CYNGOR SIR
14EG Tachwedd 2018

CYNLLUN DATBLYGU LLEOL DIWYGIEDIG SIR GAERFYRDDIN 2018-2033
FERSIWN DRAFFT O'R STRATEGAETH A FFEFRIR

ARGYMHELLION Y BWRDD GWEITHREDOL:

- Cymeradwyo cynnwys y Fersiwn Drafft o'r Strategaeth a Ffefrir (a dogfennau ategol) ar gyfer Cynllun Datblygu Lleol Diwygiedig 2018-2033 at ddibenion ymgynghoriad cyhoeddus ffurfiol;
- Rhoi awdurdod dirprwyedig i swyddogion wneud addasiadau teipograffyddol neu ffeithiol ansylweddol yn ôl yr angen, i wella eglurder a chywirdeb y Fersiwn Drafft o'r Strategaeth a Ffefrir.

Y Rhesymau:

- Cydymffurfio â rhwymedigaethau cyfreithiol y Cyngor o ran paratoi a datblygu Cynllun Datblygu Lleol diwygiedig ar gyfer Sir Gaerfyrddin yn unol â'r gweithdrefnau statudol.
- Ymateb i'r amserlen ar gyfer paratoi'r Cynllun Datblygu Lleol Diwygiedig fel y nodwyd yn y Cytundeb Cyflawni a gymeradwywyd a chytuno â'r amserlen honno.
- Sicrhau bod y Cynllun Datblygu Lleol diwygiedig (i gymryd lle'r un presennol) yn cael ei baratoi a'i fabwysiadu mewn da bryd cyn i'r Cynllun Datblygu Lleol presennol ddod i ben.

Angen ymgynghori â'r Pwyllgor Craffu perthnasol:
Y Pwyllgor Craffu - Cymunedau: Trefnwyd ar gyfer 23 Tachwedd 2018

Angen i'r Bwrdd Gweithredol wneud penderfyniad OES

Angen i'r Cyngor wneud penderfyniad OES

YR AELOD O'R BWRDD GWEITHREDOL SY'N GYFRIFOL AM Y PORTFFOLIO:-
Y Cynghorydd Mair Stephens

Y gyfarwyddiaeth: Yr Amgylchedd Enw Pennaeth y Gwasanaeth: Llinos Quelch Awdur yr Adroddiad: Ian Llewelyn	Swyddi: Pennaeth Cynllunio Rheolwr Blaen-gynllunio	Rhifau ffôn: 01267 228659 Cyfeiriadau E-bost: LQuelch@sirgar.gov.uk IRLlewelyn@sirgar.gov.uk

EXECUTIVE SUMMARY

COUNTY COUNCIL

14TH NOVEMBER 2018

REVISED CARMARTHENSHIRE LOCAL DEVELOPMENT PLAN 2018 – 2033

DRAFT PREFERRED STRATEGY

1. BRIEF SUMMARY OF PURPOSE OF REPORT.

This Report follows the approval at County Council on the 10th January 2018 to formally commence the preparation of a Revised (replacement) Local Development Plan (LDP), along with the Welsh Government's approval of the Delivery Agreement on the 28th June 2018 including its timetable for Plan preparation.

The preparation of the Draft Preferred Strategy (officially titled as the Pre-Deposit Preferred Strategy) represents an important milestone in the Council delivering on its statutory responsibilities to prepare an up-to-date Development Plan for the County (excl. the area within the Brecon Beacons National Park Authority).

The report sets out the Draft Preferred Strategy for the Revised LDP by identifying the Council's land use Vision, strategic objectives and strategic growth requirements for the County through till 2033. Approval is sought for its publication as part of a formal public consultation for a minimum statutory period of 6 weeks. It should be noted that the Delivery Agreement identifies December 2018 for the publication of the Draft Preferred Strategy.

2. Background

The preparation of the Draft Preferred Strategy reflects the Council's statutorily responsibilities to produce the revised LDP under the Planning and Compulsory Purchase Act 2004 - setting out policies and proposals for future development and use of land for Carmarthenshire over the period to 2033. The Delivery Agreement as approved by the Welsh Government (WG) and identifies the timeline for the preparation and Adoption of the Plan by November/December 2021.

In determining the need to prepare a Revised LDP, members will recall that a Review Report was prepared in relation to the current Adopted LDP. This Review Report identified the following considerations:

- The need to ensure that a Revised LDP would be prepared and adopted before the expiration of the current LDP at the end of 2021.
- Indicated failures in the delivery of the LDP strategy, the settlement framework and the spatial distribution of growth - notably in respect of both the level and spatial distribution of growth, and the need to ensure that the strategy, particularly in terms of spatial distribution of growth and the performance of the tier 2 and 3 settlements is realistic and deliverable.

- Failure to deliver a 5 year housing land supply, as required within PPW and Technical Advice Note 1.
- Need to ensure that the strategy and the identified growth requirements are robust, and that the spatial framework, distribution of growth and the allocated sites within the Plan are deliverable.
- To consider the implications of the 2014-based Local Authority Population and Household Projections and the variance in population change and household requirements.
- In addition, to consider contextual changes and changes in the form of legislation, national policy and a range of Plans and strategies and to the evidence base.

The preparation of the Draft Preferred Strategy, in reflecting the above and other outcomes from the Annual Monitoring Reports, also seeks to develop an evidence–based process. This is derived from a the need to develop a balanced understanding of the regional and local context, as well as those key issues and drivers relevant to, and addressable through planning policies and land use allocations planning policies.

At the heart of this, is the need for a level of population growth which reflect the Council's objectives and aspirations for job creation and delivery of new homes (including affordable), whilst recognising the diversity of the County, its economy and communities. In this respect, the Draft Preferred Strategy will at a strategic level (matters of detail and individual sites will be considered at the Deposit LDP stage), seek to balance these requirements ensuring that sufficient housing, employment sites, community facilities and infrastructure is provided to support this anticipated level of growth in a way that does not have an unacceptable adverse impact on the environment or communities.

The development of the preferred strategy and its components including: Issues; Vision, Strategic Objectives; Growth Options; Spatial Options and preferred strategic approach have been considered and developed in light of engagement through a number of groups and consultations including the Key Stakeholder Forum. The documentation associated with these consultations will be published along with the Preferred Strategy.

3. Draft LDP Preferred Strategy

The Draft Preferred Strategy consists of a number of key elements effectively reflecting stages in its preparation. Engagement has, in accordance with the provisions of the Delivery Agreement been an important aspect of the strategy's preparation, with the deliberations of the Key Stakeholder Forum and other focused groups being instrumental.

In following a sequential approach to its preparation, a series of key issues and drivers were identified and formed the basis for the formulation of the Vision and Strategic Objectives – these underpin the Draft Preferred Strategy. They reflected not only the feedback and input through evidence gathering, but also sought incorporate legislative duties such as the Well-being of Future Generations Act 2015, and other key Plans and strategies such as the Corporate Strategy and the Swansea Bay City Deal.

A key element of the Draft Preferred Strategy is founded on the need for the Plan to make appropriate provision for sustainable and deliverable growth. In this respect, the Council has sought to challenge the Welsh Government's 2014-based population and household projections. The 2014-based projections indicated a requirement of approximately 3,200 homes during the revised LDP period. In seeking to challenge these projections and deliver a sustainable level of growth for Carmarthenshire regard has been had to a range of indicators including strategies and objectives for the County at a regional and corporate level as well as current rates of delivery.

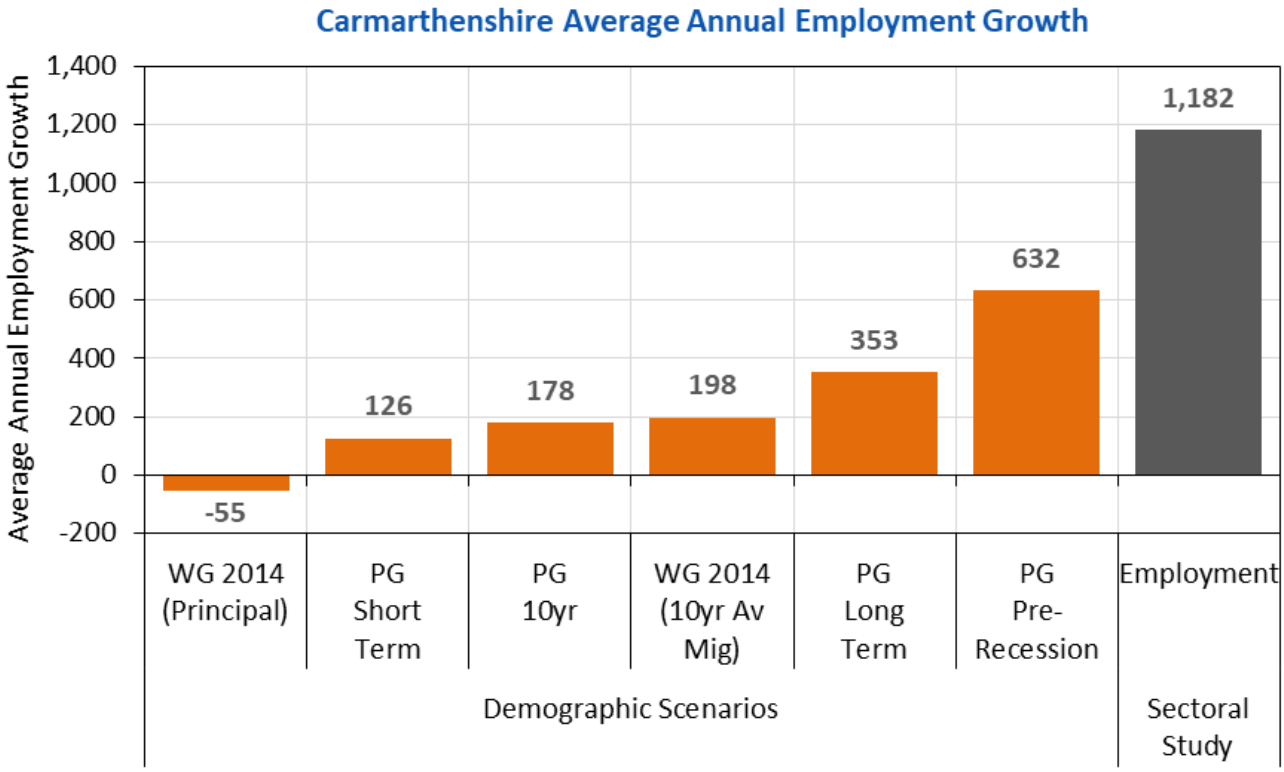
As a consequence of the above a specialist demographic consultancy (Edge Analytics) have been utilised to develop a range of population and household scenarios for the Plan period through to 2033. The potential demographic scenarios are highlighted in the table below.

It should be noted two employment based scenarios were also prepared. These have not been considered in this report reflecting the significant scale of household growth they projected. Further information on the population and household projections is outlined in the appended briefing note.

	Change 2018-2033				Average per year			Total Dwelling Growth (Census VR)	Total Dwelling Growth (ALT. VR)
Scenario	**Population Change**	**Population Change %**	**Household Change**	**Household Change %**	**Net Migration**	**Dwellings (Census VR)**	**Dwellings (ALT. VR)**		
PG Pre-Recession	26,811	14.2%	13,616	16.6%	2,028	969	939	14,529	14,090
PG Long Term	17,567	9.4%	9,555	11.7%	1,423	680	659	10,195	9,887
PG 10 year	11,755	6.3%	6,992	8.6%	1,043	497	482	7,461	7,236
PG Short Term	10,691	5.7%	6,807	8.4%	997	484	470	7,263	7,044
(WG 2014 (10yr Average Migration	10,842	5.8%	6,322	7.7%	921	450	436	6,746	6,542
WG 2014 based	3,207	1.7%	3,254	4.0%	546	231	224	3,472	3,367

PG – Projected Growth
WG – Welsh Government

Preferred Growth Scenario - As the above indicates a range of options were considered each taking particular trends and migration assumptions into account. However, in order to establish a level of growth which delivers on the Council's corporate regeneration objectives, and the opportunities presented through the City Deal for the creation of 5,295 new jobs by the end of the Plan period, it was important to measure population change and the creation of new homes against the delivery of this number of jobs. In this respect, only two of the demographic scenarios above provide for such a level of growth. The following figure in identifying Carmarthenshire's Projected Average Annual Employment Growth identifies that the Projected Growth Long Term and Projected Growth Pre-recession scenarios provides for 5,295 and 9,480 jobs respectively for the Plan period. Consequently both scenarios deliver sufficient jobs growth to meet the 5,000 jobs target identified above.



Consequently, and in order to meet this requirement and deliver the economic growth necessary to deliver and support the economic objectives set out within the following it is proposed that a requirement for 9,887 new homes be delivered by 2033:

- The Council's Strategic Regeneration Plan 2015 – 2030 – Transformations;
- Swansea Bay City Deal;
- The New Corporate Strategy 2018 – 2023;
- Council's Well-being Objectives; and
- Moving Forward in Carmarthenshire: the next 5-years.

This will see an overall population increase of 17,567 (9.4%). This reflects the PG Long Term set out in the tables above. It should be noted that whilst this figure is above that set out within the WG 2014-based projections, it is also notably below the current LDP which makes provision for 15,197 homes.

Through utilising this strategy for growth through PG Long Term, it will therefore seek to deliver a minimum of 5,295 jobs over the Plan period, and this relates and correspond to the jobs growth figures within the Council's Regeneration Plan. The LDP will promote and develop the economy across Carmarthenshire and will set an appropriate land allocation in support of an ambitious Carmarthenshire which attracts investment and provides opportunities for those living and working in our communities. In respect to job creation, and how this transfers to the amount of employment land site allocations, it should be noted that this will be subject to further evidencing as part of the preparation of the Deposit LDP.

The proposed growth levels would also seek to challenge and address current demographic patterns particularly the out-migration as evidenced in the 16-19 age group (see appended briefing paper). It provides opportunities to balance the demographics of the County through the retention of, and in-migration of younger adults (including those returning) to the County, and address some of the issues which could be perceived from an aging population.

In addition, the growth requirement set within the Draft Preferred Strategy will also assist in ensuring sufficient opportunity exists to maximise affordable provision, including linking with:

- the recently established Council Housing Company;
- Affordable Housing Delivery Plan - with its provision for 1,000 new homes; and
- Local Housing Market Assessment; and
- to consider and reflect rural needs and issues, whilst reflecting the emphasis and requirements in respect of sustainable developments.

Reference is made to the current build rate within Carmarthenshire which indicates a completion rate of approx. 500 homes per year over recent years.

Preferred Spatial Strategy - As a mechanism for the distribution and delivery of growth a series of spatial options were identified and considered. These included:

Option 1 – Current LDP
Option 2 – Infrastructure and Transport Network
Option 3 – Dispersal
Option 4 - Community Led Option
Option 5 – Swansea Bay City/Region Influence Option
Option 6 – Market Led

In considering the above the Draft Preferred Strategy identifies a Hybrid which builds on Option 4 and reflects considerations around the rural agenda, City Deal/Regeneration and the need for infrastructure and market conditions to support delivery. This ***Option Balanced Community and Sustainable Growth Strategy*** represents a revision to the approach in the current LDP and one which seeks to address the issues highlighted in the Review Report, as well as reflecting the feedback in the formulation of the strategy.

This new spatial strategy will be reflective of the diversity of the County and its communities whilst having regard to sustainability and the emphasis on deliverability. The strategy does not seek to apportion development spatially within the hierarchy through proportional distribution or quotas, rather, it will seek to distribute the growth in a way which reflects the diversity of the settlement clusters and in a sustainable manner. It will have regard to the role and function of the settlements but also accepts that some settlements which may by virtue of the services and facilities available may not necessarily be the most appropriate options for all the growth. This may reflect a number of factors, not least environmental constraints, but also historical delivery of growth within such settlements.

The approach will avoid any assumption that that every settlement in every tier must contribute towards growth. Rather it will consider the settlements on their merits whilst having regard to their sustainability and position within the framework. The revised spatial hierarchy and the distribution of growth will therefore be expressed through the appended framework with settlements grouped under respective clusters.

Strategic Policies - A series of Strategic Policies have been developed to implement the delivery of the LDP and its strategic objectives. These policies have been grouped under the following well-being objectives as derived from the PSB Well-being Plan:

- Healthy Habits - People have a good quality of life, and make healthy choices about their lives and environment.
- Early Intervention - To make sure that people have the right help at the right time; as and when they need it.
- Strong Connections - Strongly connected people, places and organisations that are able to adapt to change.
- Prosperous People and Places - To maximise opportunities for people and places in both urban and rural parts of our county.

The Policies themes are as follows:

- Climate Change
- Well Designed Places and Spaces
- Strategic Growth
- Sustainable Distribution – Settlement Framework
- Providing New Homes
- Affordable Homes
- Gypsy and Traveller Provision
- Strategic Sites
- Employment and the Economy
- Transport and Accessibility
- Infrastructure
- Retail and Town Centres
- The Visitor Economy
- Rural
- Welsh Language and Culture
- Mineral Resources
- Waste Management
- Protection and Enhancement of the Built and Historic Environment.
- Protection and Enhancement of the Natural Environment.

The publication of the Draft Preferred Strategy will be accompanied by a suite of evidential and other documents. Key amongst these is the Initial Sustainability Appraisal (SA) which incorporates the Strategic Environmental Assessment (SEA). The SA is required by Section 62 (6a) of the Planning Compulsory Purchase Act 2004, while the SEA is a requirement of the SEA Directive 2001/42/EC1. An SEA is a mandatory requirement for plans/programmes. A copy of the SA is appended to this report. The SA is an integral part of the preparation of the Revised LDP, evaluating and testing its content throughout its preparatory process, in particular the Initial SA:

- Tests the Revised LDP objectives against the Sustainability Framework.
- Predicts and evaluates the effects of the LDP options in terms of both growth and spatial distribution, as well as the strategic policies that will be put in place to implement them.
- Considers ways of mitigating adverse effects and maximising beneficial effects.
- Proposes measures to monitor the significant effects of implementing the LDP.

A further key document is the Habitat Regulations Assessment Screening (HRA) Report. This will be available for reporting at Full Council. The HRA screening report considers the content of the Draft Preferred Strategy and as such is being completed as the Preferred Strategy is finalised and as it progresses through the reporting process.

Both of the above will also be available for public consultation.

It should be noted that the Draft Preferred Strategy does not include:

- **Site specific allocations or development limits/settlement boundaries**, for example housing or employment sites. These will be identified in the Deposit LDP;
- **Detailed or specific planning policies** – additional and more specific policies to support the Strategic Policies. These will be included in the Deposit LDP; and
- It does not consider the submitted Candidate Sites - A detailed evaluation of these will be undertaken ahead of the preparation of the Deposit LDP. The register of Candidate Sites will be available to view on the Council's website towards the end of October.

4. Next Steps

Following the Council's deliberations, the Draft Preferred Strategy along with the Initial SA and HRA screening Report will be published for formal public consultation for a minimum of 6 weeks with copies of the documentation available on the Council's website and at locations across the County. Supporting evidence and background documents will also be published as appropriate.

Representations received along with the Draft Preferred Strategy will be reported back to Council for consideration before its content is finalised ahead of the next stages in the LDP's preparation.

The Draft Deposit LDP with its detailed policies and maps (including allocations) will be published at the end of 2019.

Note: It should be noted that whilst the revised LDP is being prepared, the current adopted Plan remains extant and will continue to provide the planning policy framework by which planning applications will be determined.

DETAILED REPORT ATTACHED ?	YES

IMPLICATIONS

I confirm that other than those implications which have been agreed with the appropriate Directors / Heads of Service and are referred to in detail below, there are no other implications associated with this report :

Signed: L Quelch **Head of Planning**

Policy, Crime & Disorder and Equalities	Legal	Finance	ICT	Risk Management Issues	Staffing Implications	Physical Assets
YES	**YES**	**YES**	**YES**	**NONE**	**YES**	**YES**

1. Policy, Crime & Disorder and Equalities

The Draft Preferred Strategy identifies the links and requirements necessary to ensure the Plan, and the processes in its preparation are compatible with Carmarthenshire County Council's well-being objectives. It also ensures alignment with the national Well-being Goals set out within the Well-being of Future Generations Act 2015. Through its land use planning policies, the Revised LDP will seek to promote the principles of sustainability and sustainable development by facilitating the creation of communities and local economies which are more sustainable, providing access to local services and facilities and reducing the need to travel.

The integration of sustainability as part of the preparation of the LDP is reflected in the undertaking of a Sustainability Appraisal and Strategic Environmental Assessment reflecting national and international legislative requirements. The formulation of the Revised LDP will closely consider matters of sustainability and will be prepared with the outcomes of the Plan measured in light of the Sustainability Appraisal indicators. This iterative approach ensures sustainability is at the heart of the Plan and that it is reflective of the requirements emanating from the Wellbeing and Future Generations Act 2015 and the emerging Carmarthenshire Well-being Plan.

The LDP will have full regard to the national legislative provisions and will relate and have regard to the Carmarthenshire Well-being Plan. The will be assessed against the National and local Well-being Objectives. The Revised LDP will ensure the requirements emanating from the Act are fully and appropriately considered with the Plan, reflective of its duties.

2. Legal

The preparation of the Revised LDP reflects the provisions of the Planning and Compulsory Purchase Act 2004, the requirements of the Planning (Wales) Act 2015 and secondary legislation in the form of the Local Development Plan (Regulations) Wales (As amended) 2015.

The preparation of the LDP will also have appropriate regard to other sources of primary and secondary legislation including the Environment (Wales) Act and the Well-being of Future Generations Act 2015.

The preparation of the Draft Preferred Strategy is in accordance with the 2004 Planning and Compulsory Purchase Act. It is also in line with national regulations and guidance in relation to its scope and content.

3. Finance

Financial costs to date are covered through the financial provisions in place - including growth items and reserves. Should the Planning Division Budget not be in a position to provide further funding necessary to meet the statutory requirements to review and prepare a development plan then an application will be made for a further growth bid.

The Delivery Agreement, in making reference to such matters, outlines the Council's commitment to prepare and adopt an up-to-date LDP in accordance with the Council's statutory duty.

4. ICT

Requirements in relation to ICT will seek to utilise existing resources. An additional and revised data management requirement will be procured to ensure the plan's preparatory process is conducted in a speedy, efficient and transparent manner in accordance with regulatory requirements.

6. Physical Assets

Reference is made to the potential for the submission of Council owned sites and properties. The preparation of the Revised LDP will impact on Council land and property holdings through their inclusion or otherwise for potential development purposes. This will have implications on potential disposal and land valuations and consequently capital receipts.

7. Staffing Implications

Provision will be required for a Programme Officer for the Examination into the LDP (anticipated 2020/21).

CONSULTATIONS

I confirm that the appropriate consultations have taken in place and the outcomes are as detailed below

Signed: L Quelch **Head of Planning**

1. Scrutiny Committee

Scheduled 23rd November 2018 – Community Scrutiny

2.Local Member(s)

The content of the Draft Preferred Strategy will be subject to full public consultation. Members will be engaged throughout the LDP revision process.

3.Community / Town Council

The content of the Draft Preferred Strategy will be subject to full public consultation. Town/Community Councils(s) are a specific consultee at statutory stages throughout the LDP revision. A specific session on the Revised LDP for Town and Community Councils has been undertaken.

4.Relevant Partners

The content of the Draft Preferred Strategy will be subject to full public consultation. Contributions have and continue will be sought throughout the revision process. A range of partners are identified as specific and general consultees throughout the review process.

5.Staff Side Representatives and other Organisations

The content of the Draft Preferred Strategy will be subject to full public consultation. Internal contributions have and continue will be sought throughout the revision process.

Section 100D Local Government Act, 1972 – Access to Information List of Background Papers used in the preparation of this report: THESE ARE DETAILED BELOW		
Title of Document	**File Ref No.**	**Locations that the papers are available for public inspection**
Adopted Carmarthenshire Local Development Plan		http://www.carmarthenshire.gov.wales/home/residents/planning/policies-development-plans/local-development-plan/
Supplementary Planning Guidance		http://www.carmarthenshire.gov.wales/home/residents/planning/policies-development-plans/supplementary-planning-guidance/#.V06h-JwrKUk
Annual Monitoring Report 2015/16		http://www.carmarthenshire.gov.wales/media/3683/annual-monitoring-report-201516-amr-document-for-web.pdf
Annual Monitoring Report 2016/17		http://www.carmarthenshire.gov.wales/media/1212553/annual-monitoring-report-2016-17.pdf
LDP Review Report		http://www.carmarthenshire.gov.wales/media/1213042/ldp-review-report-english-version.pdf
Delivery Agreement		https://www.carmarthenshire.gov.wales/media/1215059/delivery-agreement-agreed-by-welsh-government.pdf