lead to the sale of land which may be required in the longer-term for the development of new facilities such as Park and Ride and new stations. There is a need to strike a balance where brownfield development aims would be delayed or needlessly frustrated.
- 3.26 There is capacity to significantly increase rail freight traffic in this area, especially following the decision to site the Euro-Freight Terminal at Wentloog, Cardiff. Potential sites for freight links / depots should therefore be identified and safeguarded. Sites for rail development should have regard to the supporting infrastructure, for example the siting of associated depots, storage and secondary development.

**RECOMMENDATION T4 (A, B)**

**T4 BUS BASED TRAVEL WILL BE PROMOTED THROUGH THE FOLLOWING LAND USE MEASURES:**

- **THE ALLOCATION OF APPROPRIATE LAND FOR HOUSING, EMPLOYMENT, BUSINESS, RETAIL, SOCIAL AND LEISURE SERVICES WHICH IS HIGHLY ACCESSIBLE BY EXISTING AND / OR POTENTIAL FUTURE BUS SERVICES;**
- **THE ALLOCATION OF LAND FOR BUS LANES AND PRIORITIES.**

- 3.27 Bus services will not cater for new development areas unless service provision in those areas is commercially viable, or the Local Authority is prepared to subsidise services. Land use proposals therefore need to have regard to the existing level of bus service provision and the benefit to service provision which new development could bring. Linear layouts within development will often be the most beneficial form of development to support a good level of bus service. The layout and design of major new developments should maximise opportunities for bus provision.
- 3.28 Local authorities are currently working with private sector partners as part of the 'SWIFT' and 'TIGER' groups, in order to achieve a significant increase in public transport usage, particularly for commuting trips. The 'SWIFT' and 'TIGER' groups are concerned with co-ordinating and initiating public transport improvements in the South Wales area. The 'SWIFT' area covers the following Member Authority areas; Bridgend, Caerphilly, Cardiff, Merthyr Tydfil, Rhondda Cynon Taff and the Vale of Glamorgan. The 'TIGER' area covers Blaenau Gwent, Monmouth, Caerphilly, Newport and Torfaen. Strategies for public transport development in these areas will identify key corridors and specific improvements for both bus and rail travel. It will be important to ensure that the 'SWIFT' and 'TIGER' aspirations are supported through land use policies which seek to reduce reliance on the private car and support the development of an integrated transport network.

**RECOMMENDATION T5 (B)**

**T5 LAND FOR 'PARK AND RIDE' FACILITIES WILL BE IDENTIFIED**

- 3.29 Increasingly there will be a need to cater for trips into major centres by public transport. A component of the solution to many regionally generated trips is the provision of Park and Ride facilities. These should be well located for:
- Diverting trips away from the major road network
  - Relatively short bus journeys into the urban centre
- 3.30 Often the prime sites for Park and Ride facilities will be at Motorway interchanges and other major interchanges on the strategic highway network at the periphery of urban centres. Where bus Park and Ride facilities are proposed it may also be necessary to provide bus priority measures on the corridor into the major centre in order to ensure that the bus provides a real alternative to the car and encourages drivers to make the switch to bus.

**RECOMMENDATION T6 (A, F)**

**T6 THE SCALE AND TYPE OF DEVELOPMENT (IF ANY) APPROPRIATE FOR EACH INTERCHANGE ON THE STRATEGIC HIGHWAY WILL BE IDENTIFIED**

- 3.31 The key road network interchanges are on the Trunk Road and Motorway network. Economic development is heavily dependent on the transport network being free-flowing and consequently the corridors around the motorway and trunk road network are major development pressure areas. The extent of infrastructure needed to maximise its public transport potential will be identified. Paradoxically this development often generates large numbers of trips (many local) onto the interchanges, consuming significant capacity and causing congestion. It is therefore important to ensure that development does not erode capacity to the point of significant congestion, thereby defeating the objective of the initial infrastructure investment. The development potential of each interchange should be directly related to the scope for providing integrated transport measures to cater for demand for movement generated by any new development. 'No development' is a real option in some cases.

**RECOMMENDATION T7 (B)**

**T7 REVISED PARKING GUIDELINES TO HAVE REGARD TO LEVELS OF PUBLIC TRANSPORT PROVISION SHOULD BE PREPARED.**

- 3.32 A review of parking standards/guidelines is currently being undertaken by the Transport Co-ordination Group of the South Wales Consortium of Local Authorities with the objective of developing strategic policies applicable to all major centres. Securing contributions to public transport in lieu of parking provision should be pursued. It is expected that this guidance will be applied in UDPs as supplementary planning guidance.

**RECOMMENDATION T8 (B)**

**T8 ACCESS TO CARDIFF INTERNATIONAL AIRPORT AND THE REGION'S SEA PORTS WILL CONTINUE TO BE IMPROVED BY APPROPRIATE SCHEMES AND THEIR DEVELOPMENT WILL BE ENCOURAGED**

- 3.33 Cardiff International Airport and the region's ports are major regional economic assets. It is important, therefore, that access to these facilities continue to be improved by appropriate rail and/or road schemes. Unitary Development Plans also need to recognise the economic growth potential of these facilities as well as the transport services they provide. Sufficient land should therefore be allocated for port related and appropriate employment uses.

**RECOMMENDATION T9 (B)**

**T9 WHERE APPROPRIATE LAND WILL BE PROTECTED AND PROVISION MADE FOR THE DEVELOPMENT OF THE STRATEGIC CYCLE NETWORK IN SOUTH EAST WALES. LOCAL TRANSPORT PLANS SHOULD INCLUDE MEASURES TO INCREASE THE ROLE OF CYCLING AND WALKING AS A FORM OF TRANSPORT.**

- 3.34 The Welsh Transport Policy Statement recognises the work already carried out by local authorities to develop cycling facilities and encourages local authorities to develop their own distinctive plans for cycling and walking. An enhanced role for cycling and walking, especially as a means of travel to work and travel to school, will reduce reliance on the private car, and complement other measures to secure traffic reduction. Local authorities have been working together with Sustrans and other interested organisations to develop a strategic cycle network in South East Wales. A consortium of local authorities has been established to develop the cross South East Wales route, the Celtic Trail, and close co-operation between authorities and other organisations has led to the provision of a route from south to north Wales, the Lon Las Cymru. These routes form part of the National Cycle Network which comprises a linked series of traffic free paths, traffic calmed and minor roads, connecting urban centres and the countryside and reaching all parts of the UK. The aim is to provide a safe, attractive, high quality network for cyclists and walkers. Local authorities will therefore aim to protect land for the development of this strategic cycle network and consider opportunities for increasing the role of cycling and walking within Local Transport Plans. To ensure access to the national network a number of potential feeder routes have been identified and it will be important that these routes are also protected.

## **4 RETAIL DEVELOPMENT**

### **INTRODUCTION**

4.1 Retailing is a major industry in South East Wales. It meets consumer needs, provides employment, and forms the mainstay of our town centres. The existing distribution of shopping facilities in the area is based on a traditional hierarchy of city, town, district and local shopping centres. Both detailed local development plan policies and national planning policy guidance seek to preserve and enhance retail provision within these centres. In recent years, however, this hierarchy has come under increasing pressure from the development of edge-, and out-of-town superstores, retail warehouses, retail parks and other new forms of retail development. More recently, the emergence of large-scale commercial leisure development in out-of-centre and out-of town locations has also placed pressure on aims to enhance the vitality and viability of town and district centres. It is proposed that leisure issues will be directly addressed in Volume 2 of this Strategic Planning Guidance, and so this chapter is mainly focused on generating a consensus of approach in dealing with retail development matters.

### **POLICY BACKGROUND**

- 4.2 Current Welsh Office guidance for retailing and town centre planning issues is set out in PG(W):PP and Technical Advice Note (Wales) 4: Retailing and Town Centres (TAN 4). Its basic objectives are:
- to sustain and enhance the vitality, attractiveness and viability of town and district, local and village centres;
  - to focus development, especially retail and leisure development, in locations where the proximity of competing businesses facilitates competition from which all consumers are able to benefit and maximises the opportunity to use means of transport other than the car;
  - to ensure the availability of a wide range of shops, employment, services and facilities in both urban and rural areas to which people have easy access by a choice of means of transport;
  - to maintain an efficient, competitive and innovative retail sector; and
- 4.3 TAN 4 advises local authorities to collect a range of research material to use as an empirical basis against which to devise and interpret policy. The guidance outlines the type of information considered useful in measuring the vitality, attractiveness and viability of town centres.

### **THE CURRENT POSITION**

- 4.4 The Strategic Planning Group has conducted an audit of member authorities to establish the range of retail research information that is currently available. Table R1 gives full details of the findings of this audit. It should be noted that the time series of this data is not consistent amongst the different authorities, but the information represents the best approximation available at this time. A variety of information is held, with most relating to retail provision in terms of the number of retail units, retail floorspace (town centre and out of centre) together with details of unimplemented planning permissions, current applications, and schemes under consideration.
- 4.5 Best estimates indicate that there is in excess of 1,000,000m<sup>2</sup> of occupied retail floorspace in the region. Included in this figure there is currently over 400,000m<sup>2</sup> of out-of-centre retail floorspace, of which 57% is devoted to non-food retail. Current unimplemented permissions for retail development or developments under construction have the capacity to create a further 240,000m<sup>2</sup> gross floorspace, of which approximately 209,000m<sup>2</sup> (88%) will be in out-of-centre locations. The Strategic Planning Group has concerns about this quantum of unimplemented floorspace in out- of-centre locations, particularly in the light of guidance, which aims to sustain and enhance the vitality and viability of existing town and district centres. It is the intention to work towards a clearer understanding of the type and distribution of this floorspace in order that need and cumulative impact assessments can be fully accountable on a regional as well as a local basis.

## **STRATEGIC ISSUES**

### **Consistent and standardised approach to data collection and storage**

- 4.6 TAN 4 emphasises the need to generate accurate and up to date information on a range of shopping matters, and of the general provision and usage of retail facilities. The audit of the retail information databases held by member authorities illustrated that the availability of such research and information was not uniform throughout the region. It is therefore recommended that a more consistent and standardised approach to the collection and storage of data is adopted.
- 4.7 Consistent and comprehensive data coverage will assist in the assessment of retail proposals that have cross boundary or regional implications. More significantly it will help to provide a robust and transparent background against which emerging policies and their regional implications can be assessed in the UDP preparation process.
- 4.8 A regional perspective on the distribution of retail facilities may also help to address any disparities in provision, particularly when considering major schemes with wide ranging, regional catchments and impact implications.
- 4.9 The Welsh Assembly has confirmed that it is expected to play a full part in a UK wide survey of retail centres. This should assist planning for town centres by providing up to date statistics. In advance of this the Strategic Planning Group will continue to monitor the research activities of its member authorities and act as the central resource for consistent cross boundary information where possible. It is envisaged that meetings will be held on a six-monthly basis where members of the Group will exchange data collected, and discuss any proposed surveys with a view to achieving a consensus of approach across the region.

### **Hierarchy of centres**

- 4.10 The existing distribution of shopping facilities in the region is based on a traditional hierarchy of city, town, district, local and village centres, with an increasing influence being exerted by out-of-centre stores and retail parks. Cardiff city centre is at the head of the regional shopping hierarchy in South East Wales. It has a unique role as the capital city of Wales and is a major centre for retail, commerce, culture, sport and tourism. A number of large town centres distributed throughout the region perform an important role servicing shopping and other needs on a more local basis. They usually form major nodal points in the sub-region's public transport network and have often been the focus of many years of continuous commercial and cultural investment. In turn, these town centres are supported by a network of smaller district, local and village centres whose local importance, particularly for the less mobile parts of the population, is significant.
- 4.11 Over the last two decades the growth of out-of-centre supermarkets, retail warehousing and retail parks has added a new dimension to shopping patterns in the sub-region, which has often placed the traditional retail hierarchy under significant pressure.
- 4.12 Welsh Office planning policy guidance aims to sustain and enhance town, district, local and village centres, to encourage competition through the grouping of shopping facilities in appropriate locations, and to maximise the use of means of transport other than the car. Some of the existing shopping locations throughout the sub-region are better placed to meet these aims than others. In view of this, member authorities should examine the current shopping hierarchy within their administrative areas from both a local and regional perspective. Development plans should aim to define the local shopping hierarchy and identify the centres that will be the focus of any new development that is necessary in an area. This should aim to ensure that the recognised retail hierarchy is best placed to capitalise on the policy aims of national guidance in the local and regional context.
- 4.13 The Strategic Planning Group will work towards establishing a consistent means by which to define and justify shopping hierarchies, both within administrative areas, and more generally on a regional basis. Factors which are likely to form important considerations include accessibility by public transport, the existing infrastructure and built fabric of town centre locations and the potential for the regeneration of declining centres.

### **The “need” for additional retail floorspace**

- 4.14 The first revision of Planning Guidance (Wales): Planning Policy directs local authorities to first consider the “need” for new retail and leisure development before allocating sites in their development plans. It also states that applications for retail and leisure development which are not within centres and which otherwise do not conform to development plan allocations should be able to demonstrate that a need exists for the additional facilities proposed. However, the guidance does not give details of the factors which should be taken into account in the examination of retail need. It is important, therefore, that more formalised and consistent guidelines for the examination of the need for additional retail and leisure floorspace are formally embodied into development plans and the development control process.
- 4.15 In the case of retail proposals, capacity studies can be used where appropriate, to compare forecasts of the total available expenditure in an area with the potential turnover of existing and committed facilities. Resultant expenditure surpluses or deficits can then help to clarify and set the context for quantifying future floorspace requirements. In particular, the implications of one authority’s policy objective to claw back leakage of expenditure from outside their administrative area should be properly considered in the examination of need for proposals in neighbouring authorities. Such studies should be afforded greater weight if they are shown to rely on regionally consistent data.
- 4.16 Within this context, however, it will be important to distinguish clearly between quantitative and qualitative need. The quantitative need for additional new floorspace, serving growing consumer capacity, is a different issue to the qualitative need for new investment in existing shopping areas which may or may not involve floorspace increases. Development plan policies will need to address this distinction and seek to prioritise between the different forms of “need” for retail investment and development.
- 4.17 A regional overview of need would add value to this process. It would highlight regional disparities in provision and help to illustrate the varying levels of need at different levels of the regional shopping hierarchy. The Strategic Planning Group can also assist by ensuring that studies are carried out consistently throughout the region.

### **Application of the sequential test**

- 4.18 The sequential test aims to focus development in existing shopping centres, or on their edges, and allows out-of-centre development only where there is a demonstrable need for new additional facilities, and other options in town centres do not exist. In practice, however, the application of the test is open to a range of different interpretations.
- 4.19 Many of the shopping centres in the traditional hierarchy of South East Wales, have evolved in densely developed urban areas and can rarely provide the large scale development opportunities that the property sector increasingly demands.
- 4.20 Given the physical constraints that exist in many centres, it is vital that retailers and developers are clearly directed to be more flexible in their approach to the sequential test and to take account of the local characteristics of the shopping centres protected by development plans and Welsh Assembly guidance. Where appropriate development plans should direct developers to be more innovative and flexible about the format of their proposals, tailoring them to fit with local circumstances.

### **Managing change in out of centre developments**

- 4.21 Major out-of-centre developments in the region have been shown to change over time. They have been prone to substantial growth, as in the cases of Culverhouse Cross and Sarn Park, and to changes in the characteristics of goods sold. Trading conditions imposed initially to limit sales at retail warehouses to bulky goods have been eroded over time as new retail concepts have sought to enter the retail warehouse market.

- 4.22 There is a need to protect against the slow, incremental development of low key out of centre developments into large centres, attracting regional catchments and selling ranges of goods that all but parallel what is available in traditional centres. PG(W)(PP) advises that it is unlikely that opportunities exist for large regional centres with more than 50,000m<sup>2</sup> of gross retail floorspace in Wales at present (para 180). In view of this statement, it will be important to monitor and control changes to out-of-centre developments in the region to ensure that they do not evolve into such centres. This advice is equally applicable at a more local scale, where the continued growth of smaller out-of-centre sites is just as threatening to nearby district and local centres because of their proportionally large size.

**RECOMMENDATION R1 (E,F)**

**R1 LOCAL PLANNING AUTHORITIES SHOULD ENSURE THAT DATA COLLECTED IN LINE WITH THE REQUIREMENTS OF TAN 4 IS CONSISTENT THROUGHOUT THE REGION.**

- 4.23 The collection of consistent data is essential to facilitate accurate assessments of retail proposals with regional or cross boundary implications. Six monthly meetings of the Strategic Planning Group will be set up to exchange recent survey data and steer the format of future studies.

**RECOMMENDATION R2**

**R2 DEVELOPMENT PLANS SHOULD DEFINE THE RETAIL HIERARCHY OF SHOPPING CENTRES WITHIN ADMINISTRATIVE AREAS IN ORDER TO IDENTIFY, PROTECT AND ENHANCE EXISTING SHOPPING CENTRES WHICH CAN CONTRIBUTE TO THE GOVERNMENT'S AIMS FOR TOWN CENTRES AND RETAILING. LOCAL AUTHORITIES WILL WORK TOWARDS ESTABLISHING A COHERENT AND CONSISTENT BASIS FOR DEFINING THE HIERARCHY THROUGHOUT THE REGION WHICH RECOGNISES CARDIFF CITY CENTRE'S ROLE AT THE HEAD OF THE HIERARCHY.**

- 4.24 It is important that the centres identified in development plans for protection, enhancement or growth are capable of fulfilling the government's aims for the location of retail development and that the selection process is seen to be regionally consistent and supportive of the established regional hierarchy.

**RECOMMENDATION R3 (C)**

**R3 DEVELOPMENT PLANS SHOULD EXPLAIN AND FORMALISE THE FACTORS THAT SHOULD BE TAKEN INTO ACCOUNT WHEN ASSESSING THE NEED FOR NEW RETAIL AND COMMERCIAL LEISURE DEVELOPMENT.**

- 4.25 In the absence of national guidance on the definition of need it is important that local authorities clarify the criteria which should be examined in the assessment of need. The periodic meetings of the Strategic Planning Group will aim to ensure the regional consistency of such criteria.

**RECOMMENDATION R4 (C,D)**

**R4 LOCAL PLANNING AUTHORITIES AND DEVELOPERS SHOULD BE SYMPATHETIC TO, AND GIVE FULL CONSIDERATION TO THE PHYSICAL CHARACTERISTICS OF THE CENTRES THAT ARE PROTECTED BY THE DEVELOPMENT PLAN WHEN INTERPRETING AND IMPLEMENTING THE SEQUENTIAL TEST.**

- 4.26 There is a need to ensure that retailers and developers adopt a more flexible approach to the sequential test by taking full account of the physical characteristics of protected shopping centres and tailoring proposals to fit local circumstances.

**RECOMMENDATION R5 (B,D)**

**R5 CHANGES IN THE SCALE AND NATURE OF OUT-OF-CENTRE RETAIL DEVELOPMENTS SHOULD BE CONTROLLED TO PREVENT THEIR INCREMENTAL GROWTH INTO CENTRES EXERTING A HARMFUL IMPACT ON THE RETAIL HIERARCHY AND HAVING TRAFFIC AND OTHER ENVIRONMENTAL IMPACTS SIGNIFICANTLY DIFFERENT FROM THOSE ORIGINALLY ENVISAGED.**

- 4.27 There is a need to ensure that out-of-centre developments in the region do not evolve into centres exerting more significant impact than was originally expected, or into regional centres which conflict with PG(W)(PP), para 180. Local authorities will need to monitor both the growth and range of goods sold, together with the traffic implications of out-of-centre retail development.



## 5 EMPLOYMENT LAND

### INTRODUCTION

5.1 The South East Wales region has been a springboard for economic development in the south of the Principality. Unitary Development Plans have a central role in ensuring that a sufficient portfolio of sites is genuinely available to meet economic development purposes ranging from the attraction of large inward investment projects to the provision of land for new indigenous businesses or the expansion of existing enterprises. They also have a key role in ensuring that maximum use is made of brownfield sites and that new development is environmentally acceptable and sustainable, particularly in linking new employment sites to public transport and housing. Development of a successful and balanced economy requires more than just employment land provision, in rural areas for example where agricultural diversification is important. However, this chapter concentrates on employment land provision because of the strategic significance of the site identification process. Some sites will have a national significance whilst the development of others may be counter-productive to sustainable development because they encourage competition within the region or are poorly related to housing and public transport. Future versions of the regional guidance will seek to guide Unitary Development Plans in terms of the need for new employment land provision, but the current document deals only with existing allocations, albeit that some sites that are demonstrably unmarketable may need review and possible consideration for alternative uses. In dealing with employment land, this guidance also recognises that employment can embrace a variety of forms including office development.

### POLICY BACKGROUND

5.2 In furtherance of the role of Unitary Development Plans in providing “*Land use policies and proposals for economic development*” Planning Guidance (Wales): Unitary Development Plans (PG(W):UDP) (Para 22), the Government wishes “*to see local authorities collaborate in setting strategic objectives and policies, establishing, as appropriate, voluntary working arrangements to achieve this*” (PG(W):UDP), Para 4). Local authorities “*are also required to consider the effect on their area of such [development] matters in neighbouring areas, so that consultation and co-operative working between authorities is vital*” (PG(W):UDP), Para 24). The location of jobs is a key influence on transportation requirements and in achieving the Government’s aim of reducing reliance on the motor car and ensuring the most effective use of the transport network (PG(W):PP), Para 51).

### THE CURRENT POSITION

5.3 Tables E1 and E2 show the amount of employment land estimated to be required and available in 1991 and 1997/98. Whereas in 1991 the available land met 90% of the then 1,865 hectare requirement, in 1997/98 the position had improved so that the 2,174 hectares ‘available’ exceed the 1,896 hectare requirement up to 2011 by 278 hectares. However, it would be misleading to conclude that this represents an over-provision for a number of reasons:

- Not all authorities have provided a forecast requirement for 2011. Where a figure has not been provided, the 1991 – 2006 forecasts from structure plans have been extrapolated.
- Not all of the land described as being available over the period up to 2011 will necessarily be seen as being developable and marketable. Indeed, genuinely unmarketable sites should not be considered to be available. Furthermore, a number of the sites are allocated in draft plans that may be subsequently amended.
- Employment land availability should at any one time provide for a range of potential users in terms of size, location, accessibility and so on. In essence, the needs of industry are so diverse that industrial land supply should to some extent exceed estimated demand to provide the flexibility of site characteristics that will enable successful marketing and implementation of the allocated sites. It will be necessary to balance the need for flexibility against other planning objectives.

5.4 Broad assessment of the land available in 1997/98 indicates a preponderance of “small” sites of less than 10 hectares, whilst 1,482 hectares (60% of total) are either immediately available, being brought

forward or available in the short term i.e. less than one year. Although the tables do not relate size to availability, it is evident from the detailed schedules provided by member authorities that most of the smaller sites tend to be immediately available.

- 5.5 Comparison with other studies is not straightforward. For example, the report on 'Land and Property Requirements for Inward and Other Investments' produced by the South Wales Consortium of Local Authorities, Economic Development Technical Group has different base dates, covers a wider area but includes only larger sites. This Employment Land Guidance is only generalised and has not attempted to seek to define strategic sites or which sites are reserved for particular purposes.

## STRATEGIC ISSUES

- 5.6 As this study concludes that the amount of land available compares favourably with the projected requirements, it is important that future allocations should be properly justified, preferably including reference to projected levels of unemployment. Moreover, preference should be given to the implementation of existing sites, thus encouraging development away from the M4 corridor particularly along the Heads of the Valleys.
- 5.7 There is a need to ensure that employment land availability is regularly and accurately monitored across the region. Such monitoring should include classification of sites by size, availability and use class, and should be in accordance with agreed criteria on what, for example, constitutes an immediately available site. Employment Land Availability studies should be conducted annually in liaison with the WDA with a 1<sup>st</sup> January base date, and could usefully follow the approach adopted in the Housing Land Availability studies produced by a group chaired by the WDA Land Division.
- 5.8 On the basis of current land availability, and taking account of vacant floorspace available, new employment land allocations in development plans need to be justified by demonstrating that specific shortages occur related to geographical areas, state of availability, size or quality of sites.
- 5.9 The proposed annual survey will not only provide information concerning the development rates but also the current availability of land. In considering availability throughout the region there is also an opportunity to devise a common methodology and criteria for categorising sites in terms of their quality, particularly whether they represent locational or large site opportunities for inward investment. Such strategic sites deserve recognition since they can form part of a regional portfolio of sites covering many local authority areas. It is therefore suggested that such sites be identified in development plans, and protected to ensure they are reserved for uses which can maximise strategic economic benefits.

### RECOMMENDATION E1 (F,G)

**E1 AN ANNUAL EMPLOYMENT LAND AVAILABILITY STUDY BE UNDERTAKEN IN LIAISON WITH THE WDA WITHIN A FRAMEWORK WHICH ENSURES A RIGOROUS APPROACH WITH CONSISTENT CRITERIA AND DEFINITIONS.**

- 5.10 Annual monitoring of employment land availability on the basis of agreed criteria is a pre requisite of the co-ordinated planning of the region's economy. A base date of 1 January is recommended.

### RECOMMENDATION E2 (E)

**E2 WITHIN THE CONTEXT OF AN ANNUAL SURVEY PRIORITY WILL BE GIVEN TO ESTABLISHING A COMMON METHODOLOGY FOR THE DEFINITION AND IDENTIFICATION OF SITES WHICH ARE CONSIDERED TO BE STRATEGICALLY IMPORTANT.**

- 5.11 The adoption of a common methodology is considered essential to facilitate consistency in the identification of strategic employment sites.

**RECOMMENDATION E3 (A,B)**

**E3 SITES IDENTIFIED AS BEING OF STRATEGIC IMPORTANCE SHOULD BE GIVEN A HIGH LEVEL OF PROTECTION IN DEVELOPMENT PLANS TO ENSURE THEY ARE USED TO MAXIMISE ECONOMIC BENEFITS TO THE REGION.**

- 5.12 Strategic employment sites need to be protected in development plans to ensure that they are reserved for uses which can maximise strategic economic benefits.

**RECOMMENDATION E4 (F)**

**E4 A REGIONAL SURVEY WILL BE UNDERTAKEN OF VACANT OFFICE AND INDUSTRIAL BUILDINGS.**

- 5.13 The proposed survey will provide important background information to facilitate an analysis of the contribution existing buildings can make to meeting employment needs, and an assessment of the measures, including new policies and initiatives on refurbishment, to ensure their re-use.



## 6 LAND RECLAMATION

### INTRODUCTION

- 6.1 This section summarises Land Reclamation issues relating to UDP preparation in South East Wales. It concentrates on strategic issues rather than local implementation priorities, even though often it is difficult to separate the two. It is recognised that strategic Land Reclamation issues are closely linked to other policy areas, particularly transport, employment and urban regeneration. However, for the purpose of this Guidance these issues have been considered separately.

### POLICY BACKGROUND

#### Welsh Development Agency Land Reclamation Programme

- 6.2 The WDA is responsible for funding derelict land reclamation in Wales through the 1975 WDA Act and the 1982 Derelict Land Act. The Agency has responsibilities to consider schemes for land reclamation within the following categories:
- Derelict Land – defined as land so damaged by past industrial or other development that it is incapable of beneficial use without treatment.
  - Neglected or Unsightly Land – defined as land which though capable of being put to some beneficial use is at present un-cared for, untidy and in a condition detrimental to the environment.
  - Other Land – land which is not in itself derelict, neglected or unsightly, but which the Agency believes is reasonably required for the purpose of an associated programmed reclamation scheme. The Agency may also authorise works to land which is likely to become derelict as a result of past operations.

#### Planning Guidance Wales

- 6.3 No specific guidance relating to Land Reclamation exists within the Planning Policy Guidance (Wales) / TAN structure, other than the following statement in paragraph 208 (PG(W):PP).  
***“Derelict and waste land should be restored and where possible brought back into beneficial use. Preferences should be given to development on sites which would enable the reclamation of derelict and waste land, as opposed to the development of green field sites.”***

### STRATEGIC ISSUES

- 6.4 Derelict Land is currently prioritised by the WDA according to the 1988 Derelict Land Survey and submissions by Local Authorities. The process requires improved accountability and co-ordination with related funding programmes. Categories could be established according to the following criteria:
- Schemes which deal with identified threats to health and safety or prevent the further degradation of adjacent land.
  - Schemes which bring contaminated land back into beneficial use, and positively contribute to approved local regeneration strategies.
  - Schemes which assist in the alleviation of pressures on greenfield sites.
- 6.5 All existing schemes within the programme could be categorised according to the above criteria. New schemes would be assessed and programmed through the Welsh Assembly and Regional Economic Fora. A potential problem would be an uneven distribution of funding across authorities, which would be a problem for the Welsh Assembly to resolve.

#### RECOMMENDATION LR1 (A, C)

#### **LR1 LAND RECLAMATION SCHEMES SHOULD BE REGIONALLY PRIORITISED AND PROGRAMMED ACCORDING TO AGREED CRITERIA AND THE AVAILABILITY OF FUNDING.**

- 6.6 This approach will facilitate co-ordination of funding programmes and would be based on a categorisation of land agreed on a regional basis. The implications for both regional and local regeneration strategies could be easily ascertained, which would assist in programming funding packages for projects which rely on or complement land reclamation proposals.

**RECOMMENDATION LR2 (B)**

**LR2 PREFERABLY AN APPROVED AFTERCARE MANAGEMENT PROGRAMME OF UP TO 10 YEARS DURATION SHOULD BE NEGOTIATED AS A PRE REQUISITE FOR CONFIRMATION OF FUNDING FOR LAND RECLAMATION SCHEMES. LOCAL AUTHORITIES SHOULD MONITOR PLANS TO ENSURE STANDARDS ARE MET.**

- 6.7 Aftercare management of schemes is required to ensure reclaimed land is properly maintained and does not revert back to a derelict state.

**RECOMMENDATION LR3 (A, C)**

**LR3 THE REGIONAL LAND RECLAMATION PROGRAMME SHOULD TAKE INTO ACCOUNT SOCIAL, ECONOMIC AND ENVIRONMENTAL ISSUES IN COMPLIANCE WITH LOCAL REGENERATION STRATEGIES TO BE PREPARED FOR EACH UNITARY AUTHORITY.**

- 6.8 Proposals which enhance the landscape for nature conservation, recreational, tourism, cultural and heritage purposes should not be disregarded due to the lack of direct economic outputs. Land reclamation proposals contribute to the quality of life of current and future generations and therefore environmental, social and economic consequences of proposals need to be fully considered at a strategic level.

**RECOMMENDATION LR4 (A, C, D)**

**LR4 REGIONAL STATEMENTS ON BIODIVERSITY ACTION PLANS AND LOCAL AGENDA 21 ACTIVITIES & OBJECTIVES SHOULD INCLUDE RECOMMENDATIONS REGARDING THE INCLUSION OF MINIMUM STANDARDS IN THE DESIGN OF LAND RECLAMATION SCHEMES.**

- 6.9 The promotion of Biodiversity Action Plans and Local Agenda 21 activities and objectives should inform the land reclamation programme at the regional level.

**RECOMMENDATION LR5 (C)**

**LR5 THERE MUST BE FULL COMMUNITY INVOLVEMENT IN THE LOCAL PRIORITISATION, DESIGN, AFTERUSE AND AFTERCARE MANAGEMENT OF LAND RECLAMATION SCHEMES. SUCH INVOLVEMENT SHOULD BE A PREREQUISITE FOR CONFIRMATION OF FUNDING FOR LAND RECLAMATION SCHEMES.**

- 6.10 To create a local climate of trust and clarity of purpose it is essential that communities are fully involved in the process of determining priorities between schemes and the after uses, particularly of large reclamation schemes.

## 7 GREEN BELTS AND GREEN WEDGES

### INTRODUCTION

- 7.1 At present, there are no statutory Green Belts designated in Wales. Welsh Planning Authorities have to date achieved similar objectives to Green Belts by utilising a package of alternative policy mechanisms such as Green Wedges and Settlement Boundaries which, when taken together, perform similar functions to those of a Green Belt.
- 7.2 Previous consideration has been given to establishing a Green Belt around Cardiff, in the context of the Draft South Glamorgan Replacement Structure Plan, the Deposit Draft Vale of Glamorgan Local Plan and the Draft Taff Ely Local Plan.

### POLICY BACKGROUND

- 7.3 (PG(W):PP – First Revision) (April 1999) recognises that both statutory and non-statutory designations have a role to play in the protection of the man-made and natural environments; and that such policies together should adequately control the expansion of urban areas into the countryside and protect valued landscapes and environments.
- 7.4 (PG(W):PP – First Revision) provides the parameters against which Green Belt designation should be considered within a Welsh context. Paragraph 7.1.1 states:  
*“The Government encourages local planning authorities in the more heavily populated parts of Wales which are the subject to very significant pressures for development to seriously consider the need for Green Belts”.*
- 7.5 It goes on to state (Paragraph 7.1.3):  
*“Green Belts should be established through development plans, which must justify the need for such areas; demonstrate why normal planning and development control policies, including green barrier/ green wedge policies, would not be adequate; and include policies for the strict control of development within Green Belts. The designation of a Green Belt is likely to affect more than one local authority and consultation will be necessary with all authorities likely to be affected”.*
- 7.6 The purposes of Green Belts for Wales are slightly different to those in England as outlined in paragraph 7.1.4, as follows: *“to prevent the coalescence of large towns and cities with other settlements; to manage urban form through controlled expansion of urban areas; to assist in safeguarding the countryside from encroachment; to protect the setting of urban areas; to assist in urban regeneration, by encouraging recycling of derelict and other urban land”.*

### THE CURRENT POSITION

- 7.7 To date individual authorities have designated Green Wedges, Green Barriers and Green Spaces reinforced by settlement limit policies to prevent the coalescence of settlements and protect valuable open areas. The difference in terminology throughout the region for comparable policies can be confusing, and in this context discussion is underway to standardise terminology.
- 7.8 Following on from the Inspector’s recommendation at the South Glamorgan Structure Plan EIP, discussion about establishing a Green Belt around Cardiff has taken place within the Strategic Planning Group. It has become apparent that there are areas of regional importance which would benefit from the added protection afforded by a Green Belt designation.

### STRATEGIC ISSUES

- 7.9 The essential characteristics which distinguish Green Belts from other Development Plan designations is their dependence on **regional co-operation** for implementation, their focus on **openness** rather than the inherent quality of the land, and their **‘permanence’**. It is anticipated that they will have a life of at least 30 years.

- 7.10 Discussion has indicated that the regional importance of Cardiff requires the strategic protection of a Green Belt but that other designations are more appropriate elsewhere in South East Wales. A package approach to anti-coalescence and landscape protection policies is therefore put forward. Areas of local importance are designated as 'Green Wedges' or 'Special Landscape Areas' and areas of strategic importance are designated as 'Green Belt'. Designations are reinforced by 'settlement limit' and other policies as appropriate. To go beyond this would require a regional development strategy. (See below, GB3 and paragraph 7.28).
- 7.11 With a population of over 300,000 Cardiff is the most populous urban area in Wales and is likely to be a substantial generator of urban growth in the next millennium. Anticipated growth will continue to place pressure on the undeveloped land within the City itself and on land in close proximity to its administrative boundary within neighbouring local authority areas. These development pressures cannot be ignored.
- 7.12 The challenge facing the Unitary Authorities across South East Wales is how to channel this growth, along with the growth of neighbouring areas such as Newport, The Vale, Rhondda Cynon Taff and Caerphilly County Borough, in such a way as to maintain an attractive rural backdrop for these urban areas and avoid the coalescence of neighbouring urban areas.
- 7.13 In this context, it is considered undesirable to allow growth to occur where it would:
- result in the coalescence of Cardiff and Newport;
  - undermine the identity of individual settlements;
  - undermine the attractive countryside which contributes to the landscape setting of Cardiff, including the Caerphilly Mountain area, and the Leckwith Escarpment.
- 7.14 A package of policy responses is therefore recommended to channel development within the region to the most appropriate and sustainable locations. A comprehensive regional development study would be needed and a regional development strategy agreed to take this process further.

**RECOMMENDATION GB1 (A,B)**

**GB1 AREAS OF GREEN BELT WILL BE ESTABLISHED AROUND CARDIFF WITH TWO OBJECTIVES:**

- **TO PREVENT FURTHER COALESCENCE, BETWEEN CARDIFF AND NEWPORT, IN BOTH LOCAL AUTHORITY AREAS; AND**
  - **TO PROTECT THE SETTING OF THE CITY, ON THE SOUTHERN SLOPES OF CAERPHILLY MOUNTAIN.**
- 7.15 It is considered that a Green Belt designation around Cardiff could play an important role in the longer term development of the region as a whole.
- 7.16 In the absence of a regional study addressing both growth and constraint issues across South East Wales, it is not considered appropriate to propose a continuous Green Belt around Cardiff. It is anticipated that a continuous Green Belt could potentially produce an unacceptable diversion of development pressure to neighbouring local authority areas to the detriment of the region as a whole. Paragraph 7.1.8 of PG(W)(PP – First Revision) recognises this problem and points out that "Green Belts will not necessarily need to extend in a continuous band around an urban area".
- 7.17 The Green Belt is therefore suggested in those areas which are of particular concern in a regional context, where the normal process of development control may become insufficient to restrain the development pressure.
- 7.18 The strong presumption against development associated with Green Belt designation will limit uncertainty in relation to those areas of land affected, and provide an indication of the likely areas of restraint in the longer term (beyond the development plan period). This presumption against development should reduce the development pressure affecting the open land between Cardiff and Newport, and remove the threat of development from the southern slopes of Caerphilly Mountain.

- 7.19 The permanence attached to the designation of the Green Belt is the essential characteristic which will differentiate the Cardiff Green Belt from other specifically targeted policy mechanisms. In order to establish the need for and permanence of more extensive Green Belt than proposed in this Guidance, it will be necessary for the regions local planning authorities to demonstrate that sufficient land can be safeguarded to meet the foreseeable development needs of their area. This is necessary to ensure that no alterations will need to be made to the Green Belt boundary once designated to demonstrate that there is little prospect of changing the designation at the end of the plan period. This implies that when the Green Belt is defined it should endure as far ahead as can be foreseen.
- 7.20 Designation of the Cardiff Green Belt will control the expansion of the area and manage the urban form of the City for the benefit of both Cardiff and surrounding communities.
- 7.21 The most important attribute of a Green Belt is its openness. In order to maintain this openness, development must be strictly controlled. The general policies controlling development in the countryside will still apply within the Green Belt. Reinforced by the presumption against development in the Green Belt this would ensure that any expansion of Cardiff or Newport would not result in development of the open land and would thus prevent the coalescence of these two major urban areas.
- 7.22 (PG(W):PP – First Revision) provides guidance concerning acceptable forms of development within a Green Belt. Paragraph 7.2.1 states:  
*“The construction of new buildings in a Green Belt is inappropriate development unless it is for the following purposes:  
agriculture and forestry;  
essential facilities for outdoor sport and outdoor recreation, cemeteries and other uses of land which maintain the openness of the Green Belt and which do not conflict with the purpose of including land within it;  
limited extension, alteration or replacement of existing dwellings; or  
limited infilling (in these settlements and other development sites which have been identified for limited infilling in the development plan) and affordable housing for local needs under development plan policies”.*
- 7.23 It goes on to state (Paragraph 7.2.2):  
*“The re-use of buildings in a Green Belt is not inappropriate development provided:  
the original building is substantial, permanent and capable of conversion without major reconstruction; the new use will not have a greater impact on the openness of the Green Belt and the purposes of including land within it (strict control will need to be exercised over the extension, alteration or any associated use of land for re-used buildings); and  
the building is in keeping with its surroundings”.*
- 7.24 Mineral extraction need not be inappropriate development within a Green Belt. Minerals can only be worked where they are found. Mineral development need not conflict with the purposes of including land in Green Belts provided that high environmental standards are maintained and that the site is well restored. Large scale development or redevelopment of land in a Green Belt (including mineral extraction or the tipping of waste) should so far as possible contribute to the achievement of the objectives for the use of land in Green Belts.
- 7.25 Where a proposal is considered to be acceptable within the Green Belt local planning authorities would have a duty to ensure that the development will not:
- erode the openness of the Green Belt;
  - lead to the coalescence of Newport and Cardiff;
  - harm the setting of Cardiff; or
  - harm the visual amenity of the Green Belt by reason of its siting, materials or design.
- 7.26 The particular characteristics and strategic value of different areas of the Green Belt will be an important factor in assessing proposals for development within the Green Belt.

**RECOMMENDATION GB2 (A,C)**

**GB2 TO PROVIDE FURTHER PROTECTION OF CARDIFF'S SETTING, SPECIAL LANDSCAPE AREAS, OR OTHER PROTECTIVE MEASURES WILL BE DESIGNATED WITHIN AND BEYOND THE COUNTY OF CARDIFF. THIS WILL INCLUDE THE HIGH GROUND WHICH FORMS THE SETTING TO THE URBAN AREA OF THE CITY.**

- 7.27 The area of the Caerphilly Mountain Project in particular provides an important rural backcloth to the setting of north and north-west Cardiff. The boundary of the Project extends well beyond the administrative boundary of Cardiff into both Rhondda Cynon Taff and Caerphilly County Boroughs. Part of the Study Area within Cardiff to the east of the Taff Valley is important to the setting of the whole of the capital city and will be given protection by the designation of a Green Belt prior to the completion of a Regional Development Study (see Recommendations GB3 and H4). Most of the remaining parts of the project area will be generally protected by specifically targeted Green Wedge, Special Landscape Areas, or other special countryside protection policies as appropriate.

**RECOMMENDATION GB3 (A,F,G)**

**GB3 THE SOUTH EAST WALES STRATEGIC PLANNING GROUP WILL UNDERTAKE A STUDY WITHIN THE NEXT FIVE YEARS TO ASSESS THE REQUIREMENT FOR AND IMPLICATIONS OF FURTHER GREEN BELT DESIGNATIONS WITHIN THE REGION.**

- 7.28 The success of Cardiff as the major regional employment, educational, governmental, retail and leisure centre has resulted in considerable pressure for further growth within the City both within the Cardiff Bay Regeneration area and on peripheral greenfield sites. With continued economic growth in South East Wales generally it is inevitable that without strong policies to control urban form the coalescence of the City with adjacent areas will be hard to resist. It is essential that in managing the growth of the region and in the application of Green Belt policies, agreement is reached between the Welsh Assembly, local government, other non-governmental organisations and the community generally on the scale of future growth, the development land requirements (especially housing and employment land), and the capacity of areas to accommodate that growth. As the next step the UDP Liaison Strategic Planning Group will undertake its own Regional Development Study within the next five years.

**RECOMMENDATION GB4 (C)**

**GB4 LOCAL PLANNING AUTHORITIES WILL INTRODUCE A PACKAGE OF CO-ORDINATED ANTI-COALESCENCE, LANDSCAPE PROTECTION AND OTHER MEASURES APPROPRIATE TO LOCAL NEEDS .**

- 7.29 It is recognised that landscape designations may be dependent on comprehensive surveys of landscape quality being available. A package of policy mechanisms will be put forward to:
- complement the Green Belt designation around Cardiff, and
  - protect other sensitive areas of South East Wales from inappropriate development.

**RECOMMENDATION GB5 (C)**

**GB5 AREAS TO PREVENT COALESCENCE OF SETTLEMENTS WILL BE DESIGNATED AS "GREEN WEDGES", THE POLICY DEFINITION OF WHICH SHOULD BE BASED ON THE FOLLOWING:**

**"GREEN WEDGES HAVE BEEN IDENTIFIED IN ORDER TO PREVENT COALESCENCE BETWEEN AND WITHIN SETTLEMENTS AT THE FOLLOWING LOCATIONS:**

**A .....**

**B .....**

**WITHIN THESE AREAS DEVELOPMENT WHICH PREJUDICES THE OPEN NATURE OF THE LAND WILL NOT BE PERMITTED.**

- 7.30 In order to prevent the coalescence of other individual settlements a number of designations are applied by individual authorities to define and maintain locally important open spaces between and within urban areas and villages. As noted above (paragraph 7.7) there is a confusing array of such terms. It is recommended that areas designated to prevent urban coalescence should be called 'Green Wedges' and given a policy definition based on the wording of GB5.

## **8 LANDSCAPE AND NATURE CONSERVATION**

### **INTRODUCTION**

- 8.1 This paper covers landscape and nature conservation issues relevant to development plans. The statement will initially consider relevant national planning guidance together with the nature and content of existing and emerging development plan policy. Related issues of strategic importance will then be developed as future development plan guidance.

### **POLICY BACKGROUND**

- 8.2 The production of a statement on Landscape and Nature Conservation is supported by PG(W):PP which states that these matters should be addressed strategically and should be discussed with neighbouring authorities. The strategic nature of such issues is beyond doubt in any case. They may relate to sites of national importance. Species or landscapes may cross administrative boundaries, or form part of a pattern or network of regional significance.
- 8.3 PG(W):PP goes on to note that there is a need to develop development plan policy which differentiates between statutory and non statutory designations, and in particular the need for development plans to be consistent in defining the latter. Local authorities are required to have regard to the weight to be given to the protection of statutory designations but should only apply development plan designations to sites of a substantive nature. Policies should also include the encouragement of management of sites and features which are of importance to nature conservation.
- 8.4 Technical Advice Note (Wales) 5: Nature Conservation and Planning (TAN 5) provides further information concerning sites with statutory protection including a schedule listing the designations involved. It further points out the need to develop criteria for the introduction of development plan designations, and indicates that these should be identified in the Plan proposals maps. The TAN also notes that while certain species of plants and animals are specifically protected, these are not confined to designated sites, but it is an offence to affect them adversely.
- 8.5 The Habitats Directive (92/43/EEC) requires member states to manage features of the landscape of major importance for flora and fauna. These features, are those which because of their linear continuous nature or their function as 'stepping stones' are essential for migration dispersal and genetic exchange in an area. In South East Wales Purple Moor-grass and Rush Pastures, represent one such feature, creating a network of habitats for protected species such as the Marsh Fritillary butterfly. Other examples including ancient woodlands, rivers, hedgerows, ponds and small woods, are capable of identification in development plans and bio-diversity strategies.

### **THE CURRENT POSITION**

- 8.6 Table LNC1 provides a summary analysis of existing and emerging development plan policies concerning landscape and nature conservation policies in constituent Local Authorities (as at December 1998). This indicates that while there is comprehensive coverage of these issues, individual authorities have tended to interpret policy in different ways. Much of this appears to have stemmed from the overall guidance provided by the relevant structure plans for those areas, although a good deal of local interpretation has developed subsequently. Hence the approach and the weighting given to specific landscape areas or nature conservation issues is not consistent, for example involving criteria policies only or applying the same policy to local plan designations as statutory ones. The following section will consider policy areas where a consistent interpretation of issues of strategic importance may prove to be of assistance in the evolution of development plan policy.

### **STRATEGIC ISSUES**

#### **Statutory Designations**

- 8.7 Policy guidance requires that statutory designations for landscape or nature conservation should be treated differently from non statutory ones established by the development plan process.

This is not always clearly explicit in existing plans, the distinction often being a matter of the weight applied at the time of a planning decision judgement rather than clear guidance on what the authority's approach would be. It is considered that treatment of these areas should be consistent and explicit across the area for both landscape and nature conservation designations.

- 8.8 Statutory designations can be readily defined on the proposals map, and often have explicit tests already defined in Planning Guidance as material considerations to be taken into account in determining whether the need for a development in these areas overrides or is acceptable in terms of the designation. Co-ordinated development plan policy should therefore indicate that development which has unacceptable adverse effects on them should be refused. Sites involved in should include:
- Major Protected Landscapes ( Brecon Beacons National Park, Wye Valley AONB's .)
  - National and International Designations for Nature Conservation (RAMSAR, SPA's SAC's, SSSI's and NNR's).

### **Non Statutory Designations**

- 8.9 Other tiers of protection will involve non statutory sites of importance defined in development plans. As such the weight to be given to the protection of such sites is not specified in national guidance, and must clearly be lower than the sites considered so that different policy weightings must apply. By implication therefore, for development to be approved on sites defined in the development plan for landscape or nature conservation, the weight given to other material considerations must be greater than the weight given to the site's definition. A blanket approach against development cannot be applied. However, many of the designations are vital to biodiversity conservation in South East Wales since statutory designations are too few to conserve the wider biodiversity resource. Hence where development is considered to outweigh protection, developers must demonstrate that every attempt has been made to minimise impact on site or to provide compensatory or mitigation measures. In such an event any resulting proposals should include the longer term maintenance of the habitat to ensure it remains sustainable. It is anticipated that Biodiversity Action Plans will eventually form major considerations in determining the appropriateness of impact mitigation or replacement proposals.
- 8.10 A co-ordinated approach to dealing with lower tier sites might thus be to produce policies which only allow development on such sites where no alternative exists and measures can be taken to reduce impact to acceptable levels (or where possible replace lost features) together with appropriate proposals for the longer term management of the feature involved.
- 8.11 Development plan designations present a series of problems in addition to the weight to be given to them, particularly in terms of their relative importance and whether they are defined on the proposals map.
- 8.12 Since development plan designations are produced by individual planning authorities they have varied in terms of the criteria used for their designation and the relative importance attached to them. A co-ordinated approach to designation is therefore viewed as requiring the acceptance of common definition for the identification of features of significance.
- 8.13 Important sites are particularly relevant to strategic guidance and include for example those which are of area wide significance, contribute to regional networks, cover the areas of several authorities or local sites of importance as yet unprotected by statute. Designations incorporated in development plans would therefore comprise:
- **Important Landscapes** i.e. landscapes which are characteristic of and visible over a wide area of the region e.g. Heritage Coast, together with landscapes considered to be of local importance because of their special and rare character e.g. Special Landscape Areas (see recommendation GB2).
  - **Important Nature Conservation Sites** i.e. sites which best represent the special character of the region, sites forming part of a regionally important nature conservation network, or localised sites considered to be of special and rare ecological character.

### **Boundary Consistency and Definition**

- 8.14 Consistent definition of landscapes and sites is not possible throughout the region at present due to the current stage of evolution of plans and the lack of detailed knowledge of distributions. However, the production of regional and local Biodiversity Action Plans, and the adoption of a common landscape evaluation approach e.g. as in LANDMAP, will allow regionally consistent definitions, criteria and inventories to be established. In addition the latter is likely to form a nationally accepted framework for action in and protection of the Welsh environment influencing planning related and other activities.
- 8.15 Planning Guidance indicates that development plan designations should be included on proposals maps. While this is a straightforward matter for statutory designations, the inclusion of non statutory map definitions is recognised as a major problem in that boundaries are inevitably a matter of judgement between one authority and another and also the public e.g. where a significant landscape ends. This has led many to consider that such boundaries are incapable of incorporation in map form so that policy must refer to classifications produced as Supplementary Planning Guidance (SPG) or as material considerations outside of the plan, for example by CADW for the Register of Historic Landscapes. Others have suggested the need to take into account possible buffer zones around the area to be protected. However, the latter is considered to be a matter for local determination in the development plan in relation to the features to be protected and could for example be contained by the defined area.
- 8.16 However, landscape classification studies are now becoming available within the region, which can be of benefit to planning authorities both in terms of defining the nature of landscape of an area and the importance attached to it, and in advising on the management and mitigation of the effects of development taking place within it. These local classification studies will eventually be superseded on a regionally and nationally consistent basis by LANDMAP. The production of biodiversity action plans will recognise sites habitats and species, and will again provide a basis for site definition
- 8.17 As indicated above such classifications might be used as SPG or as a material consideration in determining planning applications. However, while SPG would prove a useful vehicle to establish landscape/nature conservation classifications as interim material considerations, since the boundaries would be defensible and can be contested at Inquiry the opportunity exists to incorporate the designations into the development plan.

### **Topic Coverage**

- 8.18 Although the policy matrix shown in Appendix LNC1 indicates quite comprehensive coverage across the major topic areas there are a number of noticeable gaps where topic policies are included in some plans but not in others. While it is recognised that much of this will reflect the stage of evolution of the plan compared to say National or European guidance, to ensure co-ordinated and comprehensive coverage it is considered that attention should be given to the general use of these good ideas throughout the region. Four particular issues are of importance here.
- 8.19 Planning Guidance indicates that protected species may be found outside protected habitats and sites but it nonetheless can be an offence to disturb them. It is therefore considered that development plans should include policies which **protect designated species** irrespective of whether there is a plan designation of where they are found. Examples of such policies are shown in the Blaenau Gwent and Merthyr Local Plans.
- 8.20 Where development is approved on a designated landscape or nature conservation site or where a previously unrecorded significant landscape, habitat or species is subsequently found, it is considered important that all development plans should contain a policy to ensure that any unavoidable loss is minimised or compensated for or at the very least **recording** of the feature. Examples of such policies are found in the Mid Glamorgan Replacement Structure Plan, and the Monmouth Local Plan.

- 8.21 Planning policy guidance indicates that policies should encourage the **management** of landscape features of importance for nature conservation. This approach is clearly very desirable but to date few plans have been able to incorporate this new incentive. Examples occur in the Blaenau Gwent and Monmouth Local Plans.
- 8.22 All Authorities are currently pursuing the development of biodiversity action plans, sometimes already within co-ordinated frameworks within the area. Work produced in association with these plans has demonstrated the importance of **wildlife corridors and networks** (e.g. river corridors) of a very large number of features which are essential to the success of flora and fauna. At present wildlife corridors and networks are under-represented as non statutory designations in existing plans, and are of equal importance to individual sites. It is therefore considered essential that authorities work towards designation of such wildlife corridors and networks.

**RECOMMENDATION LNC1 (C,D)**

**LNC1 AN EXPLICIT MULTI-TIERED APPROACH SHOULD BE USED WITH STATUTORY INTERNATIONAL, EUROPEAN AND NATIONAL DESIGNATIONS FORMING THE HIGHEST LEVEL SUPPORTED BY NON STATUTORY DEVELOPMENT PLAN DESIGNATIONS.**

- 8.23 In seeking to protect all important landscape and nature conservation areas, it is necessary to distinguish the levels of protection, to be weighed against threats from development and change.

**RECOMMENDATION LNC2 (C,E)**

**LNC2 AUTHORITIES SHOULD WORK TOWARDS RECOGNISING NON STATUTORY IMPORTANT LANDSCAPES AND NATURE CONSERVATION SITES IN THEIR PLANS, THROUGH THE ADOPTION OF COMMON LANDSCAPE EVALUATION METHODOLOGIES AND THE PARTICIPATION IN AND PRODUCTION OF REGIONAL AND LOCAL BIODIVERSITY ACTION PLANS**

- 8.24 The network of important landscape and nature conservation features needs to be recognised consistently throughout the region. This can include areas or sites of a highly visible nature, or those of a special or rare character.

**RECOMMENDATION LNC3 (C)**

**LNC3 AUTHORITIES SHOULD WORK TOWARDS DEFINING ON THEIR PROPOSALS MAPS LANDSCAPE AND NATURE CONSERVATION SITE BOUNDARIES WHICH ARE DEFENSIBLE AND CONSISTENT WITHIN THE REGION**

- 8.25 The preparation of biodiversity action plans and the common assessment methodology of the LANDMAP process can help to achieve the necessary consistency within designations and policy.

**RECOMMENDATION LNC4 (C,E)**

**LNC4 NEIGHBOURING PLANNING AUTHORITIES SHOULD AIM TO CO-ORDINATE AND AGREE DESIGNATIONS WHICH OVERLAP OR ARE CLOSE TO AUTHORITY BOUNDARIES, PARTICULARLY WHERE A LARGE NUMBER OF NEIGHBOURING AUTHORITIES ARE INVOLVED (E.G. SEVERN ESTUARY)**

- 8.26 Neighbouring planning authorities need to ensure consistency of boundary definition for designated sites across their mutual boundaries.

**RECOMMENDATION LNC 5 (C)**

**LNC5 - ALL DEVELOPMENT PLANS SHOULD CONTAIN POLICIES WHICH ALLOW FOR THE APPROPRIATE PROTECTION OF SPECIES AND WILDLIFE NETWORKS AND CORRIDORS**

**RECOMMENDATION LNC6**

**LNC6 ALL DEVELOPMENT PLANS SHOULD CONTAIN POLICIES FOR THE MANAGEMENT OF LANDSCAPE FEATURES, PARTICULARLY THOSE IMPORTANT FOR NATURE CONSERVATION**

**RECOMMENDATION LNC7**

**LNC7 ALL DEVELOPMENT PLANS SHOULD CONTAIN POLICIES WHICH**

- **SEEK TO DIRECT NEW DEVELOPMENT AWAY FROM AREAS INVOLVING NATURE CONSERVATION OR LANDSCAPE IMPORTANCE;**
- **PROMOTE OPPORTUNITIES FOR ENHANCING NATURE CONSERVATION ON DEVELOPMENT SITES;**
- **PROVIDE OPPORTUNITIES TO MINIMISE NATURE CONSERVATION LOSS ON SITES WHERE DEVELOPMENT IS UNAVOIDABLE;**
- **WHERE MINIMISATION OPPORTUNITIES ARE NOT POSSIBLE TO PROVIDE OPPORTUNITIES FOR COMPENSATING FOR NATURE CONSERVATION LOSS THROUGH THE USE OF PLANNING OBLIGATIONS AND CONDITIONS.**

- 8.27 Recommendations LNC5-7 are proposed to ensure that Development Plans contain policies which:
- safeguard protected species and the habitats they use;
  - ensure site replacement or site recording if important sites are necessarily lost;
  - recognise the importance of wildlife networks, and;
  - the need to manage landscape features particularly those of nature conservation importance.



## **9 URBAN REGENERATION**

### **INTRODUCTION**

- 9.1 Urban regeneration can be defined as the process of taking comprehensive action to improve the physical, economic and social environments of communities formerly in decline, in such a way that the various initiatives are mutually supportive of each other leading to a sustainable cycle of continuous improvement.

### **STRATEGIC ISSUES**

- 9.2 Previously, regeneration has rarely been included as a specific policy area in either strategic or local policy documents. This is because the nature of the processes involved includes activities which naturally fall under other more established policy areas such as employment, land reclamation, the environment, transport and housing. The following are considered to be the key strategic issues relevant to urban regeneration:
- The need for partnerships to implement regional and local regeneration strategies;
  - The development of long term funding programmes linked to regeneration strategies;
  - The co-ordination of large scale regeneration proposals across unitary authority boundaries;
  - The realisation of potential brownfield sites;
  - The need to integrate regeneration strategies with regional and local transport initiatives;
  - The need for a flexible approach to land use development to facilitate town centre and other regeneration needs.
- 9.3 Many of the relevant issues have been considered by the Welsh Local Government Association Working Group and close liaison with the work of that Group, which is primarily directed towards implementation, is recommended.

#### **RECOMMENDATION UR1 (A)**

**UR1 PARTNERSHIP STRUCTURES SHOULD BE ADOPTED AT BOTH REGIONAL AND LOCAL LEVELS TO FACILITATE THE DEVELOPMENT AND IMPLEMENTATION OF REGENERATION STRATEGIES.**

- 9.4 The promotion of partnerships to undertake regional and local regeneration strategies will be essential in maximising development potential. Regional partnerships are likely to relate to major infrastructure projects, whilst local partnerships will concentrate on local priorities in consultation with the public.
- 9.5 Regional partnerships should be established through the Economic Forum. The WDA, the Welsh Office, the private sector and Unitary Authorities will form the basis of these partnerships. Local partnerships will concentrate on the implementation of local priorities which maximise the regeneration opportunities provided by regional regeneration strategy. The Unitary Authorities, the WDA, the private sector and local communities will form the basis of these partnerships.

#### **RECOMMENDATION UR2 (A)**

**UR2 FIVE-YEAR ROLLING FUNDING PROGRAMMES FOR THE IMPLEMENTATION OF BOTH REGIONAL AND LOCAL REGENERATION STRATEGIES SHOULD PREFERABLY & IDEALLY BE RING FENCED TO TARGETED REGENERATION ACTIVITIES. FUNDING REGIMES, AT A LEVEL COMMENSURATE WITH THE NEEDS AND POTENTIAL OF THE AREAS IDENTIFIED IN THOSE STRATEGIES, SHOULD DIRECTLY COMPLEMENT REGIONAL TRANSPORTATION AND LAND RECLAMATION PRIORITIES.**

- 9.6 Establishing three or preferably five year profiles for regeneration funding mechanism will be important. It is desirable, though probably unlikely, that regional policy could have a role in establishing criteria for the allocation of rolling funding programmes. The co-ordination of regeneration, infrastructure and land reclamation funding programmes, related directly to local regeneration strategies, should be a prerequisite of strategic regional policy.

**RECOMMENDATION UR3 (A,G)**

**UR3 LARGE SCALE REGENERATION PROJECTS CROSSING LOCAL AUTHORITY BOUNDARIES AND / OR OF REGIONAL IMPORTANCE SHOULD BE SEPARATELY FUNDED BY THE WELSH ASSEMBLY.**

- 9.7 There may be a case for categorising specific projects in terms of regional, sub-regional and local importance and subsequently placing the projects in the appropriate context of a rolling programme of funding for Regional and Local Regeneration Strategies. Very large scale projects e.g. Garden Festival, should not draw on funding from the strategies but should be considered directly by the Welsh Assembly.

**RECOMMENDATION UR4 (C)**

**UR4 THE DEVELOPMENT OF BROWNFIELD SITES SHOULD BE A KEY COMPONENT OF LOCAL REGENERATION STRATEGIES, WITH PROPOSALS HAVING REGARD TO REGIONAL POLICY ON LAND RECLAMATION, HOUSING, RETAIL DEVELOPMENT AND SUSTAINABILITY.**

- 9.8 The promotion of brownfield sites for housing and mixed-use development should take account of regional policy on land reclamation, housing, Local Agenda 21 etc. all of which should influence the availability of resources to ensure their development.

**RECOMMENDATION UR5 (A,C)**

**UR5 IN ORDER TO MAXIMISE THE BENEFITS TO THE REGION, LOCAL AUTHORITIES SHOULD ENSURE THAT LOCAL TRANSPORT PLANS TAKE ACCOUNT OF APPROVED REGIONAL AND LOCAL REGENERATION STRATEGIES.**

- 9.9 It will be important for local authorities to ensure that emerging Local Transport Plans take into consideration the main recommendations of regeneration strategies. Likewise any further revisions of regeneration strategies should incorporate an integrated approach to transport. Transport measures can actively assist in the regeneration of communities and the physical environment, for example, through enhancing accessibility. At the same time, urban regeneration can help to promote integrated transport, for example through the retention of local facilities, traffic management, pedestrianisation etc. Ultimately decisions on the funding of transport and regeneration projects will be made by the Welsh Assembly which should seek to ensure a high degree of co-ordination between the programming of these schemes at regional level.

**RECOMMENDATION UR6 (C,D)**

**UR6 EXISTING AND POTENTIAL HOUSING AND MIXED DEVELOPMENT SITES WITHIN TOWN AND DISTRICT CENTRES SHOULD BE IDENTIFIED IN THE FORMULATION OF LOCAL REGENERATION STRATEGIES. SITE ASSEMBLY AND DEVELOPMENT OF THESE SITES WILL BE A PRIORITY AND SHOULD TAKE INTO ACCOUNT REGIONAL POLICY GUIDANCE ON HOUSING, SUSTAINABILITY, RETAILING AND COMMERCE.**

- 9.10 The promotion of housing and mixed use development within town and district centre should be seen as an integral part of the regeneration process and form a key element of local regeneration strategies.

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**TABLE H1 COMPARISON OF UNITARY AUTHORITY AND WELSH OFFICE POPULATION AND HOUSING  
 Projections, Unitary Authority Dwelling Projections (1996 - 2011)**

	Blaenau Gwent	Bridgend	Caerphilly	Cardiff	Merthyr	Monmouth	Newport	RCT	Torfaen	The Vale of Glamorgan	
<b>1996</b>											
ONS	Mid-year population	73,000	130,100	169,100	315,000	58,100	86,800	136,800	240,100	90,500	119,400
Welsh Office projections	Population	73,300	131,500	170,700	310,600	59,300	85,700	137,700	239,700	90,200	118,800
	Average household size	2.52	2.47	2.52	2.45	2.50	2.44	2.44	2.50	2.47	2.48
Unitary Authority estimates	Households	28,968	52,632	67,460	125,306	23,600	34,426	55,738	95,200	36,032	47,177
	Population	72,984	130,080	169,577	315,000	58,102	83,400	136,789	240,100	90,498	119,400
Households	Households	28,762	51,618	66,138	125,700	23,627	33,200	N/A	N/A	N/A	47,457
	Dwellings	30,897	54,174	68,992	125,400	25,154	35,200	56,529	100,500	38,600	48,073
<b>2006</b>											
Welsh Office projections	Population	72,800	133,700	166,700	328,200	58,200	93,100	137,100	242,400	86,900	117,300
	Average household size	2.42	2.33	2.36	2.31	2.39	2.31	2.30	2.38	2.34	2.31
Unitary Authority projections	Households	29,752	56,652	69,915	140,260	24,268	39,827	59,130	101,261	36,752	49,784
	Population	73,380	138,536	166,924	332,870	56,525	86,500	141,150	252,200	97,500	119,806
Households	Average household size	2.43	2.43	2.37	2.42	2.31	2.34	N/A	N/A	N/A	2.32
	Households	29,905	56,291	69,986	136,200	24,527	36,300	N/A	N/A	N/A	50,617
Dwellings	Dwellings	32,125	59,077	72,902	137,900	25,824	38,500	N/A	109,100	40,400	52,324
<b>2011</b>											
Welsh Office projections	Population	72,500	134,400	163,500	337,300	57,800	96,500	136,400	243,900	84,800	116,000
	Average household size	2.35	2.26	2.27	2.24	2.32	2.25	2.23	2.31	2.27	2.23
Unitary Authority projections	Households	30,638	58,407	71,366	148,661	24,569	42,222	60,538	104,762	37,004	51,121
	Population	73,725	139,845	166,050	338,950	56,624	N/A	142,800	N/A	N/A	119,547
Households	Average household size	2.40	2.37	2.28	2.36	2.24	N/A	2.30	N/A	N/A	2.24
	Households	30,391	58,085	72,365	141,750	25,082	N/A	61,300	N/A	N/A	52,129
Dwellings	Dwellings	32,646	60,963	75,380	144,500	26,703	N/A	63,850	N/A	N/A	53,887
Dwellings required 1996-2011		1,749	6,789	6,388	19,000	1,549	N/A	7,300	N/A	N/A	5,814

Note Totals may not add due to rounding

FIGURE H2 COMPARISON OF UNITARY AUTHORITY, WELSH OFFICE, AND ONS POPULATION PROJECTIONS

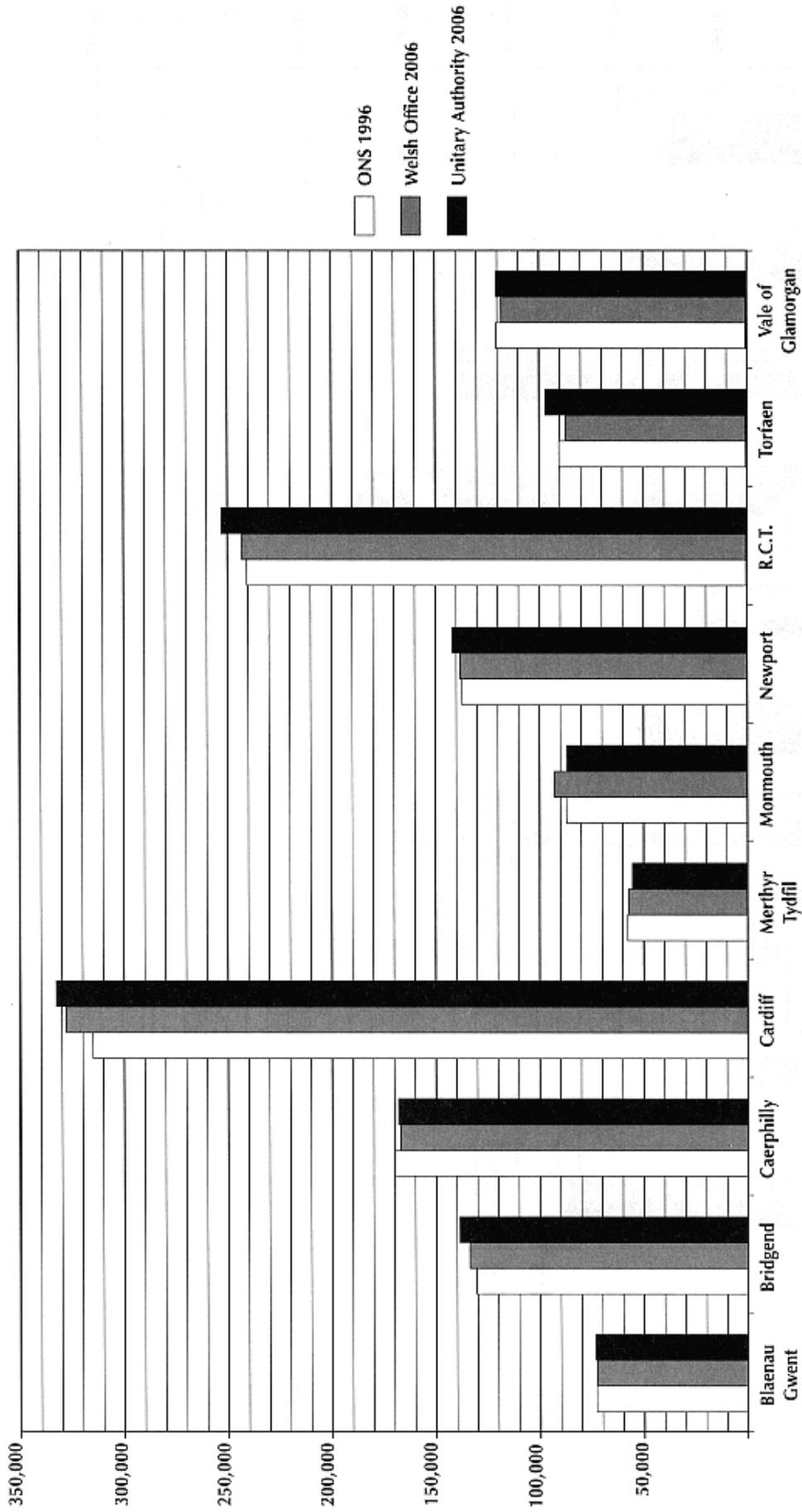
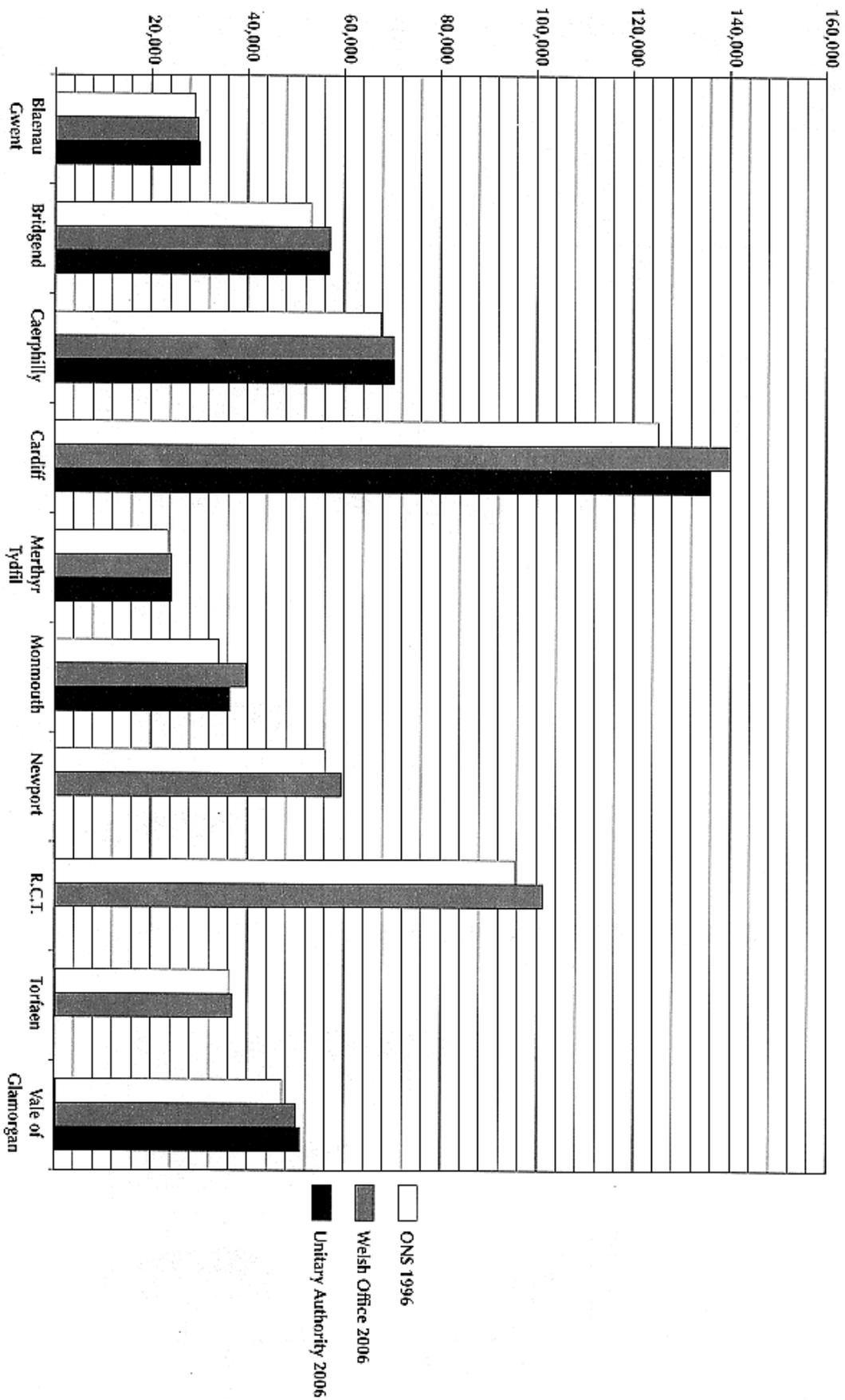


FIGURE H3 COMPARISON OF UNITARY AUTHORITY, WELSH OFFICE, AND ONS HOUSEHOLD PROJECTIONS



**TABLE H4 HOUSING LAND SUPPLY ON CURRENT PLANS**

SUPPLY PERIODS	Approved Sites plus Section 106 Sites plus Unadopted Local Plan Sites (plots)
Short Term Supply (5 year Supply from WDA (Land Division) Studies)	26,843
Medium Term Supply (Category 3(i) Sites from WDA (Land Division) Studies)	18,651
Possible Longer Term Supply (Category 3(ii) Sites from WDA (Land Division) Studies)	5,475
<b>TOTAL LAND SUPPLY</b>	<b>50,969</b>
<b>RESIDUAL HOUSE BUILDING REQUIREMENT</b>	<b>46,821</b>
<b>SURPLUS</b>	<b>4,148</b>

**NOTE** Category 3(i) sites are those where development cannot commence immediately, and which are likely to be completed within one year.

Category 3(ii) sites are those where development cannot commence immediately, but where the constraint to development is likely to be removed in time for dwellings to be completed within five years.

**TABLE H5 HOUSING COMPLETIONS**

Authority	1991	1992	1993	1994	1995	1996	1997	(1)
Blaenau Gwent	273	284	126	140	235	123	136	
Bridgend	632	421	601	597	455	539	209	
Caerphilly	364	351	266	282	806	899	800	
Cardiff	864	1,194	1,139	1,096	861	1,385	1,149	
Merthyr	129	174	166	139	147	120	108	
Monmouthshire	213	334	533	441	418	386	357	(2)
Newport	305	250	337	386	475	452	329	
Rhondda Cynon Taff	896	656	932	900	717	758	673	
Torfaen	435	341	397	259	288	169	199	
Vale of Glamorgan	312	349	559	423	473	509	458	
<b>SOUTH EAST WALES</b>	<b>4,423</b>	<b>4,354</b>	<b>5,056</b>	<b>4,663</b>	<b>4,875</b>	<b>5,340</b>	<b>4,418</b>	

**NOTE** (1) Some figures are not calendar years, but all are for 12 months

(2) Includes conversions

**TABLE H6 FIVE YEAR SUPPLY OF HOUSING LAND**

<b>Unitary Authority</b>	<b>5 Year Supply Approved Sites</b>	<b>5 Year Supply All Sites (1)</b>
Blaenau Gwent	9.6	9.6
Bridgend	5.6	5.6
Caerphilly	6.1	6.1
Cardiff	5.5	5.6
Merthyr	4.8	4.9
Monmouthshire	5.9	5.9
Newport	5.0	5.4
Rhondda Cynon Taff	4.3	5.0
Torfaen	5.1	8.4
Vale of Glamorgan	5.5	6.7
<b>SOUTH EAST WALES</b>	<b>5.4</b>	<b>5.8</b>

**NOTE** Includes Unadopted Local Plan sites and awaiting signing of section 106 agreements.

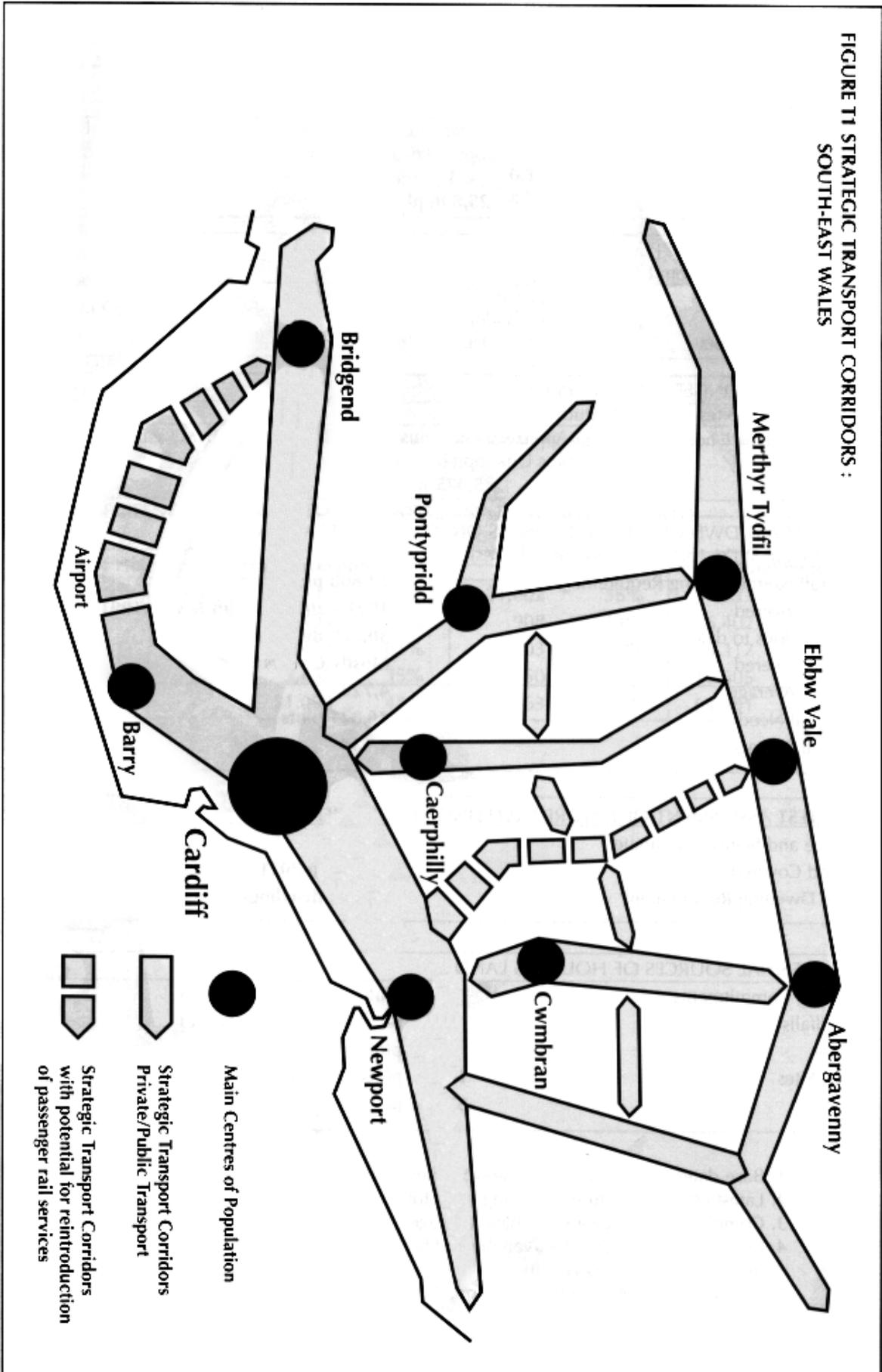
**TABLE H7 POTENTIAL BROWNFIELD: GREEN FIELD SPLIT OF HOUSING SITES**

<b>Sources of Housing</b>	<b>LandBrownfield Plots</b>		<b>Greenfield Plots</b>		<b>Total Plots</b>	
Existing Commitments	16,335	44%	21,002	56%	37,337	58%
Windfalls	5,494	86%	908	14%	6,402	10%
Other	3,414	83%	703	17%	4,117	6%
New Sites	5,855	35%	10,650	65%	16,505	26%
<b>TOTAL</b>	<b>31,098</b>	<b>48%</b>	<b>33,263</b>	<b>52%</b>	<b>64,361</b>	<b>100%</b>

**TABLE H8 HOUSING LAND SUPPLY AND NEW DWELLING REQUIREMENTS**  
**SOUTH EAST WALES**

1. SHORT TERM SUPPLY (Average Rates) (5 Year Supply from LAW Joint Study)		
Approved Sites <b>5.7 years</b> <b>24,853 plot</b>	Approved Sites plus S 106 Sites plus Unadopted Local Plan Sites <b>6.3 years</b> <b>25,896 plots</b>	Approved Supply on Past Building Rates <b>5.5 years</b>
2. MEDIUM TERM SUPPLY (Category 3(i) Sites from LAW Study)		
Approved Sites <b>13,943 plots</b>	Approved Sites plus S 106 Sites plus Unadopted Local Plan Sites <b>18,651 plots</b>	
3. POSSIBLE LONGER TERM SUPPLY (Category 3(ii) Sites from LAW Study)		
Approved Sites plus S106 Sites plus Unadopted Local Plan Sites <b>5,475 plots</b>		
4. FORECAST DWELLING REQUIREMENTS ON APPROVED PLAN BASIS (As used in WDA Land Division Joint Studies)		
Overall New Dwelling Requirement	<b>77,600 plots</b>	
Period Covered	<b>1991 - 2006 (Cardiff and Vale 1991 - 2011)</b>	
Completions to date	<b>30,779 dwellings</b>	
Period Covered	<b>Mostly 6 years to 1997</b>	
Annual Average	<b>4,723</b>	
Residual Need	<b>46,821 plots</b>	
Annual Average	<b>4,635</b>	
5. LATEST ASSESSMENT OF FUTURE DWELLING REQUIREMENTS		
Source and Status of Estimate	<b>Various</b>	
Period Covered	<b>Mostly to 2011</b>	
New Dwelling Requirement	<b>62,489 dwellings</b>	
6. POTENTIAL SOURCES OF HOUSING LAND		
Existing Commitments	<b>37,428 plots</b>	<b>(55%)</b>
Windfalls	<b>7,891 plots</b>	<b>(12%)</b>
Other	<b>4,177 plots</b>	<b>(6%)</b>
New Sites	<b>18,059 plots</b>	<b>(27%)</b>
Total	<b>67,495 plots</b>	<b>(100%)</b>

- NOTES**
1. Base dates of WDA Land Division Studies - various between April 97 and January 98.
  2. Latest estimates of future housing need total 62,489 plots.
  3. Completions in recent years have averaged 4,723 dwellings per year.
  4. Overall, of land currently available, 53% is in the 5 year supply, 38% is in Category 3(i), and 10% is in Category 3(ii).
  5. Of potential sources of housing land, 27% are on new sites.



**TABLE R1 RETAIL PROVISION: INFORMATION HELD BY EACH AUTHORITY**

Information	B Gwent	Bridgend	Cardiff	Caerphilly	Merthyr	Monmouth	Newport	RCT	Torfaen	Vale
Number of retail units	Y	Y	Y	Y		Y	Y			Y
Retail Floorspace	Y	Y	Y	Y	Y	Y	Y			Y
Out of Centre/Town Floorspace	Y	Y	Y	Y	Y	Y	Y	Y		Y
Schemes under construction	Y		Y	Y	Y	Y	Y	Y		Y
Unimplemented commitments	Y	Y	Y	Y	Y	Y	Y	Y		Y
Current Applications	Y	Y	Y	Y		Y	Y	Y		Y
Development Plan Allocations		Y	Y	Y	Y	Y				Y
Completions over last 5 years	Y	Y	Y	Y	Y	Y	Y	Y		Y
Retail Capacity Model			Y		Y				Y	Y
Vacancy Rates	Y	Y	Y			Y				Y
Pedestrian Flow		Y	Y	Y		Y	Y			Y
Shopper Surveys		Y	Y	Y		Y	Y		Y	Y

**TABLE R2: OUT OF CENTRE/OUT OF TOWN RETAIL FLOORSPACE (Net Sq.m.)**

<b>Authority</b>	<b>Comparison</b>	<b>Convenience</b>	<b>TOTAL</b>
Blaenau Gwent	5,400	3,260	8,660
Bridgend (1)	14,866	9,008	23,874
Caerphilly	7,222	13,396	20,618
Cardiff	92,215	34,634	126,849
Merthyr Tydfil	14,643	9,142	23,785
Monmouthshire	N/A	2,500	2,500
Newport (1)	24,980	59,365	84,345
Rhondda Cynon Taff	56,424	31,094	87,518
Torfaen	N/A	N/A	N/A
Vale of Glamorgan	15,784	13,263	29,047
<b>TOTAL</b>	<b>231,534</b>	<b>175,662</b>	<b>407,196</b>

**NOTE:** (1) Figures for Bridgend and Newport are gross figures.

**TABLE R3: NUMBER OF RETAIL UNITS**

<b>Authority</b>	<b>Convenience</b>	<b>Comparison</b>	<b>Vacant</b>	<b>TOTAL</b>
Blaenau Gwent	79	276	74	429
Bridgend(1)	92	318	110	520
Caerphilly	156	383	N/A	539
Cardiff	574	1,646	347	2,567
Merthyr Tydfil	N/A	N/A	N/A	N/A
Monmouthshire	77	357	73	507
Rhondda Cynon Taff	N/A	N/A	N/A	N/A
Newport (1)	38	227	57	322
Torfaen	N/A	N/A	N/A	N/A
Vale of Glamorgan	182	371	159	712
<b>TOTAL</b>	<b>1,198</b>	<b>3,578</b>	<b>820</b>	<b>5,596 (1)</b>

**NOTE:** (1) Total for seven authorities.

**TABLE R4: RETAIL FLOORSPACE (Net Sq.m.)**

<b>Authority</b>	<b>Date</b>	<b>Convenience</b>	<b>Comparison</b>	<b>Vacant</b>	<b>TOTAL</b>
Blaenau Gwent(1)	1987	19,082	37,414	6,801	63,306
Bridgend	1995	17,842	18,308	2,378	38,528
Caerphilly	1995/6	26,700	34,700	N/A	61,400
Cardiff(2)	1997	84,610	424,237	33,721	542,568
Merthyr Tydfil	1996	N/A	N/A	N/A	50,773
Monmouthshire	1997	16,530	34,454	4,774	55,758
Rhondda Cynon Taff		N/A	N/A	N/A	N/A
Newport (1)	1987	11,529	73,328	9,346	94,203
Torfaen		N/A	N/A	N/A	N/A
Vale of Glamorgan	1997	33,238	40,407	7,150	80,795
<b>TOTAL</b>		<b>209,531</b>	<b>662,849</b>	<b>64,179</b>	<b>936,559(3)</b>

**NOTES:** (1) Figures for Blaenau Gwent and Newport are gross figures.  
(2) Figure for Cardiff incorporates gross floorspace for Cardiff City Centre.  
(3) Total for eight authorities.

**TABLE E1: EMPLOYMENT LAND AVAILABILITY / REQUIREMENTS 1991 - 1997/8 (Hectares)**

AUTHORITY	Structure Plan Target (a) 1991 - 2006	Land Available (b) 1991	Net Changes in Sites / Areas (c) [= (d + e - b)] 1991 - 1997	Land Developed (2) (d) 1991 - 1997	Land Available (1) (e) 1997 / 1998
Vale of Glamorgan	120	94	+ 180	c.48 (7 yrs)	226
Cardiff	300	318	+ 116	134 (7 yrs)	300 (Dec 97)
Bridgend	190	120	+ 346	c.123 (7yrs) (15-20 pa 20 yrs)	343 (June 97)
Rhondda Cynon Taff	280	210	+ 186	c79 (7yrs) (60 over 6 yrs)	317 (Sept 97) updated
Merthyr Tydfil	95	91	- 16	c.20 (7 yrs) (17 over 6 yrs)	55 (Nov 97)
Caerphilly	230	285	- 15	c.70 (7yrs) (60 over 6 yrs)	200
Newport	300	309	+ 130	105 (7 yrs) (incl u/c)	334 (May 98)
Torfaen	100	62	+ 68	17 (7yrs)	113 (1997)
Monmouthshire	100	101	- 1	3 (7yr)	97 (May 98)
Blaenau Gwent	150	91	133	35 (over 7 yrs)	189
TOTAL SOUTH EAST WALES	1865	1681	1127	634 (7 yrs) 91 p.a.	2174

**NOTES:** (1) Column (e) Land available includes Deposit Local Plan and Draft UDP allocations.

(2) Column (d) Land developed includes some estimates for 7 year period based on figures for developments over 6 years.

**TABLE E2: EMPLOYMENT LAND AVAILABILITY / REQUIREMENTS 1997/8 - 2011 (Hectares)**

AUTHORITY	Land Available (1) (a) 1997 / 1998	Target (2) (b) 1.1.98 - 1.1.2011	Size Categories Available Sites (3) (c) 1997/1998					Availability Of Sites 1997/98 (3) (d)		
			0-9.9	10-19.9	20-39.9	40+	Immed	BBF/ Short term	1 - 3 yrs Medium term	3 yrs+ Long term
Vale of Glamorgan	226	(13 years)	64	49	0	113	57	80	35	54
Cardiff	300 (Dec 97)	340	136	11	50	102	143	125	31	0
Bridgend	343 (June 97)	245 (264 - 14 yrs)	100	60	135	49	128	136	52	27
Rhondda Cynon Taff	317 (Sept 97) (updated)	242 (based on 91 - 2006 structure plan)	162	63	92	0	133	91	0	93
Merthyr Tydfil	55 (Nov 97)	82 (based on 91 - 2006 structure plan)	40	16	0	0	24	12	3	16
Caerphilly	200	188 (1996 - 2011)	63	64	0	68	151	0	32	13
Newport	334 (May 98)	200	69	24	51	190	144	0	42	148
Torfaen	113 (97)	87 (based on 91 - 2006 structure plan)	80	12	22	0	67	35	0	13
Monmouthshire	97 (May 98)	97	54	43	0	0	66	0	15	16
Blaenau Gwent	189	189	106	24	59	0	90	0	6	93
<b>TOTAL SOUTH EAST WALES</b>	<b>2174</b>	<b>1896</b>	<b>874</b>	<b>366</b>	<b>409</b>	<b>522</b>	<b>1003</b>	<b>479</b>	<b>216</b>	<b>473</b>

**NOTES:** (1) Column (a) Land Available includes Deposit Local Plan and Draft UDP allocations.

(2) Column (b) Target estimated from extrapolation of previous structure plan forecasts where draft UDP target unavailable.

(3) Columns (c) and (d): figures may not add to column (a) due to rounding. Authorities use different availability criteria: being brought forward has been assumed to equate with short term. According to the Welsh Office 1993 definition, short term is within 1 year, medium is within 2 or 3 years and long term is upwards of 3 years i.e. constrained.

**TABLE LNC1: DEVELOPMENT PLAN LANDSCAPE AND NATURAL CONSERVATION POLICY**

Ecology Statutory (int. and National)		MGRSP	CVLP	RLP	TELP	MTLP	OLP	SGRSP	CCLP	VOG UDP	GRSP	RVLP	ILP	TLP	MLP	NUDP	BGLP
Development Plan		EV51	CON 2				EV15			ENV12	C9	CE7			C9	CE2	
International Ramsar		EV51	CON2				EV15	C3	8	ENV12	C9	CE7				CE2	
SAC		EV51	CON2				EV15	C3	8	ENV12	C9	CE7				CE2	
SPA		EV51	CON3	ENV8	EN10	NH3	EV15	C3	8	ENV12	C9	CE7	CE1	E5	C9	CE2	EN12
National - SSSI		EV51		ENV8			EV8	C3	8	ENV13	C9	CE7	CE1	E5	C9	CE2	
NNR		EV51		ENV8						ENV13							
others		EV51		ENV8													EN15
Species protection						NH6											

**Ecology Non Stat (reg or local)**

Ecology Non Stat (reg or local)		MGRSP	CVLP	RLP	TELP	MTLP	OLP	SGRSP	CCLP	VOG UDP	GRSP	RVLP	ILP	TLP	MLP	NUDP	BGLP
Development Plan		EV51ii	CON4	ENV8		NH5				ENV14	C9	CE7		E5			
RIGS		EV51ii	CON4		EN14	NH8					C10		CE3	E6			EN13
Ancient Woods etc		EV51ii	CON4	ENV8	EN11	NH4	EV15		8	ENV14	C9	CE8	CE1	E5	C9	CE3	EN12
LNRS		EV51ii	CON4	ENV8		NH5	EV15	C4		ENV14		CE8		E5			
SNCI		EV51ii			EN9												EN13
Wetlands and other		EV14						C7		ENV10						CE6,7,8,9	
Woodland / hedgerows		EV6		ENV9	EN11 EN12		EV16									CE4 CE5	
Habitat replacement / recording		EV7			EN13			C4			C9						EN11
Habitat enhancement		CE4	EN11														
Site management																	
Conservation in the built envt										ENV22							
Wildlife networks																	EN14

**KEY**

- MGRSP Mid Glamorgan Replacement Structure Plan
- CVLP Cynon Valley Local Plan
- RLP Rhondda Local Plan
- TELP Taff Ely Local Plan
- TLP Torgaen Local Plan
- BGLP Blaenau Gwent Local Plan
- MGRSP Merthyr Tydfil Local Plan
- OLP Ogwr Local Plan
- RVLP Rhyimey Valley Local Plan
- CCLP Cardiff City Local Plan
- MLP Monmouth Local Plan
- MGRSP Mid Glamorgan Replacement Structure Plan
- VOG UDP Vale of Glamorgan Unitary Development Plan
- GRSP Gwent Replacement Structure Plan
- SGRSP South Glamorgan Replacement Structure Plan
- ILP Islwyn Local Plan
- NUDP Newport Unitary Development Plan

**TABLE LNC1: DEVELOPMENT PLAN LANDSCAPE AND NATURE CONSERVATION POLICIES (continued)**

**Landscapes Statutory (int. and National)**

Development Plan	MGRSP	CVLP	RIP	TELP	MTLP	OLP	SGRSP	CCLP	VOG UDP	GRSP	RVLP	ILP	TLP	MLP	NUDP	BGLP
BBNP	EV4															
Heritage Coast	EV4					EV8			ENV4 ENV9							
AONB														C2		
Other	EV4														CE28	
View from BBNP		ENV3												C1		

**Landscapes Non Statutory (reg or local)**

Development Plan	MGRSP	CVLP	RIP	TELP	MTLP	OLP	SGRSP	CCLP	VOG UDP	GRSP	RVLP	ILP	TLP	MLP	NUDP	BGLP
Coal-field plateau	EV4	ENV/P2	ENV2	EN5	NH2	EV8				C5/6			E2	C2		
Valley sides	EV4	ENV/P2	ENV2	EN5	NH2	EV8				C5/6			E2	C2		
Caerphilly mountain	EV4			EN5			C2/5									
Other local sites		ENV/P3				EV8	C2									
Defined sites			ENV3		NH2						CE2	CE2	E2	C2	SP3 SP4	EN16
Non heritage/designated coast								ENV5					C21			

**General landscape policy**

Development Plan	MGRSP	CVLP	RIP	TELP	MTLP	OLP	SGRSP	CCLP	VOG UDP	GRSP	RVLP	ILP	TLP	MLP	NUDP	BGLP
Water environment					NH7		C8		ENV6/10				E6	C8	CE11	EN13
Rivers and banks	EV8		ENV6	EN8					ENV10					C8		
Broadleaved trees	EV14	CON1	ENV7	EN15	NH8	EV14	C7		ENV11	C10		CE3	E6	C8		EN22
Afforestation	EV15	EN16	C10	C7												
Landscapes mitigation measures		ENV8		EN17											CE1	
New planning controls												CE4			CE6	EN21