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Date: 23rd September 2022

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To Whom It May Concern,

A special multi-locational meeting of **Council** will be held in the Chamber, Penallta House and via Microsoft Teams on **Thursday, 29th September, 2022 at 5.00 pm** to consider the matters contained in the following agenda. Members of the Public or Press may attend in person at Penallta House or may view the meeting live via the following link: <https://civico.net/caerphilly> .

Yours faithfully,

A handwritten signature in black ink, appearing to read 'Chrissy'.

Christina Harrhy
CHIEF EXECUTIVE

AGENDA

Pages

- 1 To receive apologies for absence.
- 2 Declarations of Interest.

Councillors and Officers are reminded of their personal responsibility to declare any personal and/or prejudicial interest(s) in respect of any item of business on this agenda in accordance with the Local Government Act 2000, the Council's Constitution and the Code of Conduct for both Councillors and Officers.

A greener place Man gwyrddach



To receive and consider the following report: -

- 3 Caerphilly County Borough 2nd Replacement Local Development Plan Up To 31st March 2035 - Preferred Strategy.

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Circulation:

All Members And Appropriate Officers

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SPECIAL COUNCIL – 29TH SEPTEMBER 2022

SUBJECT: CAERPHILLY COUNTY BOROUGH 2ND REPLACEMENT LOCAL DEVELOPMENT PLAN UP TO 31 MARCH 2035 – PREFERRED STRATEGY

REPORT BY: CORPORATE DIRECTOR ECONOMY AND ENVIRONMENT

1. PURPOSE OF REPORT

- 1.1 To advise members on the progress made in respect of preparing the Caerphilly County Borough 2nd Replacement Local Development Plan (2RLDP);
- 1.2 To seek Council approval for the following recommendations from the LDP Focus Group:
 - A To use the Draft Vision and Aims outlined in Appendix 1 as the basis for the 2RLDP;
 - B To use Scenario J: CCR Growth in Working Age Population as the population and housing projection for the 2RLDP;
 - C To use a hybrid strategy comprised of elements of Option 3: Strategic Site, Option 4: Metro Investment Focus and Option 5: Town Centre First as the basis for the 2RLDP;
- 1.3 To seek Council approval for the identification of the Parc Gwernau site at Maesycwmmmer as a Strategic Site in the Preferred Strategy;
- 1.4 To seek Council approval for officers to investigate the options for assisting the early delivery of the access road for the Strategic Site; and
- 1.5 To seek Council approval to publish the Preferred Strategy for consultation as part of the statutory 6-week Pre-Deposit Consultation process in accordance with Regulation 15 of the Town and Country Planning (Local Development Plan) (Wales) Regulations 2005 (as amended).

2. SUMMARY

- 2.1 At the full Council meeting held on 23 October 2019 the Council resolved to commence a full review of its Adopted Local Development Plan.
- 2.2 The first stage of the process was to prepare a delivery agreement, which set out the

timetable for the delivery of the plan and the Community Involvement Scheme that identifies who would be engaged and at what point in the process. The Delivery Agreement has been prepared and was agreed by Welsh Government on 17 June 2021.

- 2.3 The next formal stage in the process is for the Council to consult on its Pre-Deposit plan, commonly referred to as the Preferred Strategy. The Preferred Strategy sets out the strategy that the Council will use to develop the detailed plan that will be the subject of consultation and examination later in the process.
- 2.4 The Preferred Strategy has been prepared through an engagement process with elected members that included specific management groups being set up to provide input into the key stages in the preparation of the strategy. Through this process the LDP Focus Group (please refer to Appendix 3 for the composition of the LDP Focus Group) made 3 recommendations pertinent to the preparation of the Preferred Strategy, and the Preferred Strategy has been prepared in accordance with them. These recommendations are:
 1. The Draft Vision and Aims be used as the basis for preparing the plan
 2. Scenario J: CCR Growth in Working Age Population projection be used as the basis for preparing the plan
 3. A hybrid strategy, comprised of elements of 3 of the alternative strategic options (Option 3: Strategic Site, Option 4: Metro Investment Focus and Option 5: Town Centre First), be used as the basis for preparing the plan.
- 2.5 A hybrid strategy, comprised of elements of 3 of the alternative strategic options (Option 3: Strategic Site, Option 4: Metro Investment Focus and Option 5: Town Centre First), is recommended as the basis for preparing the plan. The first two elements of the hybrid strategy, Option 4 that seeks to locate development in close proximity to public transport nodes (rail and bus stations), and Option 5 that seeks to locate development in close proximity to the county borough's principal and local centres respectively, will, therefore, inform the majority of the detailed allocations contained in the Deposit 2RLDP. Sites will be considered in terms of their proximity to transport nodes and the main centres based upon travel isochrones for walking and cycling that have been provided by Transport For Wales. This will ensure that the plan identifies the most sustainably located sites and will be a primary consideration in the identification of land allocations in the Deposit 2RLDP. The assessment of the sites will be undertaken concluded after the completion of the consultation on the Preferred Strategy.
- 2.6 The third element of the strategy is the inclusion of a Strategic Site within the 2RLDP. In refining the Preferred Strategy a decision needs to be taken as to whether the Parc Gwernau site at Maesycwmmmer should be identified as a Strategic Site or not (a Strategic Site is a site that is fundamental to the delivery of the strategy as a whole). Identifying a Strategic Site gives rise to some risk to the delivery of the strategy. If the site is not delivered as anticipated, it could undermine the plan requiring a subsequent review. However, its inclusion would mean that a significant proportion of the proposed development would be delivered within the plan period, along with the benefits this would bring. It is considered that benefits of the early development of the Strategic Site outweigh the risks to the delivery of the strategy and, as such, the site is proposed to form part of the Hybrid Preferred Strategy.
- 2.7 An important consideration for the Strategic Site is how it is to be accessed. In this respect the delivery of an access road to serve the site and also provide relief to the

traffic issues that exist on the A472 and improve sustainable transport along that corridor is a fundamental delivery issue. The road cannot be delivered by the development at the outset as this would render the scheme unviable. The development can deliver the access road, but this would be phased to the progress of the development and, as such, would not be completed until the latter stages of the delivery of the site. Earlier delivery of the road would be preferable as this would provide significant benefits for the local community and, therefore, it is proposed that the Council works in partnership with the landowners/proposers of the site to investigate funding opportunities to assist with the early delivery of the road. Progress in respect of this will be reported at appropriate points and at subsequent stages of the plan preparation.

- 2.8 The Preferred Strategy is required to be the subject of a statutory six-week consultation process and Council approval is being sought for the Preferred Strategy to be published for consultation on 19 October 2022 for six weeks, concluding on 30 November 2022.

3. RECOMMENDATIONS

- 3.1 Members note the progress that has been made in preparing the 2RLDP;
- 3.2 Members endorse the following recommendations made by the LDP Focus Group as part of the process of preparing the draft Preferred Strategy document:
- A To use the Draft Vision and Aims outlined in Appendix 1 as the basis for the 2RLDP;
 - B To use Scenario J: CCR Growth in Working Age Population as the population and housing projection for the 2RLDP;
 - C To use a hybrid strategy comprised of elements of Option 3: Strategic Site, Option 4: Metro Investment Focus and Option 5: Town Centre First as the basis for the 2RLDP;
- 3.3 Members approve the identification of the Parc Gwernau site in Maesycwmmer as a Strategic Site in the Preferred Strategy;
- 3.4 Members agree for officers to work in partnership with the landowners/proposers of the site to investigate funding opportunities to assist the early delivery of the access road for the Strategic Site, with progress being reported at appropriate points and at subsequent stages of the plan preparation; and
- 3.5 Members approve the Preferred Strategy for consultation and that the Preferred Strategy be the subject of a statutory six-week consultation, that will be commenced on 19th October 2022 and will conclude on 30 November 2022, in accordance with Regulation 15 of the Town and Country Planning (Local Development Plan) (Wales) Regulations 2005 (as amended).

4. REASONS FOR THE RECOMMENDATIONS

- 4.1 To accord with the requirements of Regulation 15 of the Town and Country Planning (Local Development Plan) (Wales) Regulations 2005 (as amended).

5. THE REPORT

- 5.1 At the full Council meeting held on 23 October 2019 the Council resolved to commence a full review of the Adopted Caerphilly County Borough Local Development Plan up to 2021 (Adopted LDP).
- 5.2 The first formal stage in the preparation of the 2RLDP was to prepare a Delivery Agreement that set out the timetable for the delivery of the plan (no more than 3½ years) and The Community Involvement Scheme that sets out who will be involved and when. Due to the Covid-19 pandemic restrictions the Delivery Agreement was not formally agreed by Welsh Government until 17 June 2021.
- 5.3 Work has since progressed on the preparation of the 2RLDP, specifically towards the first formal stage in the plan making process, the Pre-Deposit Consultation. Regulation 15 of the Town and Country Planning (Local Development Plan) (Wales) Regulations 2005 (as amended) requires that a local planning authority must consult on its Preferred Strategy prior to determining the content of its formal Deposit Local Development Plan. This report is seeking Council approval for the Preferred Strategy to be published for consultation as part of the statutory 6-week consultation process for the Pre-Deposit Plan commencing on 19th October 2022 and concluding on 30 November 2022. The consultation will be publicised as widely as possible and will include the following measures:

- Through the Council's normal social media channels;
- Through the Council's website;
- A leaflet drop to every household in the county borough;
- Direct notification to all interested parties on the Council's database;
- Posters in libraries and key locations in our town centres;
- Networking through appropriate Council networks and bodies;
- Through Local Councillors and Community Councils.

The Preferred Strategy

- 5.4 Work on preparing the Preferred Strategy has been ongoing since the start of 2021. In order to assist in the preparation of the plan and to provide interim recommendations on the content of the plan the following LDP Management Groups were set up:

- Council Officer Working Group
This group is comprised of Council officers from across the Council's service areas, providing expert input in respect of their service area.
- Elected Members and Community Councils
All Members and representatives from the Community Councils were invited to attend a series of seminars to provide their input into the emerging plan
- Stakeholder Group
Seventy stakeholders from across the spectrum were invited to attend the series of seminars in order to get their input into the plan
- LDP Focus Group
The LDP Focus Group was set up to consider the input from the other management groups and to make recommendations to Council in respect of the content of the plan and the procedures for its preparation. The Group is comprised of elected members (cabinet Members, representatives of the

minority opposition and independent members, the Chair and Vice-Chair of Planning Committee and the Chair and Vice-Chair of the Housing and Regeneration Scrutiny Committee) and key Council Officers.

- 5.5 In addition to these groups, input has been sought from the Youth Forum, the Corporate Management Team, the Cabinet and constituent MP's and MSs through a series of meetings. A full list of the engagement events is included at Appendix 2 to this report.

1st Stage - Visioning

- 5.6 The first part of the process is to identify:

- A vision for the plan that sets out what the county borough will be like at the end of the plan period once the plan policies have been implemented;
- A series of aims that set out broad issues that need to be addressed by the 2RLDP; and
- A series of Objectives that set out more direct policy issues that need to be addressed and included in the 2RLDP to deliver the necessary changes for the county borough.

- 5.7 A full set of seminars and briefings were held at this stage and input from all of them was reported to the LDP Focus Group on 22 June 2021. The LDP Focus Group was asked to consider the output from the seminars and briefings the draft Vision and Draft Aims that had been prepared after the seminars were concluded. The LDP Focus Group agreed the recommendation that the draft Vision and Aims be used for the Preferred Strategy as a basis for moving forward in the preparation of the plan. The Draft Vision and Aims or the 2RLDP are set out in Appendix 1 to this report.

2nd Stage – Population and Housing Projections

- 5.8 A key part of the process of preparing a development plan is to identify the level of population that will be accommodated at the end of the plan period. The difference in population between the start and finish of the plan period gives the amount of growth that will be required in terms of housing, employment and all other landuses in the plan. Consequently the population projected for the end of the plan period is a principal building block for the emerging plan.
- 5.9 It should be noted that the population planned for at the end of the plan period is a policy matter for the Council to determine, i.e. the Council decides what level of growth or recession is appropriate for the county borough over the plan period.
- 5.10 Population change is simply comprised of two factors, i.e. natural change, which is the number of births considered against the number of deaths in any year, and migration, which includes national migration (from within the UK but outside the county borough) and international (from other countries). To identify the population at the end of the plan period the Council makes projections, using a range of assumptions in respect of natural change and migration, that generates a series of alternative scenarios. Each of the scenarios is likely to have different implications for the county borough and these need to be considered to inform a decision on which scenario will be used as the basis for the 2RLDP.
- 5.11 A total of 11 scenarios were generated for consideration and these were considered at a series of seminars and briefings. Whilst 12 scenarios were prepared, only 3 of the scenarios generated a population increase and showed an increase in the economic population. All of the other projections identified a decline in the overall

population and, more alarmingly, a decrease in the economically active population, which would effectively mean the economy of the county borough would shrink by the end of the plan period. For this reason the other scenarios, with the exception of the Welsh Government Principal Projection, which Planning Policy Wales Edition 11 (PPW 11) requires to be considered in the emerging strategy, were ruled out. Full details of the population and household projections and the scenarios are set out in the Evidence Base Document: Population and Housing Growth Options.

5.12 The four scenarios that were considered for inclusion in the plan were:

- *Scenario A: WG 2018-based Principal Projection;*
- *Scenario H: Continuation of adopted LDP;*
- *Scenario I: Long term housebuilding rates; and*
- *Scenario J: CCR Growth in Working age population*

5.13 All the scenarios were considered through the engagement process and a poll was taken to identify which of the scenarios was considered to be the best option for the emerging plan. Over two-thirds of the respondents identified *Scenario J: CCR Growth in Working age population* as their preferred scenario for the plan.

5.14 This scenario identifies:

- A population increase of 10,685;
- An increase in the economically active population of 4,126;
- A housing allocation requirement of 7,400 dwellings;
- A requirement to allocate land for a total of just over 3,000 new dwellings (as 4,400 dwellings are accounted for in planning permissions and assumptions for windfall and small sites);
- An estimated increase in the number of jobs of 258 per year; and
- The need to identify 44.5 hectares of land for new employment provision.

5.15 The output from the engagement process was reported to the LDP Focus Group on 11 October 2021 with a recommendation that *Scenario J: CCR Growth in Working age population* be used as the basis for the Preferred Strategy. The LDP Focus Group agreed this recommendation.

3rd Stage – Areas of Growth

5.16 The third stage considered broad approaches to the spatial distribution of the levels of growth identified through Scenario J. Three broad options were considered:

- **Dispersal:** the even distribution of the strategy requirements throughout the county borough so no particular area is required to accommodate a greater amount of development than any other area.
- **Targeted Settlements:** This seeks to focus development at specific settlements based upon a policy objective. Examples of this were to target development close to rail stations as a transport focussed strategy or to target development to the Principal and Local Centres as a town centre first approach.
- **A Strategic or Key Sites:** This seeks to target a significant proportion of the 2RLDP requirement into one Strategic Site, or a small number of key sites. The sites, by their very nature would need to be large and accommodate a

significant level of development.

- 5.17 These options were considered through the engagement process and the output from it was reported to the LDP Focus Group for information on 14 January 2022.

4th Stage – Preferred Strategy

- 5.18 The fourth stage considered the strategy options that could be used as the basis for the emerging 2RLDP. The output from stage three was considered and six alternative strategies were developed. The six alternatives were:

- Option 1 - Continuation of the Adopted LDP strategy: this option continued the Adopted LDP strategy forward throughout the plan period;
- Option 2 - Heads of the Valleys Focus: this option sought to target development towards the Heads of the Valleys are to promote regeneration and boost the local economy;
- Option 3 - Key Strategic Site: this option identifies a key Strategic Site at Maesycwmmmer to deliver 2,700 dwellings with associated infrastructure and community facilities. It would not be possible to develop all of the housing during the plan period and consequently the site would seek to accommodate 1,200 dwellings during the plan period;
- Option 4 – Metro Investment Focus: this option targets development towards the rail and bus stations throughout the county borough in accordance with Future Wales Policies 12 and 36;
- Option 5 – Town Centre First: this option targets development towards the Principal and Local Centres in accordance with Future Wales Policy 6;
- Option 6 – Caerphilly Basin Focus: this option seeks to target development towards the Caerphilly Basin as a key location in the Future Wales National Growth Area.

- 5.19 The strategy options were considered through the engagement process and as part of this a poll was included seeking people’s views on which of the strategy options they considered should be used for the emerging plan, with an additional option added into the poll relating to a hybrid strategy based upon one, or more, of the options. The overwhelming result saw over 50% of the poll identify a hybrid option as the most appropriate, with Options 3, 4 and 5 also being identified as potential options. Options 1, 2 and 6 were not considered appropriate for the plan by any responder.

- 5.20 The poll also sought the responders view on which of the options should comprise the hybrid strategy and options 3, 4 and 5 were again to fore with the majority of votes, but no clear preferred options between them.

- 5.21 The output from the engagement process, along with the poll results, were reported to the LDP Focus Group on 14 March 2022, with a recommendation that the Preferred Strategy to be used as the basis for the emerging 2RLDP be a hybrid strategy based on elements from strategy Option 3: The Strategic Site, Option 4: The Metro Focus and Option 5: Town Centre Focus. The LDP Focus Group endorsed this recommendation.

Should a Strategic Site at Maesycwmmmer be Identified?

- 5.22 The Preferred Strategy has been prepared in accordance with the recommended hybrid strategy. An important consideration in drawing the strategy together was

whether a Strategic Site at Maesycwmmmer should be identified or not. The hybrid strategy includes the allocation of the Parc Gwernau site. However, a decision was required as to whether the site should be allocated as a Strategic Site or be allocated as a general allocation.

- 5.23 The identification of the Parc Gwernau site as a Strategic Site carries potential risks in that if the site cannot be delivered as identified, it would mean that the 2RLDP strategy as a whole cannot be delivered, and this would require a complete review of the 2RLDP to be undertaken. The alternative is to allocate the site for a lesser scale of development, but this would mean that the benefits from the development of this large site, as detailed below, would be significantly delayed with most being delivered outside of the 2RLDP plan period.
- 5.24 The scale of development proposed for the whole site would generate significant benefits to the county borough, providing a significant level of market and affordable housing in a sustainable location and close to existing employment centres, it will require a new access road that will provide relief to the A472 strategic route through Maesycwmmmer, it will provide significant areas of dedicated green and blue infrastructure tied to SuDS development and will provide community facilities and infrastructure for its residents that could benefit the wider community.
- 5.25 A key element of the site is the access road that would provide a relief for the congestion problems that exist on the A472 and improve public and sustainable transport through this corridor. The access road would connect the Crown Roundabout to the north with the Duffryn roundabout to the south and provide direct access to the new development. Previously it was envisaged that the access road would be a dual-lane single-carriageway. However, previous traffic modelling for the proposed road, prepared by the site proposer, only justified the need for a single-lane single-carriageway based on traffic impacts. This position remains unchanged and the implications of the changes in employment and travel behaviours arising from the Covid pandemic only reinforces this position. Given this, the access road proposed for the Strategic Site would be a single-lane single-carriageway with a dedicated active travel route to promote active travel.
- 5.26 The delivery of the road is a key factor for the site and there are two main options that could be used for its delivery. The first is for the development to fund and deliver the road as development takes place (it should be noted that the road is a significant cost to the development and could not be provided up front by the developers as this would render the scheme unviable). This would mean that the access road would not be completed until a significant way through the proposed development, likely to be outside of the 2RLDP plan period. Consequently this option will require the existing network to accommodate a significant level of traffic generated by the development before the access road is completed. In addition this option is less viable and consequently there could be impacts on the level of affordable housing provided by the site and when infrastructure and community facilities can be delivered.
- 5.27 The second option is that funding is sought to assist the delivery of the road as early as possible in the development, with the funding being clawed back from the development as it progresses. Utilising funding to assist the early delivery of the road would have significant benefits in terms of the viability of the site. It would deliver the access road and its benefits at the beginning of the development, could realise higher levels of affordable housing and provide community facilities and infrastructure earlier in the development. It is anticipated that potential funding sources for this option would be through the public sector, and it is, therefore, proposed that the Council works in partnership with the landowners/proposers of the site to investigate

funding opportunities to assist with the early delivery of the road. Progress on this will be reported to Council at appropriate times and at subsequent stages in the plan preparation process. Even with the early delivery of the road it is likely that early phases of the proposed development would generate traffic onto the existing highway network as the access road will still take a period of time to be delivered in its entirety.

Options 4 and 5

- 5.28 As outlined above Options 4 and 5 seek to locate development in close proximity to public transport nodes (rail and bus stations) and the county borough's principal and local centres respectively. These elements will inform the detailed Deposit 2RLDP, by influencing where new development is proposed to take place. Allocations for the Deposit 2RLDP will be identified based largely upon their location in respect of the transport nodes and main centres. The site identification process will consider a site's proximity to transport nodes and the main centres based upon generalised walking and travel distances.
- 5.29 Transport for Wales has provided travel isochrone data based upon the 5, 10, 15 and 20-minute travel distances for walking and for cycling from each of the county borough's trains stations, bus station and principal and local centres. This information will be used to determine which sites are most sustainably located and the sites will be prioritised on this basis. This process will be undertaken after the completion of the consultation of the Preferred Strategy. Once the ranking process has been completed the input of members will be sought on the sites that could potentially be allocated in the 2RLDP.

Other Preferred Strategy Allocations

- 5.30 The Preferred Strategy document sets out the broad strategy within which the detailed Deposit Plan will be drafted. It provides the strategic framework for the 2RLDP allocations and policies but does not identify the specific allocations themselves. The only allocations that the Preferred Strategy should identify are those that are strategic in nature (i.e. those that, if not developed as anticipated, could undermine the delivery of strategy as a whole) or for allocations that have cross border elements. The Preferred Strategy document identifies the Strategic Site at Maesycwmmmer, but there are no other sites that are of such significance as to warrant Strategic Site designation. Whilst there are no other Strategic Sites, 3 transport routes on the strategic transport network (with wider implications in transport terms) have been identified to protect the improvement route for the A469 and the Cwmbargoed and Caerphilly to Newport rail lines.
- 5.31 The detailed Deposit Plan will include all of the 2RLDP allocations to meet all of its requirements and these sites will be considered in accordance with the strategy options 4 and 5 that form the hybrid strategy, together with the Strategic Site. Sites will be identified by applying a sequential approach with those located closest to the rail and bus stations and the Principal and Local Centres, based on journey times by walking and cycling, being prioritised.

The Preferred Strategy Policy Framework

- 5.32 As outlined above, the Preferred Strategy provides the overarching strategic policy framework which will underpin the development of the more detailed Deposit Plan that will be prepared in the near future. Consequently, the policies in the Preferred Strategy are strategic and do not address detailed planning issues providing a broad perspective on the relative issues the 2RLDP will need to address. Climate change, placemaking, green and blue infrastructure, sustainable transport and housing and employment are key elements of the policy framework that comprises a total of 23

strategic policies, namely:

Policy PS1:	The Level of Growth for the 2RLDP
Policy PS2:	The Preferred Strategy for the 2RLDP
Policy PS3:	Settlement Hierarchy
Policy PS4:	Areas of Growth
Policy PS5:	Strategic Site, Maesycwmmmer
Policy PS6:	Climate Change
Policy PS7:	Renewable Energy Generation
Policy PS8:	Placemaking Principles
Policy PS9:	Green and Blue Infrastructure
Policy PS10:	Managing Employment Growth
Policy PS11:	Managing Tourism Growth
Policy PS12:	Managing Housing Growth
Policy PS13:	Affordable Housing Target
Policy PS14:	Sustainable Transport Hierarchy
Policy PS15:	Modal Shift
Policy PS16:	Transport Improvement
Policy PS17:	Safeguarding Former Rail Lines
Policy PS18:	Protecting Strategic Transport Routes
Policy PS19:	Road Hierarchy
Policy PS20:	Retailing Hierarchy
Policy PS21:	Gypsy and Traveller Accommodation
Policy PS22:	Minerals
Policy PS23:	Sustainable Waste Management

Conclusion

5.33 The Preferred Strategy for the 2RLDP has been prepared over a period of time with input from key stakeholders and elected members engagement sessions throughout. A number of key recommendations have been agreed by the LDP Focus Group and these recommendations are included in the recommendations to this report. In summary the recommendations are:

- 1 The Draft Vision and Aims be used as the basis for the 2RLDP
- 2 Scenario J: CCR Growth in Working Age Population be used as the basis for the 2RLDP
- 3 A hybrid strategy, based upon elements of Option 3: Strategic Site, Option 4: Metro Investment Focus and Option 5: Town Centre First be used as the basis for preparing the 2RLDP

5.34 In addition to the LDP Focus Group recommendations there are 2 other elements that are recommended to Council, namely:

- 1 A Strategic Site at Maesycwmmmer be identified as part of the Preferred Strategy
- 2 The Council works in partnership with the landowners/proposers of the site to investigate funding opportunities to assist early delivery of the Strategic Site access road

6. ASSUMPTIONS

6.1 Assumptions have been used in generating the population and household projections scenarios and these are outlined in detail in the Evidence Base Paper: Population

and Housing Growth Options which is included as a background document to this report.

7. SUMMARY OF INTEGRATED IMPACT ASSESSMENT

7.1 The 2RLDP is the subject of an Integrated Sustainability Appraisal (ISA) which assesses the impacts of the plan in terms of the 4 sustainability pillars and also includes the following assessments:

- Equalities impact assessment
- Health impact assessment
- Welsh Language Assessment

7.2 The ISA is a separate process from the preparation of the 2RLDP although it is integrated and iterative to it. An assessment of the Preferred Strategy document has been undertaken and its findings have been incorporated into the Preferred Strategy Document. The ISA of the Preferred Strategy will be part of the pre-deposit statutory consultation.

7.3 An Integrated Impact Assessment has been prepared for the 2RLDP and the Preferred Strategy consultation and concludes that the 2RLDP will have minor positive impacts on protected characteristics as the plan will focus on placemaking principles that improve accessibility for all. It will also have benefits in respect of the socio-economic duty by setting the policy framework to deliver more jobs and affordable housing. There may be a potential negative impact on those in rural areas, as development will be targeted to principal towns and local centres but improved active travel links and public transport routes will help mitigate this. The 2RLDP will be prepared in accordance with national planning policy in respect of the Welsh language and will adhere to the Welsh language standards.

[Link to Integrated Impact Assessment](#)

8. FINANCIAL IMPLICATIONS

8.1 The financial provisions for the delivery of the 2RLDP were agreed as part of the decision taken by Full Council on 23 October 2019. The preparation of the Preferred Strategy and statutory consultation is covered by these provisions. There are no additional financial implications.

9. PERSONNEL IMPLICATIONS

9.1 There are no personnel implications arising from this report.

10. CONSULTATIONS

10.1 All comments have been accommodated in the report.

11. STATUTORY POWER

11.1 Planning (Wales) Act 2015 and the Town and Country Planning (Local Development Plan) (Wales) Regulations 2005 (as amended).

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Consultees: Christina HARRY, Chief Executive
Rob Tranter, Head of Legal Services and Monitoring Officer
Stephen Harris, Head of Financial Services and Section 151 Officer
Cllr Sean Morgan, Leader of the Council
Cllr Phillipa Leonard, Cabinet Member for Planning and Public Protection
Cllr James Pritchard, Deputy Leader and Cabinet Member for Prosperity, Regeneration and Climate Change
Councillor Carol Andrews, Cabinet Member for Education & Communities
Councillor Shayne Cook, Cabinet Member for Housing
Councillor Elaine Forehead, Cabinet Member for Social Care
Councillor Nigel George, Cabinet Member for Corporate Services and Property
Councillor Chris Morgan, Cabinet Member for Waste, Leisure & Green Spaces
Councillor Julian Simmonds, Cabinet Member for Highways & Transportation
Councillor Eluned Stenner, Cabinet Member Finance & Performance
Lynne Donovan, Head of People Services
Mark S Williams, Corporate Director Economy and Environment
Dave Street, Corporate Director Social Services and Housing
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Rhian Kyte, Head of Regeneration and Planning
Marcus Lloyd, Head of Infrastructure
Robert Hartshorn, Head of Public Protection, Community and Leisure Services
Sue Richards, Head of Education, Planning and Strategy
Liz Lucas, Head of Customer and Digital Services
Nick Taylor-Williams, Head of Housing
Allan Dallimore, Regeneration Services Manager
Anwen Cullinane, Senior Policy Officer – Equalities, Welsh Language and Consultation

Background Papers:
PS4 Evidence Base Paper – Population and Housing Growth Options

Appendices:

Appendix 1 Draft Vision and Aims for the 2RLDP

Appendix 2 LDP Management Group Meetings

Appendix 3 Composition of the LDP Focus Group

Appendix 4: Draft 2nd Replacement Caerphilly County Borough Local Development Plan up to 31 March 2035 Pre-Deposit Plan (Preferred Strategy)

APPENDIX 1 - DRAFT VISION AND AIMS FOR THE 2RLDP

(from the seminars and reflecting on the adopted LDP, withdrawn LDP and Future Wales 2040)

Draft Vision

The Development Strategy for Caerphilly County Borough will capitalise on our strategic location at the heart of the Cardiff Capital Region. It will deliver sustainable development that will benefit the well-being of those that live, work and play in and visit the county borough. By the end of the plan period it will have:

- Addressed the economic and social challenges raised by Covid 19, Brexit and changes in employment and retailing patterns through increased number of jobs, sustained economic growth, building on existing strengths in manufacturing and the foundational economy and developing vibrant town centres with diverse uses.
- Developed and enhanced Caerphilly's blue and green infrastructure by incorporating it in the design of development and promoting the protection and enhancement of important areas for both nature conservation and the health and well-being of residents.
- Addressed the housing crisis through the provision of affordable and market housing, that provided a wide range and choice of housing, to ensure all residents have access to a good quality home in the right locations
- Built on the diverse and distinct character of the towns and villages in the county borough, having put placemaking principles at the heart of design and encouraging cultural richness and diversity
- Enhanced the strategic network of recreation, leisure and community facilities, strengthening communities and engendering a better quality of life.

All of these will be based on greener attitudes that include:

- Increased use of sustainable public transport and electric vehicles, including charging infrastructure,
- increased accessibility through improvements to the active travel network
- Increased generation and use of renewable energy in the county borough

Draft Aims

- A Underpin all development with the principles of Placemaking, Sustainable Development and good design,
- B Ensure equal opportunities and access for all to proposed and existing homes, jobs, facilities and services within the County Borough.
- C To enhance the vibrancy, diversity and character of local communities through the use of sound placemaking principles for the health and well-being of residents and engender social cohesion.
- D To balance the need for development and for the protection of the environment through balancing their environmental, social, cultural and economic impacts to deliver sustainable development.
- E Promote Caerphilly County Borough as an area with a distinctive identity and as an area in its own right within the Cardiff Capital Region, whilst working together for the benefit of the region.
- F To establish a sustainable economic and population structure that will support our communities and our economy
- G Address the economic challenges facing the county borough through the provision of sustainably located land to increase the number of jobs and engender economic growth in the county borough, whilst promoting diverse town centres with a range of employment opportunities
- H Facilitate the development of affordable and market housing, in sustainable locations, to provide a range and choice of housing that will afford everyone the opportunity of a quality home in the right place
- I Support the development and further expansion of the SEW Metro by identifying opportunities for enhancing accessibility and the existing transport infrastructure to facilitate a shift to public transport and electric vehicles, whilst increasing the potential for active travel for local and leisure trips
- J Support and facilitate the development of education facilities to upskill the population and provide vocational training tailored to the county borough's needs
- K Encourage renewable energy generation and use in the county borough to assist in reducing emissions and mitigate against the effects of climate change
- I To facilitate the creation of quality places through developments that are based on good design and ensure all developments minimise the potential for crime and anti-social behaviour.
- J To facilitate the protection, regeneration and enhancement of the historic fabric of the county borough for the benefit its rich culture and diversity brings to the communities in the county borough
- K Contribute to improving public health through the facilitation of land use developments that contribute to healthy lifestyles and mental well-being.

APPENDIX 2 - LDP MANAGEMENT GROUP MEETINGS

Seminar Series 1 – Introduction to the LDP Process

LDP Management Group	Date
Elected Members and Community Councils	15 Feb 2021
Elected Members and Community Councils	16 Feb 2021
Elected Members and Community Councils	25 Feb 2021
Elected Members and Community Councils	08 Mar 2021
LDP Focus Group	18 Mar 2021

Seminar Series 2 – Vision and Objectives

LDP Management Group	Date
Stakeholder Group	13 May 2021
Stakeholder Group	18 May 2021
Elected Members and Community Councils	24 May 2021
Elected Members and Community Councils	26 May 2021
Youth Forum	09 Jun 2021
Elected Members and Community Councils	28 May 2021
Elected Members and Community Councils	07 Jun 2021
Council Officer Working Group	07 Jun 2021
CMT Briefing	17 Jun 2021
LDP Focus Group	22 Jun 2021

Seminar Series 3 – Population and Household Projections

LDP Management Group	Date
Stakeholder Group	02 Sep 2021
Council Officer Working Group	06 Sep 2021
Elected Members and Community Councils	06 Sep 2021
Elected Members and Community Councils	07 Sep 2021
Stakeholder Group	08 Sep 2021
Stakeholder Group	09 Sep 2021
Elected Members and Community Councils	09 Sep 2021
Elected Members and Community Councils	10 Sep 2021
CMT Briefing	13 Sep 2021
MP/MS Briefing	16 Sep 2021
Youth Forum	30 Sep 2021
PDM Briefing	07 Oct 2021
LDP Focus Group (Recommendation on Growth)	11 Oct 2021

Seminar Series 4 – Areas of Growth

LDP Management Group	Date
CMT Briefing	04 Nov 2021
Stakeholder Group	11 Nov 2021
Stakeholder Group	16 Nov 2021
Youth Forum	17 Nov 2021
Stakeholder Group	23 Nov 2021
Elected Members and Community Councils	25 Nov 2021
Elected Members and Community Councils	01 Dec 2021
Elected Members and Community Councils	02 Dec 2021
Council Officer Working Group	06 Dec 2021
MP/MS Briefing	10 Dec 2021
Elected Members and Community Councils	14 Dec 2021

CMT Catch Up	06 Jan 2022
PDM Briefing	10 Jan 2022
LDP Focus Group	14 Jan 2022

Seminar Series 5 – Preferred Strategy

LDP Management Group	Date
Council Officer Working Group	08 Feb 2022
Elected Members and Community Councils	21 Feb 2022
Elected Members and Community Councils	23 Feb 2022
Elected Members and Community Councils	24 Feb 2022
Stakeholder Group	16 Feb 2022
Stakeholder Group	17 Feb 2022
Stakeholder Group	23 Feb 2022
Youth Forum	Feb 2022
CMT Briefing	07 Mar 2022
PDM Briefing	08 Mar 2022
MP/MS Briefing	11 Mar 2022
LDP Focus Group (Recommendation on Strategy)	14 Mar 2022

APPENDIX 3 – COMPOSITION OF THE LDP FOCUS GROUP

(Please note that the list below uses the current Cabinet Titles, which have changed during the plan preparation process)

Elected Members
Cabinet Member for Planning & Public Protection (Chair)
Deputy Leader and Cabinet Member for Prosperity, Regeneration and Climate Change (Vice Chair)
Leader of Council
Cabinet Member for Education & Communities
Cabinet Member for Housing
Cabinet Member for Social Care
Cabinet Member for Corporate Services and Property
Cabinet Member for Waste, Leisure & Green Spaces
Cabinet Member for Highways & Transport
Cabinet Member Finance & Performance
Chair of the Planning Committee
Vice-Chair of the Planning Committee
Chair Housing and Regeneration Scrutiny Committee
Vice-Chair Housing and Regeneration Scrutiny Committee
Leader of the Majority Opposition
A Nominated Member of the Majority Opposition
2 Nominated Member Representing the Independents

Officers
Head of Regeneration & Planning
Head of Infrastructure
Head of Public Protection, Community and Leisure Services
Head of Education Planning and Strategy
Head of Customer and Digital Services
Head of Legal Services & Monitoring Officer
Chief Housing Officer
Interim Head of Property Services
Head of Corporate Finance and Section 151 Officer
Assistant Director Adult Services
Assistant Director Children's Services
Chief Education Officer
Head of People Services
Corporate Policy Manager
Planning Services Manager
Team Leader, Strategic Planning (facilitator)
Principal Officer, Strategic Planning (facilitator)

Appendix 4

Caerphilly County Borough 2nd Replacement Local Development Plan Up to 2035

Pre-Deposit Plan (*Preferred Strategy*)

Pre-Deposit Plan (Preferred Strategy)

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Pre-Deposit Plan (Preferred Strategy)

Glossary of Terms

2RLDP	2nd Replacement Caerphilly County Borough Local Development Plan up to 2035
Active Travel Act.....	Active Travel (Wales) Act 2013
ATNM.....	Active Travel Network Map
Caerphilly PSB.....	Caerphilly Public Service Board
CCR.....	Cardiff Capital Region
CJC.....	Corporate Joint Committee
DA.....	2nd Replacement Caerphilly County Borough Local Development Plan up to 2035: Delivery Agreement
Environment Act	Environment (Wales) Act 2016
Future Wales	Future Wales - The National Plan 2040
GTAA.....	Gypsy and Traveller Accommodation Assessment
Gwent PSB	Gwent Public Service Board
Housing Strategy	Housing Strategy: An Agenda for Change 2021 - 2026
HoVRA.....	Heads of the Valleys Regeneration Area
ISA.....	Integrated Sustainability Appraisal
LDP.....	Local Development Plan
LDP Regulations.....	Town and County Planning (Local Development Plan) (Wales) Regulations 2015 (as amended)
LHMA.....	Local Housing Market Assessment
NCC.....	Northern Connections Corridor
NDF	National Development Framework
NRW	Natural Resources Wales
Planning Act.....	Planning (Wales) Act 2015
PPW.....	Planning Policy Wales Edition 11
Preferred Strategy	2nd Replacement Local Development Plan Up to 2035: Pre-Deposit Plan (Preferred Strategy)
PSB.....	Public Service Board
Regeneration Strategy	A Foundation for Success 2018 - 2023
Review Report	Caerphilly County Borough Local Development Plan up to 2021 Review Report
RTP.....	Regional Transport Plan
SCC	Southern Connections Corridor
Scoping Report	Integrated Sustainability Appraisal Scoping Report
SDP	Strategic Development Plan

Pre-Deposit Plan (Preferred Strategy)

SEWSPGSouth-East Wales Strategic Planning Group
TfWTransport for Wales
Well-being Act.....Well-Being of Future Generations (Wales) Act 2015
Well-being Plan.....Caerphilly We Want 2018-2023 Wellbeing Plan

Foreword

Pre-Deposit Plan (Preferred Strategy)

1 INTRODUCTION

- 1.1 The Planning and Compulsory Purchase Act 2004 requires a local planning authority in Wales to “keep under review the matters which may be expected to affect the development of their area or the planning of its development”. This is done through development plans prepared by each local planning authority for their area. The Caerphilly County Borough Local Development Plan up to 2021 (Adopted LDP) is the current development plan for the County Borough and whilst it is surpassed the end of its plan period, it will remain in force until a new LDP supersedes it.
- 1.2 The Council commenced work on the 2nd Replacement Caerphilly County Borough Local Development Plan up to 2035 (2RLDP) in October 2020. The background leading to the decision to commence a revision of the Adopted LDP is set out in the Caerphilly County Borough Local Development Plan up to 2021 Review Report (Review Report). The 2RLDP will cover the period 1 April 2020 to 31 March 2035. When Adopted, the 2RLDP will be the Council’s statutory land use plan which will set out the Council’s land-use strategy to deliver sustainable development and build strong, resilient communities that improve the well-being of current and future generations.
- 1.3 The 2RLDP will need to:
- Deliver sustainable development based on sound place-making principles;
 - Build upon, and add value to the National Development Framework and national planning policies and guidance produced by the Welsh Government;
 - Reflect local aspirations for the County Borough, based on a vision informed by key stakeholders;
 - Express in land-use terms the objectives of the Well-Being of Future Generations (Wales) Act 2015 (Well-being Act) and priorities of the Caerphilly Public Services Board’s Well-being Plan and the Gwent Public Services Board through its emerging Gwent Well-being Plan;
 - Provide a basis for rational and consistent development management decisions;
 - Guide growth and change, while protecting local diversity, character, and sensitive environments; and
 - Show why, how and where change will occur over the plan period.
- 1.4 Therefore, a key aspect of the 2RLDP will be to identify the nature, scale and spatial distribution of change required to meet the County Borough’s needs for the plan period.
- 1.5 The 2RLDP is being prepared in accordance with the Delivery Agreement (DA) that was agreed by Welsh Government on 17th June 2021, that sets out the timetable for the preparation of the 2RLDP and the approach to community engagement and consultation throughout the plan preparation process. Figure 1 sets out a broad overview of the preparation process for the 2RLDP.

Pre-Deposit Plan (Preferred Strategy)

Figure 1 - 2nd Replacement LDP Preparation Process



Structure of the Caerphilly County Borough 2nd Replacement Local Development Plan Up to 2035: Pre-Deposit Plan (Preferred Strategy)

1.6 The Preferred Strategy is set out in 9 sections:

Section 1: Introduction

This provides a summary of the process for preparing the 2RLDP, the stage that has been reached and what the Preferred Strategy is.

Section 2: National, Regional and Local Context

This provides the legislative and policy background within which the Preferred Strategy has been prepared.

Section 3: Key Land Use Issues

This provides a summary of the key land-use and associated issues that the 2RLDP will need to address.

Pre-Deposit Plan (Preferred Strategy)

Section 4: The Strategic Vision

This sets out the Vision, Aims and Objectives for the 2RLDP.

Section 5: Strategic Growth Options

This sets out the population, housing and employment options considered for the 2RLDP, identifying the level of growth to be accommodated in the 2RLDP.

Section 6: Sustainable Settlement Hierarchy

This section sets out the approach to the spatial distribution of the proposed growth considered against the sustainability of development in respect of settlements throughout the County Borough.

Section 7: The Preferred Strategy

This sets out the Preferred Strategy for the 2RLDP and the strategic policies that will deliver the strategy.

Section 8: Next Steps

This sets out what will happen after the completion of the Pre-Deposit Consultation on the Preferred Strategy Document.

Section 9: Appendices

This sets out a series of appendices that will provide information in support of the Preferred Strategy.

What is the Preferred Strategy?

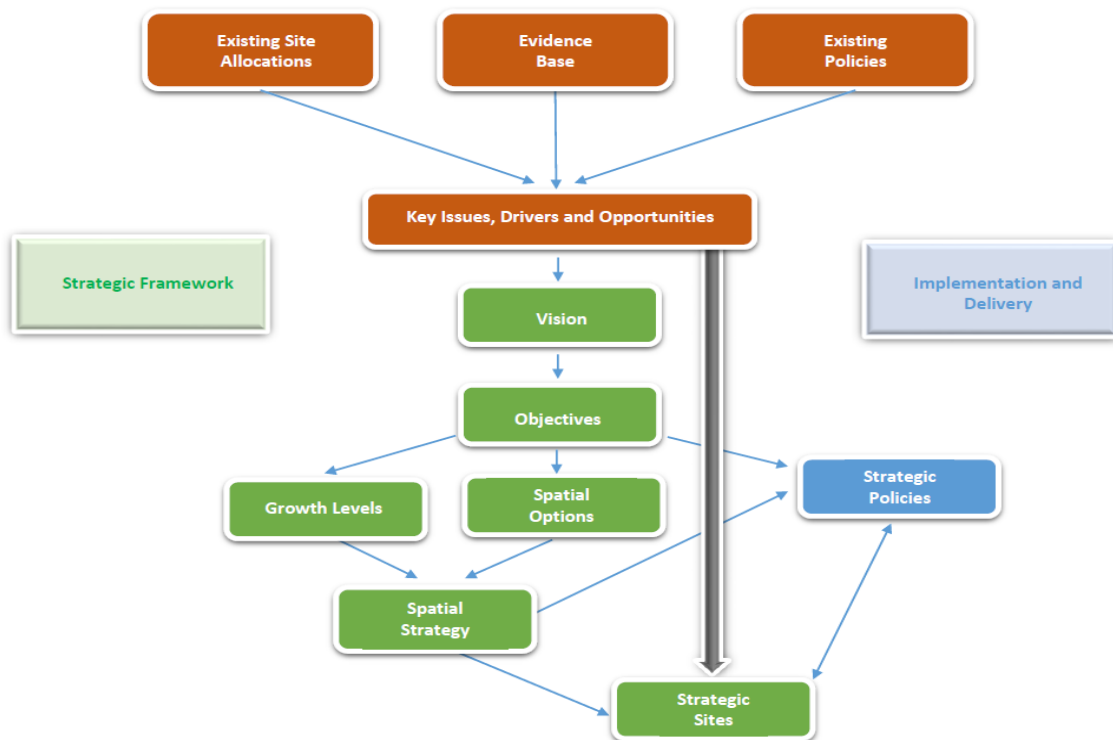
- 1.7 Regulation 15 of the Town and County Planning (Local Development Plan) (Wales) Regulations 2015 (as amended) (LDP Regulations) requires that, before finally determining the content of its Local Development Plan (LDP) for deposit, the Council must publish its pre-deposit proposals (Preferred Strategy) for public inspection and consultation.
- 1.8 The Preferred Strategy sets out the Council's Pre-Deposit Plan for managing change across the County Borough up to 2035. It provides the strategic context for the preparation of more detailed policies, proposals and land-use allocations that will assist in delivering sustainable development and building more resilient communities. In summary the Preferred Strategy sets out:
 - The key land-use issues for the County Borough;
 - The Vision, Aims and Objectives that respond to the key issues, challenges and opportunities;
 - The Preferred Strategy for the 2RLDP including the scale of future growth in population, housing and jobs and a the broad spatial distribution for the growth;
 - A strategic policy framework that will deliver/implement the strategy and inform the subsequent stages of the 2RLDP preparation.
- 1.9 It must be noted that the Preferred Strategy identifies the level and broad spatial distribution of growth, but does not identify any site-specific allocations /designations at this stage. This will be undertaken as part of the Deposit Plan preparation process once the Preferred Strategy has been agreed. Only sites that accord with the Preferred Strategy will be considered for inclusion in the Deposit Plan. As such the Preferred Strategy does NOT include:

Pre-Deposit Plan (Preferred Strategy)

- Site allocations, unless it is proposed to identify any strategic sites, which are sites of such significance and scale that they would be essential to the delivery of the strategy overall;
- Detailed designations and settlement boundaries;
- Detailed development management policies to manage development;
- Detailed evaluations of the Candidate Sites.

1.10 The Preferred Strategy has been informed by a series of engagement seminars that provided the opportunity for input from key stakeholders and elected members. Figure 2 sets out the general process that has been undertaken in preparing the Preferred Strategy.

Figure 2 - Preferred Strategy Preparation Process



1.11 The stages in the preparation process are summarised in the Preferred Strategy, with the Key Issues being considered under Section 3, the Vision and Objectives under Section 4, the Spatial Strategy under Section 5 and the Strategic Policies under Section 7.

1.12 There are a number of technical and procedural documents that have been prepared that provide the evidence base that has informed the Preferred Strategy. A list of these documents, together with a summary of what they cover and their role in the process is set out in Appendix 2 to this document.

The Consultation

1.13 The Preferred Strategy is the subject of a 6-week statutory consultation period during which time anyone can make comments on it by submitting their comments in writing to the Council during the statutory consultation period.

Pre-Deposit Plan (Preferred Strategy)

- 1.14 This Preferred Strategy was formally published for comment on 19 October 2022 and the period of consultation will close on 30 November 2022. Comments on the Preferred Strategy and its supporting documents must be submitted to the Council **by the closing date**. It should be noted that any comments received after the closing date **will not be accepted and will not be considered**.
- 1.15 The Preferred Strategy and its supporting documents are available for inspection on the Council's websites, and copies of the Preferred Strategy have been placed in each of the libraries throughout the County Borough.
- 1.16 Comments on the Preferred Strategy can be made through the Council's website, via e-mail to the LDP mailbox at ldp@caerphilly.gov.uk, or by letter to Strategic Planning, Tredomen House, Tredomen Park, Tredomen, Ystrad Mynach, CF82 7WF.

2 NATIONAL, REGIONAL AND LOCAL CONTEXT

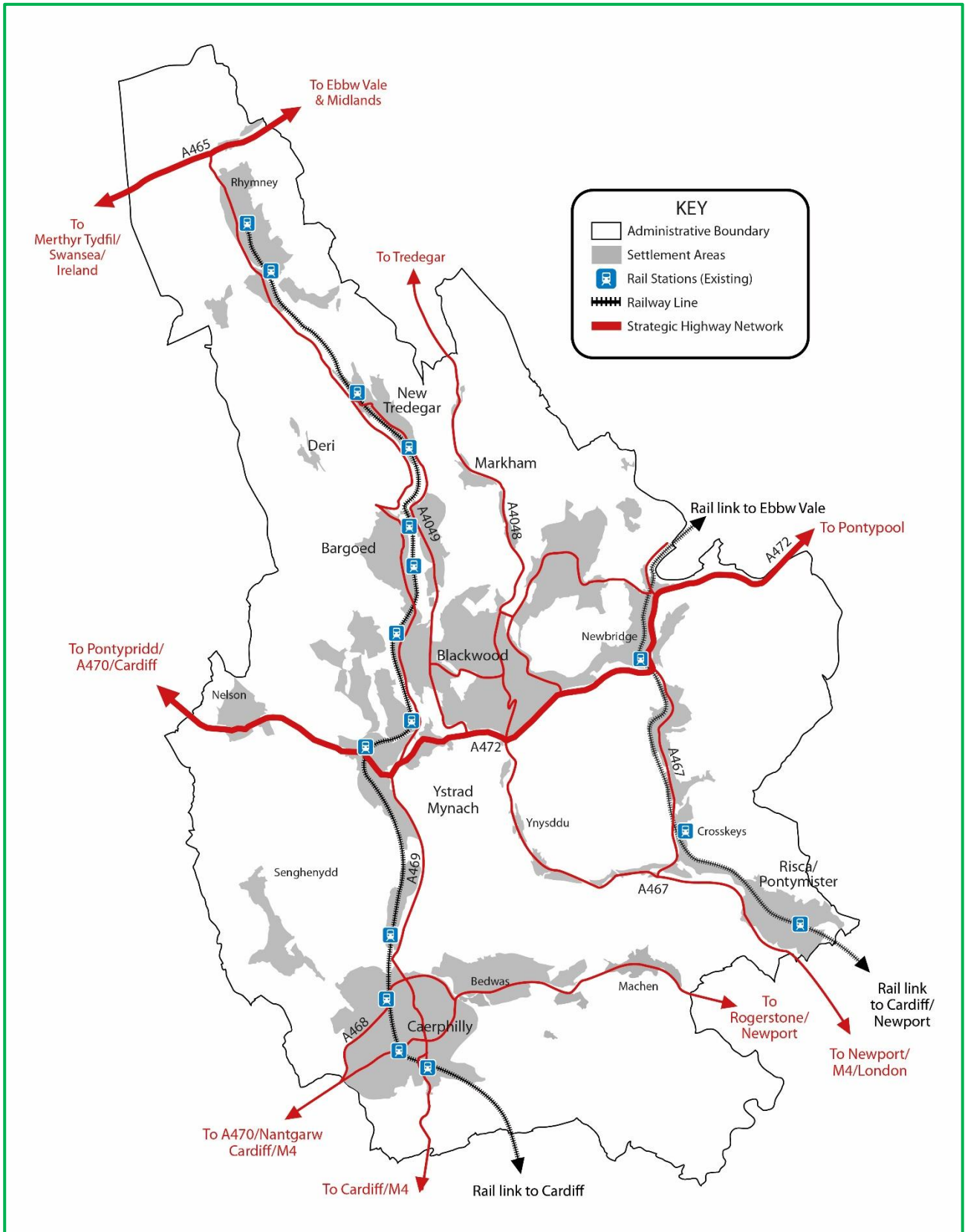
- 2.1 This section provides a broad introduction to the Plan area, outlining the key economic, social, environmental and cultural characteristics of the County Borough. It also sets out the policy context for the plan and, due to the requirement for the Preferred Strategy to have regard to a wide range of other plans, policies and programmes, it also sets out the wider context at national, regional and local level. It should be noted that, as a statutory requirement, the Integrated Sustainability Appraisal Scoping Report (Scoping Report) sets out a list of policies, plans, programmes and strategies relevant to the 2RLDP.

Geographical Context

- 2.2 Caerphilly County Borough covers an area stretching from Powys and the Brecon Beacons National Park in the north, to Cardiff and Newport in the south. It is bordered to the west by Merthyr Tydfil and Rhondda Cynon Taf and to the east by Blaenau Gwent and Torfaen and thus it lies in the heart of the South Wales Valleys and the Cardiff Capital Region.
- 2.3 Caerphilly County Borough is made up of 3 main valleys, the Rhymney, Sirhowy and Ebbw, covering an area of approximately 28,000 ha with a mixture of urban, semi-urban and rural communities. The County Borough has the fifth highest population of all local authorities in Wales, with a population of approximately 181,731 (2020 mid-year estimate). Notwithstanding this 75% of the County Borough is used for agriculture and forestry (countryside/rural). It has both an expanding economy and an attractive environment and benefits from excellent transport links with good access to the public transport network including the metro stations on the Rhymney Valley and Ebbw Valley railway lines, whilst having a network of active travel routes that increase accessibility throughout the County Borough. The south of the County Borough has good links to the M4 motorway, whilst the north of the County Borough lies on the A465 Heads of the Valleys Road with its excellent links to the Midlands and West Wales/Ireland.

Pre-Deposit Plan (Preferred Strategy)

Figure 3 - Caerphilly County Borough Context Plan



Pre-Deposit Plan (Preferred Strategy)

Policy Context

- 2.4 The Preferred Strategy has been prepared in the context of a wide-ranging suite of national, regional and local policy and legislative documents. These documents set the parameters within which the Preferred Strategy has been prepared and also sets the policy context that the plan needs to be in general conformity with. The principal elements of this context and how they relate to the Preferred Strategy are considered below.

National Context

- 2.5 The documents considered in this section are national documents that apply across the whole of Wales.

Well-being of Future Generations Act (Wales) 2015 (Well-Being Act)

- 2.6 The Well-being Act sets the framework for improving the well-being of Wales by ensuring that sustainable development is at the heart of government and public bodies. It aims to make a difference to the lives of people in Wales in relation to seven well-being goals:

Figure 4 - The 7 well-being goals



- 2.7 The Well-being Act puts in place a 'sustainable development principle' and places a well-being duty on public bodies, including local authorities, to 'act in a manner which seeks to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs'. Sustainable development

Pre-Deposit Plan (Preferred Strategy)

is at the heart of the 2RLDP and is a fundamental part of the Integrated Sustainability Appraisal (ISA) that is prepared as part of the process.

2.8 The Well-being Act also requires all public bodies to apply the sustainable development principle in decision making through the adoption of 5-ways of working. These are:

- Taking account of the long term;
- Helping to prevent problems occurring or getting worse;
- Taking an integrated approach;
- Taking a collaborative approach; and
- Considering and involving people of all ages and diversity.

2.9 The five ways of working have formed and will continue to form an intrinsic part of the 2RLDP's development.

Planning (Wales) Act 2015

2.10 The Planning (Wales) Act (Planning Act) came into force in July 2015. It sets out a series of legislative changes to deliver reform of the planning system in Wales, to ensure that it is fair, resilient and enables development. The Planning Act addresses 5 key objectives which includes strengthening the Plan-led approach to planning. The Planning Act also introduces a legal basis for the preparation of a National Development Framework (NDF) and Strategic Development Plans (SDP), which are discussed in further detail below.

2.11 The Welsh Government published Future Wales - The National Plan 2040 (Future Wales) which replaced the Wales Spatial Plan. This is considered further in paragraphs 2.22 to 2.24.

2.12 The Planning Act also provides the legal framework for the preparation of SDPs which are intended to provide a regional spatial framework for the future development and use of land within a defined region. The preparation of the SDP for the region is the responsibility of the South-East Wales Corporate Joint Committee, which is currently in its formation stages. The preparation of the 2RLDP is progressing ahead of the preparation of the SDP, although all efforts will be made to ensure that it is in general conformity with the emerging SDP as it is prepared. However a review of the 2RLDP will be required once the SDP is adopted.

Environment (Wales) Act 2016

2.13 The Environment (Wales) Act (Environment Act) legislation to plan for and manage the natural resources of Wales in a more proactive, sustainable and joined up way, providing an iterative framework which ensures that the natural resources are managed in a sustainable manner, and this will be a core consideration in decision-making. It includes an enhanced biodiversity duty which requires public authorities to maintain and enhance biodiversity and to promote the resilience of ecosystems.

2.14 The Environment Act also introduced a requirement for Natural Resources Wales (NRW) to produce Area Statements. Caerphilly County Borough is included in the

Pre-Deposit Plan (Preferred Strategy)

Area Statement for South East Wales and this forms part of the evidence base that underpins the 2RLDP.

Active Travel (Wales) Act 2013

- 2.15 The Active Travel (Wales) Act (Active Travel Act) aims to promote walking and cycling as an attractive mode of transport for purposeful journeys (i.e. to access work, school or shops and services). It seeks to instil a lasting transformation on how developments are planned to incorporate walking and cycling infrastructure from the outset as well as encouraging long term behavioural change.
- 2.16 The Active Travel Act makes provision for the mapping of active travel routes and related facilities through the Active Travel Network Maps (ATNM). The ATNM for Caerphilly County Borough forms part of the evidence base for the 2RLDP. The Active Travel Act also requires local authorities in Wales to deliver year on year improvements in active travel routes and facilities to enhance opportunities for pedestrians and cyclists to make meaningful journeys without relying on the car.

A More Equal Wales - The Socio-economic Duty Equality Act 2010 (2021)

- 2.17 The Socio-economic Duty came into force in Wales on the 31 March 2021. The Socio-economic Duty requires specified public bodies, when making strategic decisions such as 'deciding priorities and setting objectives', to consider how their decisions might help to reduce the inequalities associated with socio-economic disadvantage. The Duty requires that 'Due Regard' be given to the need to reduce the inequalities of outcomes resulting from socio-economic disadvantage. The Duty applies to strategic policy development and as such applies to the 2RLDP. The Socio-economic Duty falls within the scope of the ISA undertaken in respect of the 2RLDP and the findings of the appraisal are set out in the ISA documents.

Planning Policy Wales Edition 11 (2021)

- 2.18 Edition 11 of Planning Policy Wales (PPW) sets out the land use planning policies and overarching sustainable development goals for Wales, revised to contribute towards the statutory well-being goals of the Well-being of Future Generations Act. PPW sets out a presumption in favour of sustainable development and considers a Plan-led approach to be the most effective means of securing sustainable development through the planning system. PPW has a strong focus on promoting placemaking, which is considered instrumental to achieving sustainable places, delivering socially inclusive development and promoting more cohesive communities. Placemaking is deemed to be a holistic approach that 'considers the context, function and relationships between a development site and its wider surroundings'.
- 2.19 At a strategic level there are four themes which contribute individually to placemaking:
- Strategic & Spatial Choices;
 - Active & Social Places;
 - Productive & Enterprising Places;

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- Distinctive & Natural Places

2.20 In order to inform the spatial strategy, PPW requires development plans to 'include a spatial strategy covering the lifetime of the plan which establishes a pattern of development improving social, economic, environmental and cultural well-being'. The link between the number of homes due to be provided and the expected job opportunities is clearly emphasised, as is the location of any new development in relation to existing or planned infrastructure. This is important to minimise the need to travel, reduce private car reliance and increase opportunities for cycling, walking and the use of public transport. Development Plans are deemed to 'provide the main means for achieving integration between land use and transport planning'.

2.21 PPW specifies a well-defined search process to identify development land. Sustainable previously developed land and/or underutilised sites within existing settlements should be reviewed first before suitable, sustainable greenfield sites within or on the edge of settlements are considered. In either case, 'a broad balance between housing, community facilities, services and employment opportunities should be promoted. Significant weight is attached to developing active and social places in the form of well-connected cohesive communities.

Future Wales - The National Plan 2040 (Welsh Government, February 2021)
(Future Wales)

2.22 Future Wales sets out the 20-year spatial framework for land use in Wales, providing a context for the provision of new infrastructure and growth. Future Wales is the highest tier of development plan in Wales and is focused on solutions to issues and challenges at a national scale. Future Wales sets out where nationally important growth and infrastructure is needed and how the planning system at a national, regional and local level can deliver it. It provides direction for SDPs and LDPs and supports the determination of Developments of National Significance and sits alongside PPW.

2.23 Future Wales 2040 sets out 11 outcomes which collectively are a statement of where the Welsh Government wants Wales to be in 20 years' time. The outcomes are:

- A Wales where people live....
 - and work in connected, inclusive and healthy places
 - in vibrant rural places with access to homes, jobs and services
 - in distinctive regions that tackle health and socio-economic inequality through sustainable growth
 - in places with a thriving Welsh Language
 - and work in towns and cities which are a focus and springboard for sustainable growth
 - in places where prosperity, innovation and culture are promoted
 - in places where travel is sustainable
 - in places with world-class digital infrastructure

Pre-Deposit Plan (Preferred Strategy)

- in places that sustainably manage their natural resources and reduce pollution
- in places with biodiverse, resilient and connected ecosystems
- in places which are decarbonised and climate resilient.

2.24 Future Wales sets out 18 national policies that apply across the whole of Wales, and 4 regional policies that apply across the South-East Region. Whilst all of the policies will need to be addressed in the 2RLDP, the following policies have particular importance for the Preferred Strategy:

Policy 1 - Where Wales will Grow

Defines the South-East Region as an area of national growth, requiring authorities in the Region to make provision for a level of growth commensurate to the national growth area status. This is re-affirmed in the regional Policy 33 - National Growth Area – Cardiff, Newport and the Valleys, which addresses the development requirements in the region.

Policy 2 - Shaping Urban Growth and Regeneration - Strategic Placemaking.

Sets out the national policy requiring Placemaking to be at the heart of every development.

Policy 6 - Town Centre First

Sets out a town centre first approach to the delivery of large scale development.

Policy 7- Delivering Affordable Homes

Re-affirms Welsh Government's aspiration to deliver significant levels of affordable housing, including through the planning system.

Policy 8 – Flooding

Supports flood risk management that facilitates sustainable economic and national growth, promoting nature based solutions and seeking to maximise social, economic and environmental benefits from flood risk management infrastructure.

Policy 12 - Regional Connectivity

Sets out the Welsh Government's commitment to improving and increasing sustainable transport and requires authorities in the national growth area to plan growth to maximise opportunities arising from investment in public transport. In addition Regional Policy 36 – South East Metro provide regional policy basis for the development of the Metro and for Metro focussed developments.

Policy 16 - Heat Networks

Specifically identifies Caerphilly town as a location for the consideration of a district heat network.

Policy 17 - Renewable and Low Carbon Energy and Associated Infrastructure

Policy 18 - Renewable and Low Carbon Energy developments of National Significance

Future Wales has identified Pre-Assessed Areas for Wind Energy, which are areas that have been assessed for landscape and general impact and are considered to be acceptable, in principle, for renewable energy development.

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Policy 34 – Green Belts in South Wales

Policy 34 introduces the requirement for a greenbelt in the South-East Wales Region to the north of Cardiff and Newport and the eastern part of the region. The policy requires that the greenbelt and their boundaries be established through the SDP, meaning that LDPs cannot determine the boundaries of the greenbelt within their area. However, the policy also includes the requirement that local authorities should not permit or allocate development in areas shown for consideration for greenbelts until the SDP is Adopted. Whilst Future Wales does include an annotated regional plan that includes an area for the greenbelt, this plan is not on an ordnance survey base and is not to scale so the boundaries associated with this plan cannot be literally interpreted. In addition one of the first considerations that is given in determining greenbelt boundaries is to ensure that settlements affected by the greenbelt have sufficient space to grow in the future, as greenbelts are permanent features that once identified are very difficult to change or rescind.

Building Better Places - The Planning System Delivering Resilient and Brighter Futures: Placemaking and the Covid-19 recovery (WG, July 2020)

- 2.25 This document sets out the Welsh Government's planning policy priorities to assist in the recovery period after the Covid-19 pandemic crisis. It states that the planning system should be centre stage in the consideration of built and natural environment issues that have arisen from the pandemic. The document highlights the key existing planning policies and tools which should be used by all sectors in the environmental, social, cultural and economic recovery of Wales, recognising the continuing need for Planners to operate within a wider context of priorities and action at all scales. Local Development Plans should actively embrace the placemaking agenda set out in PPW, with each plan unique to an area, identifying its character, strengths and areas which need improving and set out policies on how these areas will be improved.
- 2.26 The document reinforces Welsh Government's commitment to better places, placemaking, quality outcomes and good design and identifies policy areas that should be the focus of consideration and action, in order to act as a catalyst for a recovery. It identifies key issues which bring individual policy areas together to ensure that action is the most effective. The 2RLDP as a key tool for addressing these issues will play an important role in supporting the post-covid recovery of the County Borough. The 8 issues are:
- Staying local: creating neighbourhoods;
 - Active travel: exercise and rediscovered transport methods;
 - Revitalising our town centres;
 - Digital places: the lockdown lifeline;
 - Changing working practices: our future need for employment land;
 - Reawakening Wales' tourism and cultural sectors;
 - Green infrastructure, health and well-being and ecological resilience;
 - Improving air quality and soundscapes for better health and well-being;

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Prosperity for All: A Low Carbon Wales (2019)

- 2.27 This Plan sets the foundations for Wales to transition to a low carbon nation; setting out the Welsh Government's approach to increasing efficiency and cutting emissions of greenhouse gasses by at least 80% by 2050. This is vital to meeting the requirements of the Environment Act, thereby contributing to a fairer and healthier society. The five ways of working of the WBFGA guide Wales's decarbonisation action, ensuring effective collaboration and involvement with stakeholders to integrate decarbonisation, limit further effects of climate change and maximise all seven national well-being goals.
- 2.28 The planning system has an important role in facilitating decarbonisation. The Focus on Placemaking in Planning Policy Wales encourages well-designed development that ensures communities have all the services they need within easy reach. A plethora of other planning related priorities also encourage lower carbon emissions whilst simultaneously creating places where people can live well. These include promoting renewable energy developments, restricting the use of fossil fuels and incorporating active travel principles (walking and cycling) into new developments. Low carbon infrastructure can ultimately help increase efficiency through the way energy is produced and transmitted, the design and construction of buildings and the transportation of people and goods. All Development Plans must ultimately support these strategic decarbonisation goals to facilitate clean energy and build resilience to the impacts of climate change.

Regional Context

Cardiff Capital Region City Deal

- 2.29 The Cardiff Capital Region (CCR) comprises ten local authorities across the South-East Wales region, including Caerphilly CBC. These local authorities are working collaboratively on projects and plans for the area that seek to tackle issues affecting the whole of the region, such as worklessness and poor transportation links. The authorities forming the Cardiff Capital Region have entered into a City Deal to fund projects aimed at boosting the competitiveness of the region over the next 20 years. The CCR City Deal will help boost economic growth by improving transport links, increasing skills, helping people into work and giving businesses the support they need to grow. Strong governance has been established across the region through the Cardiff Capital Region Joint Cabinet. A five-year Strategic Business Plan to leverage maximum economic and social benefits out of the deal was agreed in May 2018 by all 10 local authority partners and the Welsh and Westminster Governments. The Business Plan specifies the regional strategic objectives of the CCR which are:
- Prosperity and Opportunity - building the capacity of individuals, households, public sector and businesses to meet challenges and grasp opportunity, creating a more productive economy;
 - Inclusion and Equality - a vibrant and sustainable economy which contributes to the well-being and quality of life of the people and communities in the region now and in the future; and

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- Identity, Culture, Community and Sustainability - forging a clear identity and strong reputation as a City Region for trade, innovation and quality of life.
- 2.30 The CCR are developing a range of funding mechanisms to assist in the development of the region, seeking to address issues of infrastructure and viability. These mechanisms include:
- **Wider Investment Fund**, which is broken down into sub-funds specially targeted at specific categories;
 - **Challenge Fund**, aimed at finding solutions to challenges associated with decarbonisation, improving health and well-being, and transforming communities;
 - **Strategic Sites and Premises Fund**, to support the region's Industrial and Economic Plan, targeting key projects to deliver the regions objectives;
 - **SME Finance Fund**, to target projects associate with SME businesses;
 - **Innovation Investment Fund**, to provide growth capital to innovative businesses in key industry sectors.

Corporate Joint Committees

- 2.31 Corporate Joint Committees (CJCs) are regional corporate bodies, with broadly similar powers, duties, governance and administration to local authorities. CJCs are made up of the local authorities that constitute their areas and membership of the CJC is made up of the executive leaders of the local authorities within that region. In February 2021 the Welsh Ministers laid Regulations establishing four CJCs, one of which is the south-east region comprising the CCR. The CJC for the south-east region is currently in the process of being set up.
- 2.32 The CJCs are responsible for strategic development planning (preparing the SDP), regional transport planning (preparing the Regional Transport Plan (RTP)) and promoting the economic well-being of their area.

South Wales Metro

- 2.33 The Metro was part of the original CCR City Deal, with over half of the City Deal total funding being committed to it. Welsh Government, through Transport for Wales (TfW), operate the metro rail services within the region, whilst local authorities are responsible for bus services and active travel. The Metro is an ambitious project aimed at providing an integrated network of active, bus and rail travel that will improve accessibility and make sustainable transport across and throughout the region easier and faster. The Metro is a key element in Welsh Government policy, with Future Wales setting out the requirement for LDPs to plan for growth that will maximise the benefit of the Metro funding.
- 2.34 Metro improvements have taken place and the second phase of improvements to the Core Valley Line shas commenced. These improvements include track and station improvements to accommodate longer and more frequent trains along the Rhymney Valley line. The improvements are now expected to be completed in 2024.

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2.35 Whilst the 2 phases of improvements have exhausted most of the funding for the Metro, there are a large number of additional projects that have been put forward for consideration for future tranches of Metro funding, should these be made available. These projects are collectively referred to as Metro Plus schemes and a number of schemes in the County Borough have been proposed.

Regional Collaboration

2.36 Due to its location at the heart of the CCR it is important that Caerphilly CBC collaborates with its adjoining authorities, as well as with the other three authorities that comprise the Cardiff Capital Region. Following the abolition of the County Council's as part of the 1996 local government reorganisation, the 10 local authorities of the CCR set up the South-East Wales Strategic Planning Group (SEWSPG) that has continued up to the present day. SEWSPG's role was to consider policy issues that affected the region and provide feedback to Welsh Government on a variety of issues. Consequently it is clear that the whole region has a track record of working collaboratively from a planning policy perspective.

2.37 As part of the preparation of the 2RLDP it is a requirement that Caerphilly CBC liaises and collaborates with the CCR authorities, particularly in respect of cross-boundary issues. This continues to happen through the SEWSPG meetings and through direct liaison with all of the authorities. However, for this round of LDP reviews the local authorities have taken collaboration a step further and, where appropriate given each local authority's progress on their LDP preparation, joint collaboration and procurement of evidence base and other work has been undertaken. To date Caerphilly CBC has worked collaboratively with other authorities in respect of:

- The development of a development viability model for site-specific and high level viability assessments (all 10 CCR authorities and local authorities in the Mid and West Wales Regions);
- Larger than Local Regional Employment Study (Caerphilly, Blaenau Gwent, Monmouthshire, Torfaen and Newport – looking at the regional employment market);
- Procurement of a consultation database system for the LDP (Caerphilly, Vale of Glamorgan and RCT);
- Regional Renewable and Low Carbon Energy Assessment (Caerphilly, Blaenau Gwent, Monmouthshire, Newport and Torfaen);
- Strategic Flood Consequences Assessment (All 10 CCR authorities).

2.38 Collaboration and liaison with the other local authorities will continue as the 2RLDP progresses and where opportunities occur for joint commissioning or collaboration on issues, Caerphilly CBC will continue to contribute positively towards them.

Gwent Well-being Plan

2.39 The Caerphilly Public Service Board (Caerphilly PSB) has been amalgamated with the other Public Service Boards (PSBs) in Gwent to form the Gwent Public Service Board (Gwent PSB). The Gwent PSB has the responsibility for preparing the Well-

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being Plan for the Gwent area, which will cover Caerphilly County Borough. The Gwent Well-being Assessment, which is the basis for preparing the Well-being Plan, was published on 5 May 2022. The Well-being Plan is currently being prepared.

Local Context

- 2.40 A key element in delivering national and regional targets and outcomes is the role that the Council takes in interpreting high level guidance into practical and meaningful change in the County Borough. The Council has prepared a number of corporate strategies that address how it does its business and how it seeks to deliver on the targets and requirements that are set upon it. Whilst not all of the corporate documents are relevant to planning there are a number of key documents that the 2RLDP will need to take into account as part of its preparation.

The Caerphilly We Want 2018 – 2023 (Well-being Plan)

- 2.41 As part of the requirements of the Well-being of Future Generations Act the Council, together with public sector partners as the Caerphilly PSB, has prepared and adopted the corporate well-being plan for the County Borough. The Well-being Plan encompasses the 7 well-being goals and provides a framework for all public sector bodies to deliver the Sustainable Development Principle through adopting the 5-ways of working.
- 2.42 As part of its preparation, the Well-being Plan identified a significant number of issues that needed to be addressed in the County Borough. These issues were condensed and prioritised into a set of 4 objectives, under which physical actions were identified to address the relative issues. The Well-being Plan objectives are:
- Positive Change: This objective relates to the way in which the public sector bodies work to address the issues. This objective looks to ensure that all public sector bodies work together to deliver their own requirements;
 - Positive Start: This objective seeks to enable all children to have the best start in life, removing inequalities in education and seeking to protect children from adverse childhood experiences;
 - Positive People: This objective seeks to empower and enable all residents in the County Borough to achieve their potential, removing obstacles to development and providing lifelong education and training;
 - Positive Places: This objective seeks to build resilient and sustainable communities with access to affordable housing, jobs and meaningful open space.
- 2.43 This is a key document in delivering sustainable development, which is a requirement for the Council and, correspondingly, for the 2RLDP. The 2RLDP will be drafted to reflect the Well-being objectives (particularly the first, third and fourth objectives which are more directly related to planning policy).

#Team Caerphilly: Better Together 2018-2023

- 2.44 Team Caerphilly - Better Together is a strategic programme of “whole-authority” transformational change that will be delivered through a new operating model for the

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way that the Council provides its services. The core of the change is the new mantra of “Social Heart and Commercial Head” and the strategic programme will be delivered through a series of themes:

- Creating the right organisational Culture;
- Encouraging and supporting Innovation;
- Embracing new technologies - Digital First;
- Establishing a programme of structured Service Reviews;
- Adopting a commercial approach - Commercialisation;
- Engaging and working with our communities - Community Engagement;
- Actively seeking opportunities for Collaboration;
- Resources and capacity; and
- Ensuring that the Council has a workforce that is fit for the future - Workforce Planning.

2.45 The themes will underpin the re-shaping of the County Borough’s communities by an integrated and focussed programme of transformation that includes:

- The physical improvement of council housing stock;
- Implementing a shared ambitions strategy;
- Implementing the second phase of the 21st Century Schools programme;
- Delivering the Digital Strategy and introducing digital transformation;
- Provision of a new Children’s Centre;
- Delivery of the Sports and Active Recreation Strategy;
- Introduction of an integrated “one-stop shop”;
- A programme of economic, social and environmental investments;
- Making best use of financial resources.

2.46 A Strategic Action Plan has been prepared that will assist in the management of the transformation journey and will also provide monitoring to assess the level of progress.

Climate Emergency and The Decarbonisation Strategy

2.47 In June 2019, in light of the increasing climate change issues that are facing us all, the Council formally declared a Climate Emergency. The Climate Emergency relates to the way that the Council itself does business, rather than specifically relating to nature of development. In declaring the Climate Emergency, the Council has committed to:

- Becoming net carbon neutral by 2030, and
- Developing a clear decarbonisation strategy that allows the Council to meet the carbon neutral target.

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2.48 In November 2020 the Council formally adopted its decarbonisation strategy entitled Reduce, Produce, Offset and Buy. The strategy is naturally focussed on energy use and production and sets out an energy hierarchy to deliver decarbonisation:

- **REDUCE:** Reducing energy use is the first step in the energy hierarchy. There are many ways in which the authority can further reduce its impact on the environment and specifically reduce the volume of carbon emissions it emits
- **PRODUCE:** Generating its own “green” electricity and heat at the point of use will reduce the Council’s carbon emissions and will bring the added benefit of offsetting grid demand and reducing system losses associated with grid supplied electricity.
- **OFFSET:** In order to achieve net zero carbon the authority will need to offset any carbon emissions. There are a number of ways that the Council can do this, including tree planting, rewilding and sustainable drainage.
- **BUY:** The new way of thinking required for the Council to achieve its net zero carbon goal will also focus on how it purchases goods and services. Everything the Council purchases has embedded carbon associated with it and this will need to be considered in the procurement process.

2.49 In order to deliver the objectives of the Decarbonisation Strategy two supporting documents have also been prepared:

- **ACTION PLAN:** Implementing the objectives of the Decarbonisation Strategy will require a myriad of actions to be taken forward by a wide range of stakeholders. The Action Plan sets out these actions in more detail and focuses activity around target areas.
- **ENERGY PROSPECTUS:** The Energy Prospectus sets out the key areas in which the Council will focus that could result in major reductions in carbon emissions, highlighting key energy projects that the authority is investigating.

A Foundation for Success 2018 – 2023 (Regeneration Strategy)

2.50 In July 2018 the Council Adopted its Regeneration Strategy “A Foundation for Success 2018 - 2023”. This document provides the overarching framework for delivering regeneration across the County Borough by providing the platform for the continuing transformation of the County Borough. The strategy identified 4 high level objectives, namely:

- **Supporting People:** This objective seeks to address issues that the residents of the County Borough face in achieving their potential;
- **Supporting Business:** This objective seeks to address issues that residents have in respect of gaining employment as well as assisting existing and new businesses to develop and grow;
- **Supporting Quality of Life:** This objective seeks to address the issues that affect the quality of life for residents including the provision of appropriate affordable housing, maintaining the natural environment and providing meaningful open spaces and ensuring appropriate placemaking through development;

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- Connecting People and Places: This objective seeks to address issues of accessibility and connectivity throughout the County Borough, including physical transport and digital connectivity.

2.51 A Foundation for Success was the overarching framework for the regeneration for the County Borough and did not include detailed regeneration projects or developments. To support the Strategy, and to provide more detail of the potential projects within the County Borough a series of 5 Masterplans have been developed for specific areas within the County Borough:

- Caerphilly Basin Masterplan (covers the Caerphilly town, the Aber Valley, Llanbradach, Bedwas, Trethomas and Machen);
- Ystrad Mynach Masterplan (covers the greater Ystrad Mynach area including Nelson);
- Heads of the Valleys Regeneration Area Masterplan (covers the Heads of the Valleys area from Rhymney down to Bargoed);
- Lower Ebbw and Sirhowy Valleys Masterplan (covers the lower Ebbw valley from Newbridge down to Risca/Pontymister and the Sirhowy Valley from Wyllie down to Wattsville);
- Greater Blackwood Masterplan (covers the Blackwood Oakdale , Crumlin and Maesycwmmmer areas).

2.52 The masterplans set out more detail on the projects and schemes for the regeneration of their areas that will deliver the objectives of A Foundation for Success. The Regeneration Strategy and the Masterplans are intended to cover a five-year period and will be reviewed every five years.

A Foundation for Success: Delivering Prosperity after Covid

2.53 The Strategic Vision for the Regeneration of the County Borough was clouded throughout 2020 by 2 significant events Covid-19 and Brexit and the significant economic impact of both continues to persist. In addition to the well-documented impact of the pandemic on public health, its effect combined with the impact of Brexit on the economy has been profound.

2.54 In response the Council established a Strategic Recovery Framework to support the Council and the wider County Borough to recover whilst continuing to support the Wellbeing Objectives set out in the Corporate Plan 2018 - 23. The economic recovery framework 'Delivering Prosperity after Covid' was prepared to deliver the strategic objective of Supporting Business and the framework had three, distinct phases as follows:

- The Restart phase -an initial 'led by Government' phase;
- The Revive phase - tied to testing, potential vaccine availability and public confidence and behaviour; and
- The Renew phase - which builds on the Council approved Wellbeing and Place Shaping Framework which provides a list of potential civic investments across

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Caerphilly in excess of £231m that align explicitly with the Council's adopted Wellbeing Objectives, and which will be delivered in the short to medium term.

- 2.55 Long-term investments in infrastructure such as that proposed within the Place Shaping Framework, hold the potential to rebalance the local economy, enhance productivity and create jobs and opportunities across Caerphilly County Borough, which is of great importance as we support our communities to rebuild a sustainable and resilient future post Covid.

Housing Strategy: An Agenda for Change 2021 – 2026 (Housing Strategy)

- 2.56 The Housing Strategy sets out the intentions of the Council and its partners to meet a wide range of housing objectives. The strategy includes a long-term vision for housing in the County Borough incorporating the themes of affordability, supply, quality, management, sustainability, resilience and health and wellbeing. The vision is underpinned by 5 strategic priorities:

- Creating better choices - focusing on person centred solutions;
- Creating great places to live - creating sustainable and liveable places;
- Creating healthy and vibrant communities - providing advice, support and solutions across all tenures;
- Delivering new homes - improving the delivery of new homes; and
- Supporting specialist housing needs - supporting independence and creating positive pathways.

- 2.57 In addition to the five priorities, the strategy includes the following cross-cutting themes that reflect the values and commitments of the Council and its partners:

- Sustainable development - achieving a better and more sustainable future;
- Health and wellbeing - improving health outcomes and promoting wellbeing; and
- Equality, diversity and inclusion - providing services without barriers, which respect difference and promote inclusion.

- 2.58 The Housing Strategy is accompanied by a delivery plan, which is set over the same period as the strategy. The delivery plan outlines a range of actions developed by the Council and its partners, under each of the 5 strategic priorities, to realise the long-term housing vision. The delivery plan will be monitored and reviewed by the Caerphilly Affordable Homes Partnership.

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3 KEY LAND USE ISSUES

- 3.1 A development plan is an intervention tool in the development market, influencing where development can and cannot go. In a scenario where the market is delivering the development that an area needs there would be no need for a development plan. The role of the 2RLDP is, therefore, to address the land use issues facing the County Borough through a policy framework that will deliver the desired outcomes.
- 3.2 An understanding of the issues facing the County Borough is an essential element of the preparation of the 2RLDP and the policy framework will need to be developed to address these issues. An outline of the key issues is set out below to provide context for the Preferred Strategy. A more comprehensive review of the issues is set out in the Review Report. The key issues for the 2RLDP to address are:

National and Regional Issues

Ref	Issue
NR1	Climate change is global issue that will require action at all levels. The 2RLDP will need to address the issues causing climate change and ensure climate change resilience and mitigation are fundamental elements in the design and layout of all new development.
NR2	The Impacts of Covid-19, Brexit and the war in Ukraine have had significant adverse impacts upon the country's economy through business closures and supply chain issues. The Preferred Strategy seeks economic growth through the plan period so the 2RLDP will need to directly address these issues.
NR3	The need to decarbonise is a nation priority and the 2RLDP will need to proactively promote zero carbon energy generation in combination with reducing energy consumption and increasing energy efficiency.
NR4	Wales has a housing shortage as a result of the under-provision of housebuilding over an extended period of time. The 2RLDP will need to promote and deliver both market and affordable housing in places where people want to live in order to provide people with the homes they want to live in.
NR5	The South Wales Metro will help deliver an integrated public transport network across the region. The 2RLDP will need to give effect to locally-applicable Metro priorities in land-use terms, and act as a mechanism for delivery of specific proposals.
NR6	The 21 st Century Schools programme is a significant, long-term capital investment programme, involving collaborative working between Welsh Government and local authorities. The 2RLDP will enable the delivery of specific proposals within the County Borough, in land-use terms.

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NR7	The County Borough is at the heart of the national growth area identified in Future Wales. The 2RLDP will need to accommodate growth and growth at a level commensurate to the national growth area designation.
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Economic Issues

Ref	Issue
Ec1	The County Borough has relatively high levels of economic inactivity, low levels of educational attainment and pockets of deprivation as evidenced by the 2019 WIMD. The 2RLDP should seek address these issues to promote economic activity and generate economic growth.
Ec2	The rate of employment land take-up has been low over the course of the present plan period and there is a significant shortage of available employment land in the Caerphilly Basin to enable companies to expand and grow. The 2RLDP will need to ensure that employment sites are deliverable, and that appropriate employment land is made available in the Caerphilly Basin.
Ec3	A high proportion of the workforce remains employed in manufacturing, which is a sector that is projected to decline over the plan period. The 2RLDP will need to promote diversification in its sectoral employment and build in its current strengths.
Ec4	The Welsh Government projections project that the economic population within the County Borough will decrease significantly over the plan period. The 2RLDP will need to ensure sufficient land is identified to generate the types and numbers of jobs that will attract people to work and live in the County Borough.
Ec5	Town and retail centres provide a significant level of employment within the County Borough and the 2RLDP will need to maximise the opportunities for employment within these centres in order to deliver the economic benefit.
Ec6	Tourism is an important part of the economy in terms of ongoing, long-term growth, as well as being a key factor in developing the identity of the County Borough. The 2RLDP will need to maximise opportunities for developing new, and enhancing and expanding existing, tourist attractions and integrate these with other attractions throughout the County Borough as a cohesive tourist offer.
Ec7	The County Borough continues to have a high rate of out-commuting (the second highest in the region in absolute terms). This will need to be addressed by a co-ordinated approach between increasing employment opportunities in the County Borough and improving accessibility between major residential areas and employment centres, as well as accommodating home-working which could have significant impacts on travel needs.

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Ec8	Digital connectivity will continue to play an important role in enabling agile working and facilitating economic growth. The 2RLDP will promote and support the delivery of digital and communications infrastructure to meet the needs of users and providers for the plan period.
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Social Issues

Ref	Issue
So1	Natural change has been a key element in the County Borough's growth throughout its history. However, the Welsh Government Population Office projections project that the number of deaths will outnumber the number of births, and this will result in negative natural change throughout the plan period. Consequently the 2RLDP will need to make proactively attract people into the County Borough to deliver growth in accordance with the Preferred Strategy.
So2	The County Borough has a relatively high level of limiting long-term illness and low life expectancy. The 2RLDP should seek to give effect, insofar as it is able, to measures which contribute to addressing this, in land-use terms.
So3	Changes in the retail environment mean that the 2RLDP will need to be highly flexible to respond to the changing needs of town and retail centres and almost certainly a diversification of uses across these centres will be required.
So4	The 2RLDP will need to continue to protect and improve the provision of urban natural greenspace and address issues in the provision of sport and recreational space across the County Borough to promote the well-being of residents.
So5	The 2RLDP will need to enable delivery of community infrastructure provision. Many of the services and facilities required to be delivered are the responsibility of bodies other than the Council and, as such, the Council will need to work with other public sector bodies to identify the land required to deliver the necessary facilities and infrastructure required.
So6	Underpinning development with sound placemaking principles is the way to deliver sustainable development and resilient communities. The 2RLDP will need to ensure that the policy framework is underpinned by placemaking.
So7	The County Borough includes areas of high deprivation. The 2RLDP will need facilitate measures that will alleviate deprivation through land allocations and a flexible policy framework.

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Environmental Issues

Ref	Issue
En1	<p>As part of the climate change emergency addressing decarbonisation is a key driver for delivering change. The Council has declared a 'climate emergency' which will involve a number of measures, including:</p> <ul style="list-style-type: none"> • Promoting and delivering renewable energy generation schemes; • Promoting climate change adaptation and mitigation through development schemes; • Embracing sustainable drainage and reducing flood risk; • Promoting a significant modal shift to sustainable transport (rail, bus, cycling and walking); • Providing electric charging facilities for electric vehicles.
En2	<p>The 2RLDP will also need to address air quality issues in the County Borough, particularly those arising from transport related activity, which has led to 2 Air Quality Management Areas being identified.</p>
En3	<p>The 2RLDP will need to maximise the benefits arising from the South Wales Metro investment and should promote further improvements and additions to the transport network, including highway improvements where these have significant benefits in terms of congestion and sustainable transport reliability, and active travel improvements to increase connectivity and accessibility.</p>
En4	<p>The 2RLDP will need to ensure the maintenance and enhancement of blue and green infrastructure is a fundamental element in the design of all development. In addition the 2RLDP will need to protect and enhance:</p> <ul style="list-style-type: none"> • Areas of ecological and geological importance; • Areas of high landscape value; • Important areas of open space.
En5	<p>The 2RLDP will look to utilise brownfield land before greenfield land in the first instance, though this does not mean that greenfield development should not take place where insufficient viable and deliverable brownfield sites are available to meet the County Borough requirements.</p>
En6	<p>The County Borough contains a number of priority habitats that support ecological connectivity. The 2RLDP should support and enhance this network and maximise opportunities for biodiversity net gain and the improvement of ecological links.</p>
En7	<p>Local planning authorities are required to follow the waste hierarchy, which seeks to reduce use and then reuse, recycle or recover before the</p>

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	option of disposal is taken. Whilst the provision for waste infrastructure is made at a regional level, the 2RLDP will need to include measures to reduce and recycle waste throughout the policy framework.
En8	The County Borough contains areas of landscape sensitivity. The 2RLDP should consider new development within this context.
En9	It is a requirement that the Council Maintains a 10-year land bank of minerals to ensure its future contribution to the regional aggregates total. The 2RLDP will need to ensure sufficient reserves are permitted to maintain the landbank through to the end of the plan period, whilst minimising the adverse impacts of minerals activity on the landscape.

Cultural Issues

Ref	Issue
Cu1	The 2RLDP should seek to give effect, insofar as it is able, to measures which foster the development and use of the Welsh language.
Cu2	The 2RLDP should consider new development within the context of the variety of heritage assets that exist within the County Borough, and the settings of those assets.
Cu3	Heritage assets are often found in the middle of the County Borough's centres, areas generally at risk from flooding and climate change impacts. The 2RLDP should promote resilience and adaptation in the heritage assets of the County Borough, promoting sustainability of the built environment through its own heritage assets.
Cu4	There are a large number of heritage assets that through adaptive reuse could provide a valuable housing and mixed-use economic resource. The 2RLDP should maximise opportunities for adaptive reuse of the built heritage environment to assist in the regeneration of town centres and increase the potential for rehabilitation of empty sites for housing and economic regeneration.
Cu5	Placemaking has the potential to significantly reinforce the cultural and historic environment throughout the County Borough. The 2RLDP should ensure that it maximises these opportunities.
Cu6	The heritage of the County Borough is a significant generator for the tourist economy in the County Borough. The 2RLDP should be flexible to enable the enhancement and broadening of heritage tourism, whilst protecting the heritage assets that enable it to contribute to the economy.

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4 THE STRATEGIC VISION, AIMS AND OBJECTIVES

The Vision

- 4.1 A vision of what the County Borough will be like at the end of the plan period is important to understand what needs to change over the plan period. These changes will inform the policy framework which will drive and direct change to realise the vision.
- 4.2 The Vision, Aims and Objectives for the 2RLDP have been the subject of discussion and consideration through the LDP Engagement process via the seminar series. These discussions and considerations are set out in detail in the Council's Evidence Base Document "Pre-Deposit Engagement". The LDP Focus Group considered the discussions from the engagement process and recommended to Council that the following vision be adopted for the 2RLDP.

The Vision for the 2RLDP

The Development Strategy for Caerphilly County Borough will capitalise on our strategic location at the heart of the Cardiff Capital Region. It will deliver sustainable development that will enhance the well-being of those that live, work, play in and visit the County Borough. By the end of the plan period the strategy will have:

- **Addressed the economic and social challenges raised by Covid-19, Brexit and changes in employment and retailing patterns, facilitated an increased number of jobs, sustained economic growth, exploited existing strengths in manufacturing and the foundational economy and created vibrant town centres with diverse uses.**
- **Developed and enhanced the blue and green infrastructure across the County Borough by incorporating it in the design of development and promoting the protection and enhancement of important areas for both nature conservation and the health and well-being of residents.**
- **Addressed the housing crisis through the provision of affordable and market housing, developed a wide range and choice of housing and ensured that all residents have access to a good quality home in the right locations.**
- **Built on the diverse and distinct character of the towns and villages in the County Borough, having put placemaking principles at the heart of design and encouraged cultural richness and diversity.**
- **Enhanced the strategic network of recreation, leisure, education and community facilities, strengthened communities and engendered a better quality of life for all.**

All of these will be based on greener attitudes that include:

- **Increased use of sustainable public transport and electric vehicles, including charging infrastructure,**

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- **increased accessibility through improvements to the active travel network,**
- **Increased generation and use of renewable energy in the County Borough.**

The Key Aims and Objectives

4.3 In order to deliver the Vision through the 2RLDP, a series of Aims, which identify broad areas for action and Objectives, which set out detailed actions to deliver elements of the overall Vision, are set out. The Aims and Objectives will inform future detailed policy development associated with the Deposit 2RLDP.

The Key Aims

4.4 The key aims for the 2RLDP are to:

- A. Address the causes of and mitigate and build resilience to the effects of, climate change.
- B. Underpin all development with the principles of Placemaking, Sustainable Development and good design.
- C. Ensure equal opportunities and access for all to proposed and existing homes, jobs, facilities and services within the County Borough.
- D. Enhance the vibrancy, diversity and character of local communities through the use of sound placemaking principles for the health and well-being of residents and engender social cohesion.
- E. Protecting and enhancing the County Borough's blue and green infrastructure whilst balancing the need for development through balancing the environmental, social, cultural and economic impacts to deliver sustainable development.
- F. Promote Caerphilly County Borough as an area with a distinctive identity and as an area in its own right within the Cardiff Capital Region, whilst working together for the benefit of the region.
- G. Establish a sustainable economic and population structure that will support our communities and our economy.
- H. Address the economic challenges facing the County Borough through the provision of sustainably located land to increase the number of jobs, promote the circular economy, engender economic growth in the County Borough, whilst promoting diverse town centres with a range of employment opportunities and delivering the waste hierarchy.
- I. Facilitate the development of affordable and market housing, in sustainable locations, to provide a range and choice of housing that will afford everyone the opportunity of a quality home in the right place.

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- J. Support the development and further expansion of the SEW Metro by identifying opportunities for enhancing accessibility and the existing transport infrastructure to facilitate a shift to public transport and electric vehicles, whilst increasing the potential for active travel for local and leisure trips and maintaining the resilience of the strategic highway network.
- K. Support and facilitate the development of modern education facilities to upskill the population tailored to the County Borough's future needs.
- L. Positively encourage renewable energy generation and use in the County Borough to assist in reducing emissions and mitigate against the effects of climate change.
- M. Facilitate the creation of quality places through developments that are based on good design and ensure all developments minimise the potential for crime and anti-social behaviour.
- N. Facilitate the protection, regeneration and enhancement of the historic fabric of the County Borough for the benefit its rich culture and diversity brings to the communities in the County Borough.
- O. Contribute to improving public health through the facilitation of land use developments that contribute to healthy lifestyles and mental well-being.

The Key Objectives

4.5 The key objectives for the 2RLDP are to:

1. Accommodate sustainable levels of population growth that accords with the County Boroughs status within the National Growth Area (G, H, I).
2. Manage, preserve, and enhance the quality of valuable open space and landscape and safeguard them from inappropriate forms of development (D, M).
3. Deliver the biodiversity duty through identifying new and protecting and enhancing existing green and blue infrastructure and biodiversity assets (E).
4. Ensure that the environmental impact of all new development is minimised (E).
5. Ensure that development proposals fully address climate change adaptation and mitigation measures in accordance with the energy hierarchy (A, B, E).
6. Deliver the Welsh Government's zero carbon targets and assist the Council's climate emergency by promoting the development of renewable energy generation in appropriate locations (A, L).
7. Ensure that all developments are underpinned by circular economy principles, prevent waste through the consideration of design choices and site treatment and make provision for sustainable waste management facilities that reflect the priority order of the waste hierarchy (H).

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8. Encourage the re-use and / or reclamation of appropriate brownfield and contaminated land and prevent the incidence of further contamination and dereliction (E).
9. Ensure the location of new development facilitates easy access to sustainable transport and active travel and the proposed development accords with the role and function of settlements in line with the settlement hierarchy (J).
10. Ensure an adequate and appropriate range of housing sites are available across the County Borough in the most sustainable locations to meet the housing requirements of all sections of the population (I).
11. Ensure all new development meets the requirements of good placemaking, design and sustainability as set out in the Placemaking Charter creating places with a strong sense of community, quality design, sustainability, activity, equality and to create a sense of place (A, M).
12. Manage, protect and enhance the quality and quantity of the water environment and reduce water consumption (D, E).
13. Reduce the impact of flooding by ensuring that highly vulnerable development is directed away from areas of medium and high risk of flooding and embedding sound SuDS principals in the design and layout of development from the outset. (E)
14. Reduce the need to travel by promoting a mix of land use allocations in sustainable locations and provide improved digital infrastructure (E, J).
15. Promote accessibility for all by prioritising walking and cycling (active travel), then public transport and finally motor vehicles thus reducing air borne pollution and the dependency on private vehicles (J).
16. Capitalise on the County Borough's position within the National Growth Area, supporting co-ordinated regeneration and investment to improve well-being, increase prosperity and address social inequality and complementing the strategic roles of Cardiff and Newport (F).
17. Provide and protect a diverse portfolio of employment land for a variety of uses in the most appropriate locations, ensuring that jobs and housing are aligned with services and sustainable transport infrastructure (H, K).
18. Significantly improve the visitor economy through the enhancement of existing, and the development of new and diverse, all-season tourist attractions and visitor accommodation and maximise the associated benefits the improvements provide (H).
19. Promote an integrated and sustainable public transport system (J).
20. Ensure provision of ultra-low emission vehicle charging infrastructure (J).

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21. Provide a wide range of community facilities, which are appropriately located, easily accessible, improve health and well-being and meet the needs of the County Borough (B, C, D, O).
22. Promote, sustain and enhance the County Borough's retail and commercial centres as the most sustainable locations in which to live, work, shop, socialise and conduct business, in accordance with the town centre first principle and the hierarchy of centres established in the plan, and ensure their accessibility by sustainable modes of transport (H).
23. Protect, conserve, and increase the value of the Historic Environment by promoting heritage as an asset and encouraging adaptive reuse, sustainability, placemaking and regeneration (B, N).
24. Promote the Historic Environment through historic places that contribute to the history of Caerphilly County Borough, while promoting and conserving the cultural heritage and historic environment, through local communities and visitor inclusivity (B, H, N).
25. Ensure the County Borough is well served by accessible public open space and accessible natural greenspace, that promotes a healthy and active lifestyle and improves overall wellbeing (B, D, E, M, O).

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5 STRATEGIC GROWTH AND STRATEGY OPTIONS

Population

- 5.1 A key part of the preferred strategy is the consideration of the level of population that the County Borough will accommodate at the end of the plan period. The difference between the current population and the population at the end of the plan period will provide the basis for identifying the number of dwellings that will need to be provided, the number of jobs that are likely to be required, and the likely infrastructure, services and community facilities that will be needed to meet the needs of all residents.
- 5.2 In order to consider the implications of the changes not only in population levels, but also in the population structure for the County Borough, a number of alternative growth options have been assessed. Population change is comprised of a mixture of two factors, natural change (the difference between the numbers of births and deaths in a year) and migration rates (the difference between those who move into the County Borough and those who move out). Options for population change are projected using altered information or assumptions in respect of one, or both, of natural change and migration rates.
- 5.3 Overall, 11 population options were considered for the 2RLDP strategy, 3 based on the 2018 Welsh Government population projections, 4 based on migration assumptions, 2 based on housebuilding rates, 1 based on economic population and 1 employment based. A full summary of the options and their consideration are set out in the Council's Evidence Base Document: "Population and Housing Growth Options".

Key issues in considering the Population and Housing Projections

- 5.4 Both the LDP Manual and PPW advise that the latest Welsh Government Projections be considered first in this process. For this process the Council has considered the 2018 based Welsh Government Principal Projection (Principal Projection).
- 5.5 Population change is a derivative of the birth rate, death rate and migration levels in the County Borough. The 2018 based Welsh Government Principal Projection projects, for the first time, a higher number of deaths than births, which results in negative natural change, i.e. population loss. This has not happened previously in the County Borough's history, with all previous years seeing positive natural change contributing to population growth. Negative natural change means that the County Borough would reduce in population if there was no net migration.
- 5.6 Despite the negative natural change the Principal Projection identifies an increase in population due to migration over the plan period (2020 to 2035) of just over 1800 people, representing a 1% increase. Despite the increase in overall population, analysis of the population structure at the start and end of the plan period identifies that the economic population (working-age people) would decline by nearly 2,900 people, and the comparison also identifies a decline in children (0-15) over the plan period of approximately 2,700 children.

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- 5.7 The loss of economic population and of the child age population would have very significant implications for the economy of the County Borough, with a reducing workforce and fewer younger people coming through to employment age. This means that the County Borough could easily be planning for economic contraction rather than growth. The loss in population in these age groups could also have very significant implications for services and infrastructure, particularly schools, with significantly reducing levels of school age children.
- 5.8 Caerphilly County Borough is located within the Cardiff Capital Region which, through its City Deal, is seeking to increase the number of jobs in the region by 25,000. In addition it is also located within the National Growth Area identified in Future Wales, which seeks a commensurate level of growth to be catered for in this area. A fundamental part of any strategy that seeks to satisfy these requirements is a population that exhibits growth, with growth in the economic population in particular in order to achieve the jobs targets. Consequently, a strategy will only meet the requirements of Future Wales and CCR aspiration if it identifies an appropriate level of growth in population (including economic population).

Household Projections

- 5.9 Household projections provide estimates of the future numbers of households and of the numbers of people who live in them. They are based on population projections and a range of assumptions about household composition and characteristics. The number of households is converted into a number of dwellings by applying a vacancy rate, to allow for vacant properties and churn in the market.
- 5.10 This has been undertaken for all 11 of the projections and housing options identified. The full projections are set out in the Population and Housing Growth Options document.

Assessment of the Alternative Growth Scenarios

- 5.11 A total of 11 growth options have been considered for the 2RLDP. The summaries of each of the outcomes of each of the options is set out in Table 1:

Table 1: Summary of the outcomes of the Growth Options considered for 2RLDP

	Scenarios (incorporating Membership Rate adjustments and adjusted for latest MYEs)	Population Change 2020-2035	% Population Change 2020-2035	HH Change 2020- 2035	% HH Change 2020-2035	Total Dwellings	Dwellings per annum	Change in working age population
A	WG 2018-based Principal Projection	1,881	1.0	2,862	3.7	2,966	198	-2,868
B	WG 2018-based High Population	5,499	3.0	4,241	5.5	4,395	293	-1,842

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C	WG 2018-based Low Population	-3,313	-1.8	1,026	1.3	1,064	71	-3,938
D	Zero Net Migration	-2,789	-1.5	884	1.1	917	61	-6,413
E	Long Term Average Migration (19 Year)	-1,002	-0.6	1,695	2.2	1,756	117	-5,380
F	Long Term Average Migration (10 Year)	-1,137	-0.6	1,636	2.1	1,696	113	-5,443
G	South-East Wales average migration	5,212	2.9	4,195	5.4	4,348	290	-756
H	Continuation of adopted LDP	15,058	8.3	8,323	10.8	8,622	575	7,668
I	Long term housebuilding rates	7,990	4.4	5,399	7.0	5,595	373	1,944
J	CCR Growth in Working age population	10,685	5.9	6,513	8.4	6,750	450	4,126
K	Oxford Economics Employment Forecast scenario	-8,805	-4.8%	-2031	-2.6%	0	0	-11,231

5.12 The expectation arising from Caerphilly's inclusion within Future Wales's National Growth Area designation and the economic aspiration of CCR mean that any strategy proposed for 2RLDP will need to ensure a viable and sustainable economic population and demonstrate growth. As a result of this only four of the options have been considered for the 2RLDP strategy. These 4 Options are:

- Option A - WG 2018 based Principal Projection;
- Option H - Continuation of adopted LDP;
- Option I - Long term housebuilding rates; and
- Option J - CCR Working Age Population Growth.

5.13 The Growth Options have been subject of engagement through the LDP seminar series. As a consequence of this work the LDP Focus Group (the group with the responsibility for making recommendations to Council in respect of the 2RLDP matters) recommended that Option J - CCR Working Age Population Growth scenario be used as the basis for the emerging plan.

Economic Requirements

5.14 Given that the Growth Option chosen for the emerging plan is based upon the CCR aspirations for economic growth, it is important that the plan makes provision to accommodate a sufficient level of growth from an employment perspective. The Council commissioned 2 studies, a larger than local study that considers the regional market and a local employment land review that considers the availability of existing sites and the amount of new land that would need to be identified through the emerging plan. These documents have informed the employment land requirements for the 2RLDP having regard for Growth Option J. The studies identify a requirement for the provision of an additional 39.6 hectares of employment land to

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be allocated to meet the employment requirements, although an additional 4.9 hectares of land is being identified to address the shortage of available land in the south of the County Borough. Consequently, a total of 44.5 hectares of land are identified to meet the overall employment requirement for the County Borough.

Policy PS1: The Level of Growth for the 2RLDP

PS1 The 2RLDP adopts the growth levels set out in the Option J - CCR Working Age Population Growth scenario.

The 2RLDP will plan for an increase in population of approximately 10,700 people, with an increase in the economic population of around 4,100 people.

Strategy Options

- 5.15 Having identified the level of growth the next step was to consider how the level of growth could be appropriately distributed throughout the County Borough. A total of 6 alternative strategy options have been considered as part of the process, reflecting the issues facing the County Borough and the national and regional policy framework. The consideration and assessment of the strategy options is set out in the Evidence Base Document “Strategy Options Assessment”. The six strategy options considered were:

Strategy Option 1: Continuation of the LDP Strategy

- 5.16 This would see the continuation of the strategy currently contained within the Adopted LDP. The strategy guides development within a broad strategic framework underpinning the principles of sustainable development. The County Borough was divided into three strategic areas, each with their own strategic development policies. These strategic areas are the Heads of the Valleys Regeneration Area (HoVRA), Northern Connections Corridor (NCC) and the Southern Connections Corridor (SCC).

Strategy Option 2: Heads of the Valleys Regeneration Area Focus

- 5.17 This strategy seeks to maximise development opportunities in the Heads of the Valleys Regeneration Area to promote economic growth, broaden the range and choice of housing and to maximise the benefits from the major investment and improvement in the Metro and the A465.

Strategy Option 3: Key Strategic Site

- 5.18 This strategy option would see the allocation of a strategic site at Maesycwmmmer to accommodate a significant proportion of new housing development, alongside the development of an access road and improved strategic transport link. Additional new development would be primarily focused on the Greater Blackwood and Greater Ystrad Mynach areas, together with the Lower Ebbw and Sirhowy Valleys, on the most appropriate and sustainable sites that are well related to the rail network and public transport interchanges.

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Strategy Option 4: Metro Investment Focus

- 5.19 This strategy option would see the allocation of land aimed at maximising the benefits arising from the significant investment in the South-East Wales Metro, maximising opportunities arising in and around key public transport nodes including the rail stations along the Rhymney and Ebbw Rail Lines and the major bus stations at Blackwood and Nelson.

Strategy Option 5: Town Centre First

- 5.20 This strategy option would focus new development close to the Principal Towns of Caerphilly, Ystrad Mynach, Blackwood Risca/Pontymister and Bargoed and the Local Centres of Bedwas, Newbridge, Nelson and Rhymney, the proximity to one of the centres being the principal consideration in allocating new development sites.

Strategy Option 6: Caerphilly Basin Focus

- 5.21 This strategy seeks to maximise development opportunities in the Southern Connections Corridor to promote economic growth and maximise the benefits of the significant investment in the regeneration of Caerphilly town.
- 5.22 The 6 strategy options were the subject of the LDP engagement process through the seminar series, where the options were discussed. The outcome from the engagement was reported to the LDP Focus Group. The LDP Focus Group considered the outcomes of the engagement process and recommended that the following be used as the preferred strategy for the 2RLDP.

Policy PS2: The Preferred Strategy for the 2RLDP

PS2 The 2RLDP adopts a hybrid strategy, comprised of elements of Strategy Option 3: Key Strategic Site; Strategy Option 4: The Metro Investment Focus and Strategy Option 5: Town Centre First.

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6 SUSTAINABLE SETTLEMENT HIERARCHY

- 6.1 A fundamental role of the 2RLDP is to consider the need for growth and development and make appropriate provision for this growth. The 2RLDP should put forward a clear Spatial Strategy identifying where this growth should be located. An assessment of Caerphilly County Borough's settlements has been used to inform and generate options for the location of future development. The settlements considered in the adopted LDP have been reassessed for the purposes of establishing a settlement hierarchy for the 2RLDP. Settlements were assessed on a number of criteria including their size, the services they provide, their accessibility and their transport links.
- 6.2 A tiered approach has been used to group settlements with similar characteristics in terms of facilities and services. Further information is provided in the Evidence Base Document "Functional Analysis of Settlements" The settlement hierarchy is defined in Table 2:

Table 2: Settlement Hierarchy for the County Borough

Tier	Definition	Settlements
Principal Towns	Centres that exhibit the highest level of services and facilities and have the greatest level of sustainable transport	Bargoed, Blackwood, Ystrad Mynach, Risca/Pontymister, Caerphilly
Local Centres	Centres with a moderate level of services and facilities and are accessible by sustainable transport.	Rhymney, Nelson, Newbridge, Bedwas
Residential Centres	Settlements that have limited services and facilities and serve as dormitory areas for the larger centres	Aberbargoed, Abercarn, Abertridwr, Abertysswg, Argoed, Britannia, Brynawel, Cefn Fforest, Cefn Hengoed, Croespenmaen, Crosskeys, Crumlin, Cwmcarn, Cwmfelinfach, Deri, Fleur-de-lis, Fochriw, Gelligaer, Gilfach, Glan-y-nant, Graig-y-rhacca, Hafodyrynys, Hengoed, Hollybush, Llanbradach, Llechryd, Machen, Maesycwmmmer, Markham, New Tredegar, Oakdale, Pantside, Penallta, Penmaen, Pengam, Penpedairheol, Pentwynmawr, Penybryn, Pontllanfraith, Pontlottyn, Pontywaun, Princetown, Rudry, Senghenydd, ,

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		Trethomas, Trinant, Wattsville, Woodfieldside, Wyllie, Ynysddu
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6.3 Welsh Government approach in respect of growth is focussed toward its cities and large towns, enabling the co-location of housing, jobs and services and enabling green infrastructure enhancement. A number of the Future Wales policies reinforce this position, in particular:

- Policy 6: Town Centre First
This policy seeks to locate significant new public sector developments within existing town centres.
- Policy 33 – National Growth Area – Cardiff Newport and the Valleys
This policy seeks to promote national levels of growth in the towns and cities within the CCR.
- Policy 36 – South East Metro
This policy seeks to maximise development around major transport nodes, which are generally located within the larger towns.

6.4 The settlement hierarchy is an important factor in the consideration of where new development will be identified to accommodate the projected levels of growth in the County Borough. The hierarchy identifies the most sustainable locations in terms of co-located services and facilities and accessibility via sustainable transport. Consequently, the hierarchy will need to be considered to inform the appropriate locations for new development as part of the strategy.

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7 THE PREFERRED STRATEGY

Refining the Preferred Strategy

- 7.1 The preferred Strategy for the 2RLDP is a hybrid between 3 different options. Consequently, it is necessary to refine the strategy to identify the elements from each strategy option that will be combined to deliver a cohesive overall strategy for the plan.

Areas of Growth

- 7.2 The Preferred Strategy is heavily influenced by two specific strategy options that that adhere to policy considerations outlined in Future Wales, namely Option 4: Metro Investment Focus (*Future Wales Policy 12 - Regional Connectivity, Policy 36 – South East Metro*), and Option 5 – Town Centre First (*Future Wales Policy 6 – Town Centre First*).
- 7.3 The Metro Investment Focus requires that development be located close to sustainable transport links, primarily the major bus and rail stations across the County Borough. The rail stations within the County Borough are located on the Rhymney Valley Line, which runs up the western side of the County Borough from Caerphilly to Rhymney, and the Ebbw Vale Line that runs up the eastern side of the County Borough from Risca through to Newbridge and Crumlin. It should be noted that Blackwood is not located on a rail line and Nelson, whilst on the Cwmbargoed line, does not have passenger services. However, both have bus centres that would include them within the metro focus. In addition to these two centres, Bargoed and Caerphilly also have bus stations.
- 7.4 The Town Centre First Policy seeks to locate development within and close to existing towns and cities across the region. In terms of the County Borough this translates to locating development in close proximity to both the County Borough's Principal Town Centres and its Local Centres.
- 7.5 The Principal Town Centres and the Local Centres all have rail or major bus stations, with the exception of Bedwas which is in close proximity to Caerphilly, and, as such, both options indicate a requirement to identify new growth and development in proximity to those centres.
- 7.6 Normally the plan would identify strategy areas within which certain levels of growth and development would be expected. However, the linear nature of the metro stations and the distribution of the Principal and Local centres do not lend themselves to forming cohesive spatial strategy areas. Consequently the Preferred Strategy does not identify spatial strategy areas within the County Borough.
- 7.7 In the absence of defined spatial strategy areas the distribution of new development will be defined around the Principal and Local Centres, which are identified in the Settlement Hierarchy.

Policy PS3: Settlement Hierarchy

PS3 The following settlement hierarchy is identified for the County Borough. New development and growth will be focussed on the

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Principal and Local Centres identified in the following settlement Hierarchy to support their role and function:

Principal Centres

- Bargoed
- Blackwood
- Ystrad Mynach
- Risca/Pontymister
- Caerphilly

Local Centres

- Rhymney
- Nelson
- Newbridge
- Bedwas

Residential Settlements

- All other settlements located within defined settlement boundaries

Rural Settlements

- All other settlements located outside defined settlement boundaries

Policy PS4: Areas of Growth

PS4 Growth and new development will be targeted towards the Principal and Local Centres

Development in Residential Settlements will be allowed where it accords with the role and function of the settlement and is based on sound placemaking principles and promotes sustainable transport

Development in Rural Settlements will not normally be permitted unless the development is small scale and comprises infilling of an otherwise built-up frontage or constitutes logical rounding off.

The Strategic Site

- 7.8 The next issue is to consider whether the strategy should identify a strategic site, i.e. a site that, because of its size, would be essential to the delivery of the strategy and any failure in delivery would undermine the delivery of the strategy. Only 1 site of

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significance has been submitted to the Council for consideration under the Candidate Sites process, and that is the Parc Gwernau site at Maesycwmmmer. The site is comprised of 212 hectares of land to the south of the existing settlement of Maesycwmmmer and is capable of accommodating approximately 2,700 dwellings with ancillary infrastructure and community facilities. The key element of the site is the provision of a new access road that will also provide a strategic highway improvement to alleviate congestion issues on the A472 through Maesycwmmmer.

- 7.9 The Maesycwmmmer site is a very large site in respect of development within the County Borough and it would be unrealistic to propose that the whole development would be delivered within the 2RLDP plan period. Consequently the site would need to be delivered across two development plan periods. This will mean that, if identified in the plan the 2RLDP will need to identify the proportion of the site that will be delivered up to 2035, with the remainder being delivered under a subsequent plan.
- 7.10 The question is whether the Preferred Strategy should identify a significant level of development that would constitute a strategic site, an amount that, if not delivered, would undermine the delivery of the strategy, or whether to identify a reduced level of development that would mean that the delivery of the strategy is not wholly reliant on the allocation coming forward during the plan period. The hybrid strategy includes the Strategic Site Option as part of the overall Preferred Strategy and as such the site at Maesycwmmmer should be included in the 2RLDP.
- 7.11 The method of funding the road has significant implications in how the development is phased and progressed and, critically, what point in the development the access road is delivered in full. The first option, with the Council providing funding to deliver the road at the start of the development would enable the development to be delivered in a general north-south progression, with the benefit of the road being in place from the beginning of the development, delivering the strategic improvement from the outset.
- 7.12 The second option, with the funding for the road being solely derived from the development, would mean that a significant proportion of the development would need to be delivered before the necessary capital is generated from the scheme to deliver the road in its entirety. In this option it is likely that development would commence at both the northern and southern ends of the proposed development and development would progress from both ends and meet in the centre of the site at the end of the development. This would have particular implications for the provision of the road as it would be unlikely to be delivered until the latter stages of the development, possibly beyond the plan period for the 2RLDP. It would also mean that the additional traffic generated by the development would need to be accommodated on the existing transport network, placing additional strain on the existing network, which would require improvements to be made to the strategic highway network.
- 7.13 Identifying the Maesycwmmmer site as a Strategic Site would enable the 2RLDP to identify a significantly greater level of development on the site than if the site were included as a normal allocation. The provision of a greater level of development means that more of the community and infrastructure benefit will be delivered during the plan period, benefitting the existing and new residents of Maesycwmmmer earlier in the development.

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- 7.14 On balance the best approach for the site is to deliver as much of the development as is reasonable during the plan period. This scenario provides the maximum benefit from the site during the plan period, contributing significantly towards the delivery of the dwelling requirement as well as providing infrastructure and an improvement to the strategic highway network that will assist with bus movements through Maesycwmmmer. Therefore the 2RLDP will allocate the Maesycwmmmer site as a Strategic Site to deliver approximately 1,200 dwellings (out of a total of approximately 2,700 dwellings) during the plan period. In addition the site will be identified in the Preferred Strategy as a Strategic Site.

Policy PS5: Strategic Site, Maesycwmmmer

PS5 Land at Parc Gwernau
A housing-led site that will deliver 1,200 of a total of 2,700 dwellings during the plan period with ancillary and associated infrastructure, including the provision of a new access road that will provide a strategic highway network improvement for the A472.

Key Land Use Issues

- 7.15 Chapter 3 sets out the key land use issues that the 2RLDP will need to address in order for the plan to be successful. The Policies that follow reflect the main strategic issues that are facing the County Borough and provide the overarching policy framework for addressing them.
- 7.16 The issue of climate change and its implications are a key consideration for any development plan and mitigating for climate change effects as well as reducing emissions contributing toward climate change are fundamental elements in any development strategy.

Policy PS6: Climate Change

PS6 All development proposals must make a positive contribution towards addressing the causes of, and adapting to the impacts of, climate change by demonstrating that the design of the development has taken account of the following:

- A The proposals maximise resource efficiency and utilise sustainable construction techniques using local materials;**
- B The proposals promote low/zero carbon energy requirements through reducing energy use and promoting energy efficiency;**
- C The proposals maximise the opportunities for renewable energy technology and repowering;**
- D The proposals maximise the opportunities for co-locating developments and promote sustainable transport, in accordance with the sustainable transport hierarchy;**
- E The proposals are designed to be resilient to, and mitigate for, the impacts of climate change;**

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- F** The proposals promote decarbonisation;
- G** The development is not in an area at risk of flooding arising from watercourses, groundwater or surface water, whilst maximising water efficiency and minimising adverse impacts upon the quality of water resources;
- H** The proposals promote resilience through maximising the opportunities for enhancing green infrastructure as part of the design of the development.

7.17 Decarbonisation, as a measure to tackle the contributors towards global warming and to mitigate against its effects, is a key strand in Welsh Government policy on development. The generation of energy from renewable and zero carbon sources is an essential part of delivering decarbonisation. Future Wales requires Council's to be proactive in delivering renewable energy generation and identifies Pre-Assessed Areas throughout Wales where large scale wind energy is, in principle, acceptable and where the principle of landscape change is accepted. On a more local scale the Council will support and encourage appropriate schemes for renewable energy generation and will also work together with energy providers to deliver appropriate schemes. To reflect this the Preferred Strategy includes a policy to support the delivery of renewable energy.

Policy PS7: Renewable Energy Generation

PS7 The Council will support and promote schemes for the generation of energy from renewable and zero carbon sources.

7.18 The delivery of Sustainable Development is a duty on all local authorities throughout Wales. Sustainable development and the creation of sustainable places promotes active and healthy lifestyles and contributes significantly to well-being. Delivery of sustainable development is underpinned by placemaking, and the plan will be underpinned by sound placemaking principles.

Policy PS8: Placemaking Principles

PS8 All development proposals must enhance well-being through the protection and enhancement of the economic, social, environmental and cultural aspects of the County Borough and contribute towards the following strategic placemaking principles:

- A** creating a rich mix of uses;
- B** providing a variety of housing types and tenures;
- C** building places at a walkable scale, with homes, local facilities and public transport within walking distance of each other;
- D** increasing population density, with development built at urban densities that can support public transport and local facilities;

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- E** establishing a permeable network of streets, with a hierarchy that informs the nature of development;
- F** promoting a plot-based approach to development, which provides opportunities for the development of small plots, including for custom and self-builders; and
- G** integrating green infrastructure, informed by the planning authority's Green Infrastructure Assessment.

7.19 The requirements for Councils to deliver both the biodiversity duty and the duty to deliver sustainable development means that green and blue infrastructure is an important consideration in any development proposals and must be a fundamental element of their design. The Council must maintain and enhance green and blue infrastructure in their decisions and the 2RLDP will need to ensure that green and blue infrastructure enhancement is at the very heart of the plan. Consequently the Preferred Strategy sets out an overarching policy under which detailed policies will be introduced through the Deposit 2RLDP to deliver the Council's duties. Developers will, therefore, need to show that opportunities for green and blue infrastructure have been maximised as part of any development proposals.

Policy PS9: Green and Blue Infrastructure

PS9 *All development proposals must protect, maintain, and enhance green and blue infrastructure assets by promoting the following key functions:*

- A)** Biodiversity, Ecosystems & Habitat;
- B)** Landscape & Quality of Place;
- C)** Greenspace Provision;
- D)** Connectivity;
- E)** *Water Management and embedding SuDS principles into development proposals from the outset.*

7.20 Employment is the principal issue that the 2RLDP will need to address to deliver the Preferred Strategy, which is based upon the County Borough achieving a growth in population and, in particular, economic population, to be in a position to deliver the CCR targets of delivering 3.7% growth in jobs (amounting 25,000 new jobs in the region). To do this the 2RLDP will need to identify land for employment development that will assist in addressing the economic pressures that have arisen from the impacts of Covid-19, Brexit and natural changes in the economy which are predicted to adversely impact on the County Borough's largest employment sector, namely manufacturing. In addition the 2RLDP will also seek to expand and enhance the town centre and visitor offer to assist in generating economic growth for the County Borough.

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Policy PS10: Managing Employment Growth

PS10 Provision will be made for 44.5 hectares of land to be identified for employment use in order to meet the employment requirements of the plan period. This provision will be met from existing and new sites that accord with the principle of locating development in close proximity to Principal and Local Centres and Metro nodes

- 7.21 Tourism makes an important contribution to the local economy, and there is significant investment planned to enhance the tourist offer in the County Borough. Regeneration activities are focussing on the enhancement of tourism generally, along with widening and encouraging tourist related activities and the development of visitor accommodation. A key element in delivering an improved visitor offer is increasing accessibility through sustainable transport, including metro improvements and local active improvements which link tourist assets together.

Policy PS11: Managing Tourism Growth

PS11 The Council will seek to expand and enhance the tourist potential of the County Borough through:

- A The identification of appropriate land for tourism related uses**
- B Facilitating the development of visitor accommodation in appropriate locations**
- C Improving accessibility to visitor attractions through sustainable transport and active travel**
- D The protection and enhancement of the County Borough's natural and historic assets that give the County Borough its unique identity**

- 7.22 It is essential that the 2RLDP makes provision for sufficient housing, of the appropriate type, size and affordability, and in the right places to enable the County Borough to attract and sustain the level of population growth that will support and deliver the economic aspirations of the plan.
- 7.23 The 2RLDP must make provision for sufficient residential land to meet the future needs of communities for both market and affordable housing. The Preferred Strategy supports a housing requirement of 6,750 dwellings over the plan period, or 450 dwellings per annum, based on the CCR Working age population growth scenario. This is a dwelling led scenario, which would support growth in the working age population at a level that would accord with the economic growth aspirations of the Cardiff Capital Region and would require a level of housing that is realistic but ambitious in respect of past trends, reinforcing Caerphilly County Borough's position within a National Growth Area in Future Wales and assisting in the delivery of affordable housing. The Population and Housing Growth Options Paper provides a

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more detailed assessment of the scenarios considered and the justification for the preferred growth option.

- 7.24 As required by the Development Plans Manual (Edition 3), an allowance of 10% has been added to the housing requirement to allow for choice and flexibility, as there may be unforeseen circumstances that affect the delivery of housing allocations. This flexibility allowance may be subject to change in the Deposit 2RLDP following the allocation of sites in accordance with the Preferred Strategy.
- 7.25 The provision of 7,425 new dwellings will be delivered by a number of components of the Housing Land Supply, as set out within Table 3 below. Detailed information on how each of the components has been derived can be found in the Housing Land Supply and Affordable Housing Target Evidence Base Paper.

Table 3: Housing Requirement Calculation

Component of Supply	Assumption	Number of units
Total Completions	Large and small completions in 2020/21	417
Units under construction	As of base date of 1 st April 2021	207
Units with planning permission	Only those sites considered deliverable in the plan period (large sites only)	1,874
Applications awaiting determination	Only those sites acceptable in principle (large sites only)	343
Large windfall sites	Based on 73 units per annum average for the last 10 years of the plan period	730
Small windfall sites	Based on 60 units per annum for the remaining 14 years of the plan period	840
Total		4,411
Housing Requirement		6,750
Housing Provision	Housing Requirement plus Flexibility Allowance(10%)	7,425
New allocations required	(Housing Provision – Total)	3,014

- 7.26 The Deposit 2RLDP will include a housing trajectory, which will set out the anticipated housing delivery rates over the plan period. This will form the basis for the future monitoring of the delivery of the components of housing supply against targets.

Policy PS12: Managing Housing Growth

PS12 Provision will be made for land to be allocated to accommodate a total of 7,425 dwellings to meet a housing requirement of 6,750 dwellings for the plan period, including an appropriate flexibility allowance.

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- 7.27 The Council aims to ensure that everyone in the County Borough has access to a good quality home that meets their housing requirements and the provision of a range of housing that is affordable to the local population is vital in achieving this. A shortfall of affordable housing is a significant issue facing residents in the County Borough. Indeed, the 2018 Local Housing Market Assessment (LHMA) indicates that there is a shortfall of 282 affordable units per annum for the five-year period 2018-2023.
- 7.28 The target of at least 1,360 affordable dwellings reflects the number of units that it is expected can be delivered across the County Borough through the use of planning obligations and conditions. The components that contribute to the affordable housing target are summarised in Table 4 below. Further details can be found in the Housing Land Supply and Affordable Housing Target Evidence Base Paper.

Table 4: Affordable Housing Target Contribution

	Components of Affordable Housing Target	Number of units
A	Total Completions (up to 31 st March 2021)	75
B	Units under construction	47
C	Units with planning permission	387
D	Applications awaiting determination	41
E	Potential contribution from new allocations	652
F	Potential contribution from windfall sites	158
	Total	1,360

- 7.29 A policy setting out site size thresholds and area specific targets based on a robust assessment of viability will be included within the Deposit 2RLDP following the completion of an update to the Affordable Housing Viability Assessment. The Deposit 2RLDP will also be supported by an updated LHMA, reflecting recent changes to the LHMA methodology.

Policy PS13: Affordable Housing Target

PS13 The Council will seek to deliver at least 1,360 affordable dwellings* through the planning system during the plan period up to 2035 in order to contribute to balanced and sustainable communities

**This target is based on the viability area specific affordable housing targets in the adopted LDP and may be subject to change following the completion of detailed viability work and the outcomes of the candidate site assessment process and the completion of the new LHMA.*

- 7.30 A move towards sustainable modes of transport is essential in tackling the issues of climate change, congestion and air quality issues. In order to maximise these opportunities all development proposals will need to demonstrate that the sustainable transport hierarchy has been adhered to.

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Policy PS14: Sustainable Transport Hierarchy

PS14 All proposals must demonstrate that accessibility and movement have been based upon the following sustainable transport hierarchy as a fundamental part of the design of the proposed development:

- 1 Walking**
- 2 Cycling**
- 3 Sustainable public transport**
- 4 Electric vehicles and ULEVs**
- 5 Other vehicles**

- 7.31 Llwybr Newydd, the new Wales Transport Strategy 2021, sets an ambitious target of 45% of all trips to be made by sustainable modes by 2045. To get anywhere near achieving this modal shift target it is essential that development plans include ambitious policies addressing this issue. Currently, however, there is a lack of readily available information to inform where we are currently and how far we are down the road to modal shift change. Consequently the Preferred Strategy does not include a specific County Borough based target, rather it seeks deliver change in accordance with the national targets.

Policy PS15: Modal Shift

PS15 The Council will encourage and support proposals that will promote modal shift to assist in delivering the Welsh Government target of 45% of trips by sustainable modes by 2040

- 7.32 Improvements to the transport system, both for sustainable modes and in respect of the existing highway infrastructure, are required in order to enable the Preferred Strategy's proposed levels of growth to be delivered. Whilst the strategy focusses on sustainable transport and seeks to locate development close to transport and service centres, improvements in transport infrastructure will be required to ensure accessibility. In some cases this will include improvements to the existing highway network as sustainable transport uses the highway network as well as dedicated routes for bus and active travel purposes. Consequently the Preferred Strategy seeks to improve transport infrastructure where it will increase accessibility and facilitate sustainable transport.

Policy PS16: Transport Improvement

PS16 The Council will support improvements to the transport network that:

- A Improve the South East Wales Metro system;**
- B Improve accessibility to the Principal and Local Centres and to employment opportunities;**
- C Improve sustainable transport provision;**

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- D** Promote and enable the use of ultra-low emission vehicles through the provision of charging infrastructure;
- E** Improve the active travel network increasing accessibility in local areas;
- F** Improve the strategic highway network where proposals will increase accessibility, mitigate against congestion, contribute towards sustainable transport reliability or enhance the resilience of the strategic highway network;
- G** Improve facilities associated with sustainable transport, including park measures that would increase modal shift;

7.33 As part of actions to improve the transport infrastructure, it is essential the 2RLDP maximises the opportunities to repurpose former rail lines for transport related developments, including developing them for passenger transport purposes. Consequently it is important to protect former rail routes from development that could prejudice their future transport use. In addition to this the Council continues to support the reinstatement of passenger services to 2 of its former rail lines and will seek to promote these through the Metro Plus programme.

Policy PS17: Safeguarding Former Rail Lines

PS17 The routes of former railway lines that have the potential for transport related development will be safeguarded, particularly those that facilitate walking, cycling, rail freight or passenger movements.

7.34 The Council fully supports any proposals that promote the development of the South East Wales Metro. In addition, the Council will also support proposals that make the existing transport network more resilient and more efficient for sustainable transport. It is acknowledged that transport improvements and new transport routes can take a significant period of time to come to fruition and, as such it is essential that the Council protects strategic transport improvement routes from inappropriate development that could prejudice their future use for transport purposes.

Policy PS18: Protecting Strategic Transport Improvement Routes

PS18 The Council will protect the following strategic transport improvement routes from inappropriate development and will support and promote proposals for their implementation:

PS18.1 Cwmbargoed rail line (reinstatement of passenger services)

PS18.2 Caerphilly/Machen/Newport rail line (reinstatement of passenger services)

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- 7.35 The establishment of a road hierarchy will facilitate the efficient use of the highways network by ensuring that traffic is channelled onto the most appropriate routes in order to maintain appropriate environmental, amenity and safety conditions. Maintaining an efficient and safe highway network will assist public transport services in the form of buses, maintaining their frequency and ensuring that they run to schedule.

Policy PS19: Road Hierarchy

PS19 The following road hierarchy is identified to ensure a safe and efficient highway network:

- 1 The Strategic Highway Network**
- 2 County Routes**
- 3 Distributor Roads**
- 4 Access Roads**

- 7.36 The Preferred Strategy seeks to locate development in close proximity to the main sustainable transport nodes and service centres in the County Borough. Retailing is a fundamental element of the functions that the main service centres perform and as such the retail hierarchy for the County Borough will strongly influence where growth is located in the County Borough. In addition Future Wales identifies that major retail and public sector development should be located within the main centres as the first consideration. Consequently it is important that the retail functions of the main centres are protected from inappropriate development, whilst allowing flexibility in order for the centres to continue to thrive.

Policy PS20: Retailing Hierarchy

PS20 The following hierarchy is identified for the retail centres in the County Borough. Proposals for retailing and significant public sector development should use the retailing hierarchy as the basis for a sequential approach for the location of development:

Principal Centres

- **Bargoed**
- **Blackwood**
- **Ystrad Mynach**
- **Risca/Pontymister**
- **Caerphilly**

Local Centres

- **Rhymney**
- **Nelson**
- **Newbridge**

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- **Bedwas**

7.37 It is a requirement that the Council takes account of the needs of the Gypsy and Traveller community in preparing their development plans. The Council is required to prepare a Gypsy and Traveller Accommodation Assessment (GTAA) which will inform that process. Unfortunately it was not possible to complete the Council's GTAA in time for the Pre-Deposit consultation, so the Preferred Strategy includes a commitment to accommodate gypsy and traveller needs identified through the GTAA.

Policy PS21: Gypsy and Traveller Accommodation

PS18 Land will be made available to accommodate future unmet gypsy and traveller accommodation needs if a need is identified in the updated Gypsy & Traveller Accommodation Assessment.

7.38 It is a statutory requirement for the Council to maintain a 10-year land bank of permitted minerals reserves throughout the plan period. To do this the Council will protect existing reserves from inappropriate development and ensure sufficient reserves have been permitted to provide the 25-years' worth of permitted reserves that would ensure the 10-year land bank at the end of the plan period. In addition to this the Council will encourage the use and re-use of secondary aggregates as far as possible.

Policy PS22: Minerals

PS20 The Council will contribute to the regional demand for a continuous supply of minerals by:

- A Safeguarding known resources of coal, sand and gravel and hard rock**
- B Maintaining a minimum 10-year land bank of permitted aggregate reserves throughout the plan period**
- C Encouraging the efficient and appropriate use of high-quality minerals and maximising the potential for the use of secondary and recycled aggregates as an alternative to primary land won resources.**

7.39 The provision for waste management infrastructure is made at a sub-regional level and, as such, the Preferred Strategy does not make provision for waste infrastructure. However, it is important that the Preferred Strategy includes overarching policies that facilitate the delivery of the elements of the hierarchy.

Policy PS23: Sustainable Waste Management

PS21 To facilitate the delivery of sustainable management of waste the Plan will:

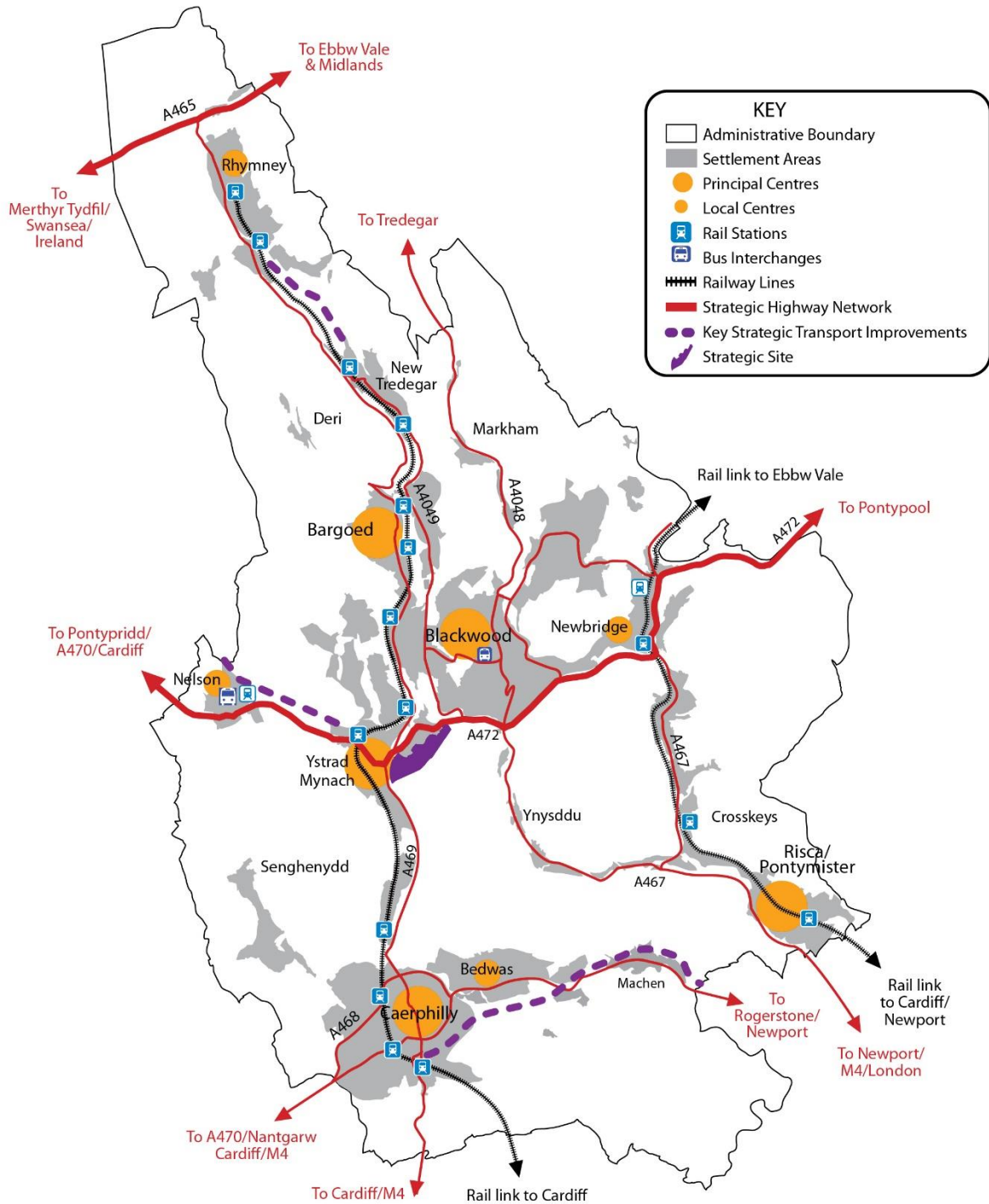
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- A** Ensure that proposals conform to the principles of the waste hierarchy supporting those that move waste up the hierarchy;
- B** Support an integrated and adequate network of waste management installations that has regard to the nearest appropriate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

7.40 The Preferred Strategy Key Diagram is set out below. It should be noted that the Key Diagram is an indicative plan and that it shows the specific allocations set out within the Preferred Strategy in the context of the County Borough. The diagram is not to a specific scale or based upon an OS Map Base. Consequently the allocations identified on it are indicative and do not specific sites or routes.

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Figure 5 - Preferred Strategy Key Diagram



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8 NEXT STEPS

- 8.1 Following the consultation and stakeholder engagement on the Preferred Strategy, the Council will finalise the 2RLDP and place it on Deposit. Feedback from the Preferred Strategy consultation will be detailed in the Consultation Report on the Strategy. This report must accompany the 2RLDP ISA Report and the other supporting documents on Deposit, in accordance with Regulation 17 of the LDP Regulations. This Consultation Report and the Preferred Strategy with any necessary amendments will be reported to Council by the end of 2022 to seek approval of the Preferred Strategy. The Deposit Plan will then be prepared and considered by Council prior to a statutory six-week consultation and engagement period in Summer 2023.
- 8.2 Pursuant to Regulation 22 of the LDP Regulations, the Deposit Plan will then be submitted to the Welsh Government who will appoint an independent Inspector to examine the 2RLDP. Having regard to the evidence and representations received during the Deposit consultation, the Inspector must determine whether the 2RLDP accords with the 'tests of soundness' set out in the Development Plans Manual.
- 8.3 Following the Examination, the Inspector will issue a report recommending any necessary changes to the 2RLDP. The Inspector's report will be binding, and the Council must accept the changes and adopt the 2RLDP as amended. Once adopted, the 2RLDP will replace the existing Adopted LDP.

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Appendix 1: Preferred Strategy Policies - Wider Policy Fit

Policy	Key Issues	2RLDP Objectives	Future Wales Policies	National Sustainable Placemaking Outcomes	Building Better Places Issues	Well-Being Act Goals	Well-being Plan Objectives	Corporate Plan Objectives	Evidence Base Documents
Policy PS1: The Level of Growth for the 2RLDP	NR2, NR4, NR7, Ec2, Ec4, Ec5, So1, So2	1, 10, 16, 17, 18, 19,	1, 33	Creating & sustaining communities; Growing our economy in a sustainable manner	Staying local; Active travel; Revitalising Town Centres	Prosperous; More Equal; Cohesive Communities;	4	1, 2, 3, 5, 6	PS2 PS4
Policy PS2: The Preferred Strategy for the 2RLDP	NR4, NR5, NR7, EC2,	1, 4, 8, 9, 10, 14, 16, 17, 18, 21, 22, 23, 24	1, 2, 3, 4, 6, 7, 8, 8, 9, 12, 16, 17, 18, 33, 36	Creating & sustaining communities; Growing our economy in a sustainable manner	Active travel; Revitalising Town Centres; Digital places; Changing working practices;	Prosperous; Resilient; More Equal; Healthier; Cohesive Communities;	3, 4	1, 2, 3, 4, 5, 6,	PS1 PS2 PS4
Policy PS3: Settlement Hierarchy	NR4, NR7, EC2, Ec5, So3, So6,	4, 8, 9, 11, 13, 14, 19, 22	1, 2, 3, 4, 6, 8, 12, 33, 36	Creating & sustaining communities	Staying local; Revitalising Town Centres;	Prosperous; Cohesive Communities;	4	1, 2, 3, 4, 5, 6	PS3
Policy PS4: Areas of Growth	NR4, NR7,	1, 2, 4, 8, 9, 10, 11, 14, 16, 22	1, 2, 6, 8, 12, 33, 36	Creating & sustaining communities;	Staying local; Active travel;	Prosperous; More Equal;	4	1, 2, 3, 4, 5, 6	PS1 PS2 PS4

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Policy	Key Issues	2RLDP Objectives	Future Wales Policies	National Sustainable Placemaking Outcomes	Building Better Places Issues	Well-Being Act Goals	Well-being Plan Objectives	Corporate Plan Objectives	Evidence Base Documents
				Growing our economy in a sustainable manner	Revitalising Town Centres;				
Policy PS5: Strategic Site, Maesycwmmmer	NR4, NR7, NR6, Ec4, So4, So5, So6, En1, En2, En3, En4, En8,	1, 9, 10, 11, 14, 19, 21,	1, 2, 9, 12, 33, 36	Creating & sustaining communities; Maximising environmental protection and limiting environmental impact; Facilitating accessible and healthy environments	Staying local; Active travel; Changing working practices; Green infrastructure; Improving air quality;	More Equal; Healthier; Cohesive Communities;	2, 4	3, 4	PS2 PS4
Policy PS6: Climate Change	NR1, NR3, NR5, Ec7, Ec8, So4, En1, En2, En3, En4, En7, Cu3	1, 2, 3, 4, 5, 6,	8, 9, 12, 16, 36	Making best use of resources; Maximising environmental protection and limiting environmental impact	Green infrastructure; Improving air quality;	Resilient; Globally Responsible	1, 4	3, 4, 5	PS11 PS12 PS13

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Policy		Key Issues	2RLDP Objectives	Future Wales Policies	National Sustainable Placemaking Outcomes	Building Better Places Issues	Well-Being Act Goals	Well-being Plan Objectives	Corporate Plan Objectives	Evidence Base Documents
Policy PS7:	Renewable Energy Generation	NR3,	6	9, 16, 17, 18	Growing our economy in a sustainable manner	Green infrastructure; Improving air quality;	Resilient; Globally Responsible	1, 4	3, 5	PS13
Policy PS8:	Placemaking Principles	S06, Cu1, Cu2, Cu5	8, 11, 12, 13, 14, 15, 19, 21, 23, 24, 25	1, 2, 4, 6	Creating & sustaining communities; Making best use of resources	Staying local; Revitalising Town Centres; Active travel; Green infrastructure;	More Equal; Cohesive Communities;	2, 3, 4	3, 6	
Policy PS9:	Green and Blue Infrastructure	So4, En4, En5, En6, En8,	2, 3, 4, 11, 12, 13	8, 9, 15, 35	Maximising environmental protection and limiting environmental impact	Green infrastructure;	Resilient;	4	5	
Policy PS10:	Managing Employment Growth	Ec1, Ec2, Ec3, Ec4, Ec5, Ec6, Ec7, Ec8, S03, So7, Cu4	1, 7, 8, 9, 14, 17,	2, 3, 5, 6, 13,14,	Growing our economy in a sustainable manner	Revitalising Town Centres; Digital places; Changing working practices;	Prosperous; More Equal;	3, 4	2, 6	PS14 PS15 PS16

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Policy	Key Issues	2RLDP Objectives	Future Wales Policies	National Sustainable Placemaking Outcomes	Building Better Places Issues	Well-Being Act Goals	Well-being Plan Objectives	Corporate Plan Objectives	Evidence Base Documents
Policy PS11: Managing Tourism Growth	Ec6, Cu6	1, 8, 9, 14, 17, 18	2, 3, 5, 35	Creating & sustaining communities; Growing our economy in a sustainable manner	Reawakening tourism and culture;	Prosperous; Vibrant Culture;	3, 4	2, 6	
Policy PS12: Managing Housing Growth	NR4, NR7,	1, 8, 9, 10,11	1, 2, 6, 7, 12, 36	Creating & sustaining communities	Staying local; Active travel; Revitalising Town Centres;	Cohesive Communities;	4	3, 6	PS6
Policy PS13: Affordable Housing Target	NR4, NR7, So7,	1, 8, 9, 10, 11	1, 2, 7	Creating & sustaining communities	Staying local; Active travel; Revitalising Town Centres;	More Equal; Cohesive Communities;	4	3, 6	PS6
Policy PS14: Sustainable Transport Hierarchy	NR5, Ec7, En1, En2, En3, Cu3	9, 10, 11, 14, 15, 19,	1, 2, 6, 12, 33, 36	Facilitating accessible and healthy environments	Active travel;	Resilient; More Equal; Healthier;	1, 4	4	PS11
Policy PS15: Modal Shift	NR5, Ec7, En1, En2, En3	15, 19	12, 13, 14, 36	Facilitating accessible and healthy environments	Active travel;	Resilient; More Equal; Healthier;	1, 4	4	PS11 SD1
Policy PS16: Transport Improvement	NR5, Ec7, En1, En2, En3	15, 19	1, 2, 6, 12, 33, 36	Facilitating accessible and healthy	Active travel;	Healthier;	4	4	PS11

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Policy	Key Issues	2RLDP Objectives	Future Wales Policies	National Sustainable Placemaking Outcomes	Building Better Places Issues	Well-Being Act Goals	Well-being Plan Objectives	Corporate Plan Objectives	Evidence Base Documents
				environments					
Policy PS17: Safeguarding Former Rail Lines	NR5, Ec7, En3, En4	15,19	1, 2, 6, 12, 33, 36	Facilitating accessible and healthy environments	Active travel;	Healthier;	4	4	PS11
Policy PS18: Protecting Strategic Transport Routes	NR5, Ec7, En3	15, 19	1, 2, 6, 12, 33, 36	Facilitating accessible and healthy environments	Active travel;	Healthier;	4	4	PS11
Policy PS19: Road Hierarchy	Ec7, En1,	15, 19	1, 2,12, 36	Facilitating accessible and healthy environments	Staying local; Active travel;	Healthier;	4	4	PS11
Policy PS20: Retailing Hierarchy	Ec5, So3,	22	1, 2, 6, 33	Creating & sustaining communities; Growing our economy in a sustainable manner	Revitalising Town Centres;	Prosperous;	3, 4	2, 3	PS3
Policy PS21: Gypsy and Traveller Accommodation	NR4, NR7,	10	1, 7, 33	Creating & sustaining communities;	Staying local;	More Equal;	4	3	PS7
Policy PS22: Minerals	En9	2, 26	4, 5, 9,	Growing our economy in a sustainable manner;	Changing working practices;	Prosperous; Resilient; Globally Responsible	3, 4	2, 5	SD3

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Policy	Key Issues	2RLDP Objectives	Future Wales Policies	National Sustainable Placemaking Outcomes	Building Better Places Issues	Well-Being Act Goals	Well-being Plan Objectives	Corporate Plan Objectives	Evidence Base Documents
				Maximising environmental protection and limiting environmental impact	Green infrastructure;				
Policy PS23: Sustainable Waste Management	EN7	7	9	Making best use of resources	Changing working practices; Green infrastructure;	Resilient; Globally Responsible	1, 4	2, 5	

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Appendix 2: Evidence Base and Supporting Documents for the Preferred Strategy

Preferred Strategy Documents

Ref	Document	Summary
PS1	Strategy Options Assessment	Evidence base document outlining 6 strategy options and how the Preferred Strategy was derived through stakeholder engagement.
PS2	Pre-Deposit Engagement	An explanation of the stakeholder engagement undertaken to inform the preparation of the Preferred Strategy.
PS3	Settlement Role, Function and Sustainability Analysis	Identifies the settlement hierarchy for the County Borough through the analysis of the role and function that each settlement serves, and their sustainability based on accessibility to services and sustainable transport.
PS4	Population and Housing Growth Options	Evidence base document setting out the growth options for the 2RLDP.
PS5	Housing Land Supply and Affordable Housing Target	Evidence base document justifying the housing land supply calculations and assumptions for affordable housing target.
PS6	Local Housing Market Assessment	An assessment of affordable housing need by tenure type, ward and housing market area. Approved by Council in 2018.
PS7	Gypsy and Traveller Accommodation Assessment	An assessment of forecast Gypsy and Traveller requirements.
PS8	Candidate Site Methodology	An explanation of how candidate sites will be assessed. Already published on CCBC website.
PS9	Candidate Sites Register	A register of all sites submitted as part of the call for candidate sites issues between June and August 2021. The register provides basic details and a map of each submitted site.
PS10	Candidate Site Assessment Summary	A summary of the scoring on each of the submitted candidate sites.
PS11	Transport Background Evidence Paper	Summary of the relevant background evidence relating to transport and an assessment of considerations and decisions on transport issues.
PS12	Strategic Flood Consequences Assessment – Draft Stage 1 Report	Strategic Flood Consequences Assessment for the County Borough that provides a strategic overview to

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		inform site allocations in the Deposit Plan.
PS13	Renewable and Low Carbon Energy Assessment	An assessment of low carbon energy generation opportunities throughout the County Borough.
PS14	Employment Background Evidence Paper	Evidence base document setting out the background evidence in respect of employment and setting out how the evidence has been translated into the Preferred Strategy.
PS15	Larger than Local Employment Study	Forms the sub-regional element of the evidence base in relation to the formulation of policy concerning class B development and the provision of land. The ELR (below) builds on this work to produce more detailed, locally applicable recommendations.
PS16	Employment Land Review	Forms the local element of the evidence base in relation to the formulation of policy concerning class B development and the provision of land. Includes a property market assessment within the context of the Borough's socio-economic profile and identified growth/declining sectors; an audit/assessment of employment sites; and a calculation of future land requirements.
PS17	Retail Capacity Study	Forms the local evidence base in relation to retailing and town centres. Includes a 'health check' of the Borough's centres; quantitative and qualitative retail need assessments; assessments of the potential for additional town centre uses; and implications for centres in terms of floorspace projections and the town centre hierarchy.

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Supporting Documents

Ref	Document	Summary
SD1	Llwybr Newydd: The Wales Transport Strategy 2021	Sets out Welsh Government's policy for transport, including targets for modal shift
SD2	A Foundation for Success	The Council's Regeneration Strategy that sets out Regeneration priorities to regenerate the County Borough.
SD3	Regional Technical Statements For The North Wales and South Wales Regional Aggregate Working Parties – 2 nd Review	Assessment of the future demand for minerals and aggregates and apportions the demand to sub regional and local authority areas.