



**Powys Local Development Plan
Topic Paper**

LDP STRATEGY

ADDENDUM

(Update to the 2015 Deposit Stage version)

January 2016



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Annexe 1

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1. Introduction

1.1 The LDP Strategy Topic Paper (June 2015) set out to clarify the Vision and Strategy of the Local Development Plan (LDP), to explain how the Vision and Strategy interrelates to key topic areas and to discuss the linkages between the topic areas and the sustainable settlement hierarchy.

1.2 Since the Deposit LDP, the Council has considered representations made on the Deposit Plan and has also reviewed and updated areas of evidence. This has resulted in a number of proposed changes to the Deposit Plan which are being published in a Focussed Changes consultation.

1.3 The Focussed Changes consultation will run concurrently with submission of the LDP to the Welsh Government for independent examination by the Planning Inspectorate Wales as part of the Examination process. The Planning Inspector judges whether the Plan is sound and, where changes are made by the Inspector, the Inspector's recommendations are binding on the Council.

1.4 This paper updates the LDP Strategy Paper (2015) as follows:

- i) To highlight areas of new policy/evidence which impact upon information previously published in the LDP Strategy Topic Paper.
- ii) To outline which Focussed Changes are pertinent to the LDP Strategy including the revised housing requirement (see also Population & Housing Addendum Paper – January 2016).
- iii) To explain the introduction of a new Strategic Policy SP1 – Settlement Strategy and the insertion of Strategic Policy SP2 - Safeguarding of Material Assets.
- iv) To clarify the Strategy approach to housing development in the Rural Areas.
- v) To revise and replace Appendix F of the Topic Paper so that it incorporates the proposed Focussed Changes to site allocations in the LDP (most changes relate to housing sites although there have been a limited number of changes to employment land sites).

2. Para 1.3. Update

2.1 Policy guidance is now in Planning Policy Wales, Chapter 2 as *Local Development Plans Wales: Policy on Preparation of LDPs (2005)* has been superseded. Para 2.5.4 relates to the requirement for an up to date information base.

3. Para 2.4, bullet point 6 and Appendix 1, Point 20.

3.1 The LDP Topic paper (2.4) includes the following issue:

The outward migration of 21-30 year olds is considered to be due to low wages, poor employment opportunities and high housing costs;

To address this weakness the Council envisages a level of development growth that will support the area's social and economic needs. Through enabling housing and employment in appropriate locations the Council plans to both retain and attract the working age population and provide improved opportunities for the younger generation (2.4, bullet 11).

3.2 The identification of this weakness/threat is followed up in Appendix A (Key Issues/Considerations), Point 20:

“Whilst the lack of a university within the county accounts for the large net outward migration of 18 to 20 year olds from the county, low wages, poor employment opportunities and high housing costs are considered to be the main reasons for outward migration of young adults aged 21 to 30 from the county. Although there is a net gain from inward migration to the county of this age group, it needs to be higher if the size of the workforce is to be sustained”.

3.3 During the Deposit Plan consultation it was pointed out that there is an inconsistency between the LDP on the one hand using a 5 year migration rate (see Population and Housing Topic Paper) and on the other the apparent aspiration of the Council to increase inward migration rates as stated in point 20 above.

3.4 In response, the Council advises that the LDP issues/considerations were identified at the early stages of Plan preparation. Ongoing evidence has been emerging. For example, migration has been relatively static in this defined age group over recent years but data shows that the county is consistently losing more people than it gains in the 25-29 age bracket as shown below:

Migration (20-29 year olds) - Powys (includes BBNP) – rounded to nearest hundred (source: Powys Stats)

| Year | 20-24 years | 25-29 years | Overall |
|---------|-------------|-------------|---------|
| 2010-11 | + 100 | 0 | +100 |
| 2011-12 | +100 | -100 | 0 |
| 2012-13 | +200 | -100 | +100 |
| 2013-14 | +100 | -100 | 0 |

3.5 The net gain of the younger age group (20-24) is considered to be mainly attributable to young people returning home after qualifying at University or college. They settle back in Powys whilst job hunting but may move out of the county again once a permanent job is found.

3.6 The movements that Powys experiences are similar to many other rural areas across the country.

3.7 The LDP Strategy is not employment led, but through the balanced apportionment of new growth mainly into Towns and Large Villages, the LDP does what it can to provide opportunities in the county and reverse migration trends. Planning policy is only part of the picture with the general economy being a significant driver for change. The recognition of this issue is reflected in the flexibility allowances that are provided for in both housing and employment land provision - see first and second bullet points in 7.2.2 Economic Projections.

3.8 As an update, the Council concludes that whilst it may be advantageous for Powys for the net gain of 21-30 year olds to be higher, the LDP Strategy does not depend on it being higher to sustain the workforce. The LDP Strategy is based on an employment needs assessment and more information is provided in the Employment Needs Assessment as summarised at 7.2.3 (Labour Market Balance). Of further note is the update contained in the Addendum (2016) to the Economy - Employment and Economic Development topic paper and the position statement (Jan 2016).

4. Para 2.5 – Vision - Update

4.1 The Focussed Changes propose a small amendment to the Vision shown at para 2.5 with the addition of the words “outstanding landscapes” as follows:

Our Vision of Powys 2026

Powys is a county of considerable variety extending from the South Wales Valleys to the Berwyn Mountains in the north, and from the Cambrian Mountains in the west to the English border in the east.

As the ‘green heart of Wales’, Powys will be a place of vibrant and resilient communities providing sustainable development and economic opportunities set in a healthy, safe environment, whilst celebrating, protecting, enhancing and sustainably managing its natural resources, native wildlife and habitats, heritage, outstanding landscapes and distinctive characteristics.

Powys’ towns and larger villages will be vibrant and accessible service centres. They will be the focus for integrating housing, economic and service development to meet their own needs and those of their surrounding communities.

Powys’ rural areas will be a working countryside of sustainable communities supported by a thriving and diverse rural economy of small businesses.

5. Para 2.6 – Strategic Objectives - Update

5.1 The Focussed Changes include modifications to the following objectives:

Objective 1, Objective 5, Objective 13 – please see the Schedule of Focussed Changes (2016) for detail.

5.2 The LDP Strategy Topic Paper – Appendix A (Strategic Objectives) – pg 36 - should be read in the light of the proposed changes.

5.3 The main impact on the LDP Strategy is the revised numbers in Strategic Objective 1 – Meeting Future Needs – proposed by FC7 and duplicated for clarity below:

Planning for Growth in Sustainable Places

LDP Objective 1 – Meeting Future Needs

To meet the needs arising in Powys over the plan period up to 2026, to provide adequate, appropriately located land for:

- i. 6129 dwellings to deliver a dwelling requirement of 4,500 which will meet all the housing needs of Powys' increasing and ageing population and its decreasing size of households, including open market and affordable housing, gypsy and traveller accommodation and other specialist housing needs.
- ii. 45 hectares of employment and economic development uses.
- iii. Retail, tourism, recreation, infrastructure, services and other needs.

5.4 The changes in the figures from those published in the Deposit Plan are discussed in sections 7. and 9. below.

6. Introduction of Strategic Policies SP1 and SP2

6.1 In response to representations received, the Council is proposing a new Strategic Policy SP1 which clearly expresses its spatial strategy. The new policy deals with the strategic split of development across the hierarchical tiers giving a robust framework for the apportionment and control of growth into the most sustainable locations.

6.2 Policy SP1 provides the Council with an assessment framework for monitoring so that the Plan can deliver its aims and objectives and ensures that the location of new development does not undermine the LDP Strategy.

6.3 The following strategic policies are proposed by Focussed Change FC13 (see Schedule of Focussed Changes) -

Strategic Policy SP1 - Settlement Strategy

Housing and employment development is distributed in accordance with the following settlement strategy based on a settlement's levels of service provision and size (households) and subject to its capacity to accommodate sustainable growth:

| Category | Type of Development |
|---|--|
| Towns: At least 50% of the Plan's housing growth and the Plan's employment land within: | |
| 1. Towns | <p>Housing and Employment:</p> <p>A higher proportion of new development required will be directed to Towns. This will be through commitments and new allocations and on suitable sites within the development boundary.</p> <p>Additionally affordable housing will be permitted on exception sites.</p> |
| Large Villages: At least 20% of the Plan's housing growth and at least 15% of the Plan's employment land within: | |
| 2. Large Villages | <p>Housing:</p> <p>A significant proportion of new housing development required will be directed to Large Villages. This will be through commitments and new allocations and on suitable sites within the development boundary.</p> <p>Additionally affordable housing will be permitted on exception sites.</p> <p>Employment:</p> <p>Employment land allocations have been made in the following Large Villages: Abermule, Churchstoke, Four Crosses and Three Cocks (Mixed Use Site).</p> |
| Small Villages: No more than 10% of the Plan's housing growth within: | |
| 3. Small Villages | <p>Housing and Employment:</p> <p>The LDP does not identify development boundaries for Small Villages and there are no allocations for development within this tier.</p> <p>Housing:</p> <p>Open Market housing development will be restricted to small infill plots (suitable to accommodate one or two dwellings) unless larger scale infill development is identified in a community-led Village Action Plan.</p> <p>Additionally affordable housing will be permitted on exception sites.</p> <p>Single Rural Affordable Homes to meet local need will be permitted on suitable sites where well-integrated into the settlement.</p> |

| | |
|---|---|
| | <p>Employment:</p> <p>Proposals may be acceptable where they are justified and comply with Policy.</p> |
| <p>Rural Settlements and Countryside: No more than 20% of the Plan's Housing Growth within:</p> | |
| <p>4. Rural Settlements</p> <p style="text-align: center;">and</p> <p>5. Open Countryside:</p> | <p>Housing and Employment:</p> <p>The LDP defines Rural Settlements but does not identify development boundaries for them and there are no allocations for development within this tier.</p> <p>Housing:</p> <p>Open market housing development will not be permitted in Rural Settlements.</p> <p>Single rural affordable homes to meet local need in perpetuity will be permitted on suitable sites where well-integrated into a rural settlement.</p> <p>Only housing development that complies with Planning Policy Wales and TAN6 will be permitted in the Open Countryside.</p> <p>Employment:</p> <p>There are no allocations for employment development within these tiers. Proposals may be acceptable where they are justified and comply with Policy.</p> |
| <p>No more than 30% of the Plan's employment land-on sites located outside of the settlement hierarchy:</p> | |
| <p>Allocated Sites outside of the settlement hierarchy</p> | <p>Housing: Not Applicable</p> <p>Employment:</p> <p>Land has been allocated at :</p> <p>Buttington Quarry and Brickworks – For B1, B2 B8 and other appropriate economic uses.</p> <p>Offas Dyke Business park, Buttington – For B1 Uses.</p> |

Strategic Policy SP2 - Safeguarding of Material Assets

Developments which impact on the following material assets will only be permitted where they will have no unacceptable adverse impact on the asset and its operation:

- i. Strategic infrastructure such as:
 - a. Transport routes including disused transport infrastructure that offers potential for future transport re-use, strategic or town centre car parks and safeguarded corridors.
 - b. Reservoirs and water supplies.

- c. Sennybridge Training Area.
 - d. Best and most versatile Agricultural land (Grades 1, 2 and 3a).
 - e. Windfarms in Strategic Search Areas.
 - f. Utilities infrastructure including pipelines, electricity transmission connections and hazardous installations
- ii. **Internationally and Nationally Designated Sites such as those listed in Policy DM2.**
- iii. **Major tourism assets and visitor attractions including but not limited to:**
 - a. Royal Welsh Agricultural Society showground.
 - b. Welshpool and Llanfair Light Railway.
 - c. Elan Valley and Vrynwy Estates.
 - d. Powis Castle.
- iv. **Green tourism assets and infrastructure including but not limited to:**
 - a. National Cycle Network routes.
 - b. National Trails and National Bridlepath Network.
 - c. Local Trails and Public Rights of Way.
 - d. Canals and Waterways.
 - e. Open access land and common land.
 - f. Potential future routes along linear features (such as disused railways).
- v. **Land Allocations in the Local Development Plan where the development proposal frustrates or may frustrate the identified use and/or capacity of the site thereby compromising it's contribution to the overall aims and objectives of the Plan.**

6.4 The Focussed Changes propose new Strategic Policy SP2 above. However this is not a brand new policy as it has been carried through from the previous suite of Development Management policies (see DM1 2. and DM1 7. of the Deposit Draft Plan 2015). Whilst this is not a new policy, it has been reworded/refined as part of the Focussed Changes work.

7. Review of the Dwelling Requirement (paras 6.8 and 6.9.)

7.1 Note that the dwelling requirement (6.8) and dwelling breakdown (6.12) have been reviewed. The Focussed Changes propose:

A dwelling requirement still based on the 2011 principal projection. The conversion of households to dwellings = 4087 for the Powys LDP Area. Whilst the Deposit LDP proposed a dwelling requirement of 5519, the Council has reviewed this figure to 4,500 taking into account the need for a realistic annual build target and the requirement to demonstrate a 5 year supply of land. Due to flexibility allowances, the dwelling provision remains higher at 6,129.

7.2 The revised dwelling breakdown is shown in 8.1.

7.3 The Council has chosen a lower housing requirement target for the reasons set out in FC11 (see Schedule of Focussed Changes) and as detailed more fully in the 2016 addendum to the Population and Housing Topic Paper.

8. Para 6.12 (Breakdown of dwelling provision) – Update and Clarification on growth projection in the Rural Settlements/Open Countryside

8. 1 This table replaces that shown in para 6.12 of the LDP Strategy Topic Paper.

| | Towns | Large Villages | Small Villages | Rural / Other | Total |
|--------------------------------|--------------|-----------------------|-----------------------|----------------------|--------------|
| Completions to 31/03/15 | 233 | 154 | 43 | 192 | 622 |
| Commitments not started | 514 | 389 | 162 | 361 | 1426 |
| Commitments Under construction | 141 | 71 | 38 | 98 | 348 |
| New Allocations | 1993 | 780 | Not applicable | Not applicable | 2773 |
| Windfall projection | 168 | 168 | 99 | 525 | 960 |
| Total | 3049 | 1562 | 342 | 1176 | 6129 |
| % Distribution of Total | 50% | 25% | 6% | 19% | 100% |

8.2 The table above shows how the existing land bank across Powys (housing sites which have planning permission where dwellings have been built, started or are yet to start since the Plan's commencement date of 1.4.11) forms a large proportion of dwelling supply. The land bank = 2396 dwellings, new LDP land allocations = 2773 dwellings and the remaining supply consists of predicted windfall (based on past completions) of 960.

8.3 The table shows that the existing land bank in the rural/other tier = 651 dwellings and with the inclusion of predicted windfall over the next 11 years, the number of dwellings in the rural/other tier over the whole Plan period is predicted at 1176. As the table shows, this is 19% of total housing provision.

8.4 As LDP policy is not significantly different to UDP policy in respect of the types of dwellings permitted in these lower tier locations, it is foreseeable that a steady build rate will continue. The windfall projection at 525 represents an annual build rate of 48/annum and is based on past completions (192 dwellings/4 years). This is not unrealistic given the large geographical spread of the county.

8.5 This addendum paper provides a useful opportunity to clarify why at face-value the lower tier locations (rural settlements and open countryside) are still provided with a relatively generous proportion of growth (no more than 20% of housing growth – see SP1, section 6.).

8.6 The Policy Approach to Rural Areas/Countryside

8.6.1 Powys is a rural county. The ability of young people to live in their own communities when they grow up and bolster local community networks has been a long-standing priority of the Council and its County Councillors. The availability of suitable housing is also considered to be an important factor in attracting residents back to Powys particularly at a stage when they may wish to set up a home with a young family.

8.6.2. In support of social sustainability, the LDP continues the policy of the UDP which has successfully enabled **single rural affordable homes (LDP Policy H7)**, generally on land outside but adjacent to a development boundary or within a defined rural settlement, where a local connection and need is proven.

8.6.3 With the change in the policy approach of the LDP resulting in the loss of development boundaries for small villages and the Plan no longer defining a list of rural settlements, a criteria approach will be used to ascertain whether the location of any such proposed new development is acceptable.

8.6.4. Policy H7 does not support isolated housing in the open countryside.

8.6.5 Those who satisfy the conditions (see Policy H8) for a single rural affordable home are not already on the housing ladder and the property must be built as an affordable home in perpetuity. The intention is that new affordable dwellings in the rural areas are provided only as genuine exceptions to general housing policy and every effort will be made to ensure that any such dwellings approved, remain affordable in perpetuity. This has been controlled by s.106 agreements in the past although the Council is investigating the future control of occupancy by condition as an alternative due to some of the difficulties in practice that the s.106 has invoked – an affordable housing Supplementary Planning Guidance (SPG) will follow.

8.6.6. Alongside Policy H7, Policy H5 of the Plan enables schemes of **100% affordable housing** at village edges where open market housing would not be supported. Due to the loss of development boundaries for small villages, any such application in this location would need to demonstrate that development would be – criteria test policy H5 – “integrated within or forming a logical extension”.

8.6.7 Furthermore, regard is had to the suite of **national exceptions** relating to housing in the rural area as provided by TAN6 (see LDP Policy H1 3. ii). which can, in proven cases, enable new dwellings to be built in the open countryside. This means that the other sources of dwellings common across Powys and with justification for their location outside of the three top tier settlements are:

- Farmer, farm worker and other rural enterprise dwellings
- Conversion of rural buildings (although it is recognised that the stock of traditional farm buildings suitable for conversion is likely to be diminishing)
- Potential for One Planet homes and for the re-build of abandoned dwellings.

9. Revision to Appendix E of LDP Strategy Topic Paper – Changes to Employment Land Provision

9.1 Please note that the table in Appendix E is revised through the Focussed Changes to show how the Plan now provides for 45 ha not 49 ha of employment land. The main change has been the removal of a 4 ha mixed use site at Newtown (St Giles Golf Course), whilst other slight revisions (due to re-measuring of sites) have brought the total employment land provision down from 48.78 ha to 45.09. See revised Table E1 in the Focussed Changes schedule. (FC19). Further explanation is provided by the Economy – Employment and Economic Development Topic Paper, Addendum (Jan 2016).

10. Changes to LDP Appendix 1 (Settlement Allocations) – Housing Allocation (HA) and Housing Commitment (HC) Sites – revised Appendix F to Topic paper

10.1 As set out in the Focussed Changes document, the Council has updated its evidence base and, as a result, a number of changes are proposed to both housing and employment land site allocations.

10.2 The reasons for the changes are set out in the Focussed Changes Schedule on a settlement by settlement basis (referenced by map) and the changes incorporated into the sites schedule set out in Appendix 1 of the Deposit Local Development Plan.

10.3 These changes have now been incorporated into a revised Appendix F for the LDP Strategy Topic Paper. Appendix F (v.2) can be found at annexe 1 of this paper. Note that the Small Villages are no longer included in the table. Small villages do not have land allocations in the LDP. Development in small villages will be monitored to ensure that the objectives of the Plan are being met.

Annexe 1

Appendix F (v.2): Settlement Allocations Table

