

**Cardiff  
Local  
Development  
Plan**

**Preferred Strategy  
Report  
October 2007**



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# Contents

## Foreword

I am pleased to present the Preferred Strategy documents for the Cardiff Local Development Plan (to 2021), which the Executive of the Council approved for public consultation on 11 September 2007. Consultation on the strategy will run for six weeks from 16 October to 27 November 2007. This consultation is an important stage in the preparation of the plan and offers everyone with an interest in the future development of Cardiff an opportunity to influence the plan before the Council finalises its proposals.

The Cardiff Local Development Plan (or LDP for short) is the Council's key land use planning document. It will set out policies and proposals for the future development and use of land in Cardiff up to 2021, in line with legislative requirements. When adopted it will replace the existing structure and local plans for the city and form the basis for decisions on individual planning applications. The LDP will therefore provide a measure of certainty about what kinds of development will be permitted and where during the plan period.

The LDP will support the vision for Cardiff, set out in the Community Strategy, as a world class European capital city with an exceptional quality of life and at the heart of a competitive city region.

It will identify opportunities for continuing investment and regeneration including provision for the new homes, jobs, community facilities and transport infrastructure that will be needed over the next 15 years if the city and its citizens are to continue to prosper.

The Plan will also identify land that needs to be protected for its conservation importance and other measures necessary if our environment is to be safeguarded.

At this stage in the preparation of the LDP the Council is consulting on two documents - its Preferred Strategy and its Initial Sustainability Appraisal Report.

The **Preferred Strategy Report** is not the full draft plan but sets out the key issues and options and the Council's broad proposals for addressing these. It includes the proposed vision, strategic options, preferred strategy and key policies. It shows how key current environmental, economic and social issues and trends affecting the City will be addressed and how the development needs of the city will be met, including the proposed broad locations for new housing, employment and other strategic requirements.

The **Initial Sustainability Appraisal Report** identifies the social, economic and environmental implications of the Preferred Strategy options and proposals.

To assist in the consultation process it would be helpful if, when making representations, you used the question and policy boxes contained within the documents as a guide. A full list of the questions on the Preferred Strategy Report is included for information in Appendix 3.

# Foreword

Representations on the documents should be completed on-line by registering at <http://consultation.limehouse.co.uk/cardiff> and using the on-line response form. If you are unable to make your representations on-line please email [developmentplanconsultations@cardiff.gov.uk](mailto:developmentplanconsultations@cardiff.gov.uk) or contact the Development Plan Team at the following address to obtain a representation form:

Development Plan Team  
Strategic Planning and Environment  
Cardiff Council  
PO Box 800  
Cardiff  
CF10 4ZQ

029 2087 3465

**If you wish to make representations on the Preferred Strategy documents you must do so by 5pm on Tuesday 27 November 2007.** The Council cannot guarantee that representations received thereafter will be considered.

The Council will acknowledge and consider all representations received in respect of the Preferred Strategy Report and Initial Sustainability Appraisal Report in preparing the full LDP for deposit and finalising the Sustainability Appraisal Report.



**Cllr Elgan Morgan**

**Executive Member, Environment and Transport**

# 1. Introduction



# 1. Introduction

## 1 Introduction

### The purpose of this document

- 1.1 This document has been prepared in accordance with Regulation 15 of the Local Development Plan Regulations<sup>(1)</sup> which requires that, before finally determining the content of its Local Development Plan (LDP) for deposit, the Council must publish its pre-deposit proposals for public inspection and comment.
- 1.2 The pre-deposit proposals should include the vision, strategic options, preferred strategy, key policies and the initial sustainability appraisal report, and must be publicised over a six week period<sup>(2)</sup>. The full requirements for publicity are set out in the LDP Regulations.
- 1.3 This Preferred Strategy Report sets out:
  - the key trends and issues that have informed the Preferred Strategy - which have been identified through preparation of the LDP Sustainability Appraisal & Strategic Environmental Assessment Scoping Report<sup>(3)</sup> and a general review of baseline social, economic and environmental information (Chapter 2);
  - the national, regional and local policy framework within which the Preferred Strategy has been prepared (Chapter 3);
  - the Council's vision for the future development of Cardiff and its objectives for delivering sustainable development and for addressing the key trends and issues that the LDP needs to address (Chapter 4);
  - the key strategic growth and spatial options that the Council has considered in determining its Preferred Strategy (Chapter 5);
  - the Preferred Strategy including Key Diagram (Chapter 6); and
  - key strategic policies for implementing the strategy (Chapter 7).

### Local Development Plans

- 1.4 The Planning and Compulsory Purchase Act 2004 requires the Council to prepare an LDP setting out its objectives for the development and use of land in Cardiff over the plan period (to 2021) and its policies to implement them. The LDP should:

1 The Town and Country Planning (Local Development Plan) (Wales) Regulations 2005

2 Local Development Plans Wales: Policy on Preparation of LDPs, Welsh Assembly Government 2005 (paragraph 4.19)

3 Cardiff Council March 2007

- deliver sustainable development;
- reflect local aspirations for the City, based on a vision agreed by the local community and other stakeholders;
- provide a basis for rational and consistent development control decisions;
- guide growth and change, while protecting local diversity, character and sensitive environments; and
- show how and where change will occur over the plan period.

**1.5** The LDP must be subject to **Sustainability Appraisal (SA)** incorporating **Strategic Environmental Assessment (SEA)** as required by the Planning and Compulsory Purchase Act 2004 and the SEA Regulations<sup>(4)</sup>. These are tools to ensure that policies in the LDP reflect sustainable development principles and take into account the significant effects of the plan on the environment. The Council has adopted an integrated approach to appraisal and assessment in which economic and social issues are considered alongside environmental elements. The Council's Initial Sustainability Appraisal Report is also available for inspection and comment.

**1.6** The Council must also undertake a **Habitats Regulations Assessment (HRA)** of the LDP<sup>(5)</sup>. The HRA must determine the likely significant effects of the plan on European Sites of nature conservation importance and, if applicable, scope what needs "appropriate assessment" (AA) and how it will be undertaken. A Scoping Report for Habitats Regulations Assessment of the LDP is available as a background document on request.

## Delivery Agreement

**1.7** In April 2006, Cardiff Council agreed a Delivery Agreement for the LDP with the Assembly Government. That Agreement identifies pre-deposit consultation being undertaken during March-April 2007. This proved unachievable for a range of reasons, including a number identified as risks in the Agreement. Following publication of this Preferred Strategy, the Council will revise the LDP timetable in negotiation with the Assembly Government.

## What will happen next

**1.8** Following this consultation, the Council must finalise its LDP and place it on deposit to enable the submission of representations. It will then be submitted to the Assembly Government who will appoint an Inspector to examine the plan. Having

<sup>4</sup> Environmental Assessment of Plans and Programmes (Wales) Regulations 2004

<sup>5</sup> Under Part IVa of the Conservation (Natural Habitats, &c.) (Amendment) (England and Wales) Regulations 2007

# 1. Introduction

regard to the evidence submitted with the plan and the representations received at deposit, the Inspector must determine whether the plan meets the ten tests of soundness set out in guidance issued by the Assembly and the Planning Inspectorate<sup>6</sup> (see Appendix 2).

- 1.9** Following the examination the Inspector will issue a report recommending required changes to the LDP together with reasons for the changes. If the Inspector considers the plan is fundamentally unsound it will not be recommended for adoption. The conclusions reached by the Inspector will be binding and, unless the Assembly Government intervenes, the Council must accept the changes required by the Inspector and adopt the LDP as amended.
- 1.10** When adopted, the LDP will replace existing structure and local plans for Cardiff.

## 2. Key Trends and Issues



## 2. Key Trends and Issues

### 2 Key Trends and Issues

- 2.1** The key issues and trends that have informed the Preferred Strategy have been identified through preparation of the LDP Sustainability Appraisal & Strategic Environmental Assessment Scoping Report<sup>7</sup> and a general review of baseline social, economic and environmental information.

#### The Environment

- 2.2** Cardiff is located on the coastal plain of the Severn Estuary. The southern rim of the South Wales coalfields provide a strong, imposing backdrop to the north of the city, dramatically broken by the River Taff at Tongwynlais. The Rivers Ely and Rhymney also converge on the city from the west and east, respectively. To the south west, the Leckwith Escarpment in the Vale of Glamorgan provides another strong backdrop. By contrast, the flat land to the south east, adjacent to the Severn Estuary forms part of the Gwent Levels. This setting has influenced the city's development to date – with its distinctive 'hand-shaped' urban form - and will continue to do so in the future.
- 2.3** The county covers some 149 square kilometres. The city is the largest urban area in Wales, but over a third of Cardiff's administrative area remains countryside, largely rural in character and embracing a diverse pattern of landscapes and wide range of resources.
- 2.4** Five areas of countryside have been identified as having **special landscape value** - the St Fagans Lowlands and the Ely Valley; the Garth Hill Uplands and the Pentyrch Ridges and Valleys; the Fforest Fawr and Caerphilly Ridge; the Wentloog Levels; and Flat Holm<sup>8</sup>.
- 2.5** Good quality **agricultural land** is known to exist within the rural part of the county, but no recent comprehensive county wide survey has been undertaken using the latest Agricultural Land Classification.
- 2.6** Cardiff has significant, good quality **mineral reserves** (mainly carboniferous limestone) which are an important source of aggregates for the region. There is a potential sand and gravel resource adjacent to the Rhymney River in the north east of the county which, in view of its relatively limited regional availability and significance to the construction industry, will need to be safeguarded from development that could sterilise its working.

## 2. Key Trends and Issues

**2.7 Flooding** poses a particular threat to Cardiff, because of its coastal location, low lying areas and rivers - and particularly having regard to predictions of rising sea levels. The Environment Agency has identified areas of Cardiff – mainly in the south of the county and the river valleys – which are in flood plains (either with or without defences) or which have a history of flooding<sup>9</sup>.

**2.8** The wide range of **biodiversity and nature conservation** interests within Cardiff<sup>10</sup> includes:

- 15 Sites of Special Scientific Interest (SSSI's), including two sites also designated for their international importance - the Severn Estuary Special Protection Area (which is also a Ramsar site and possible Special Area of Conservation) and Cardiff Beech Woods Special Area of Conservation;
- 5 Local Nature Reserves;
- 143 Sites of Importance for Nature Conservation (SINC's);
- European and UK protected and rare species.

**2.9** Interests of **historic conservation** importance in Cardiff include:

- 26 Scheduled Ancient Monuments and 4 archaeologically sensitive areas - the City Centre, Wentloog Levels, St Fagans/Michaelstone-super-Ely and Llandaff;
- 853 Listed Buildings;
- 26 Conservation Areas;
- 15 Historic Parks, Gardens and Landscapes, including part of the Gwent Levels which are included in the Register of Landscapes of Outstanding Historic Interest in Wales.

**2.10** Cardiff is generally well served by accessible **open space** which enhances quality of life within the city. There are approximately 486m<sup>2</sup> of publicly accessible open space per resident and most live within 200m of an area of open space<sup>11</sup>. The valleys of the Rivers Taff, Ely and Rhymney, together with the Nant Fawr, play an important strategic role as wildlife and recreational corridors linking the urban area with the countryside. There are over 100km of accessible public rights of way in Cardiff.

9 Environment Agency Data 2006  
10 Cardiff Supplementary Planning Guidance 2006  
11 Cardiff Council Open Space Study

## 2. Key Trends and Issues

- 2.11** There are approximately 550 sites (amounting to approximately 950 hectares) in Cardiff with potentially **contaminated land** resulting from past activities including industry, mining, quarrying, dockland and waste disposal.
- 2.12** The **water quality** of the Rivers Taff, Ely and Rhymney is good<sup>(12)</sup> and water quantity is satisfactory. Groundwater is most vulnerable in the Taff Gorge, Pentyrch and Creigiau areas.
- 2.13** **Air quality** in Cardiff generally meets current standards although there are two air quality management areas, based on nitrogen oxide levels, at Ely Bridge and St Mary Street.
- 2.14** Car ownership and traffic flows into and within the county are increasing, contributing to increased congestion, **greenhouse gas emissions and climate change**. Car ownership for households in Cardiff increased from 63% to 70% between 1991 (96,734 cars) and 2001 (126,052 cars); 56% of Cardiff residents travel to work by car; and traffic volumes entering the county increased by 26% between 1994 and 2005. Energy use in buildings is also responsible for a large proportion of Cardiff's greenhouse gas emissions.
- 2.15** Municipal **waste** arisings in Cardiff totalled 186,000 tonnes in 2006/07. Over the past 10 years waste generation in Cardiff has grown at an average rate of around 6% per year compared with the average of 3% in much of Wales and across the UK. Average household waste arisings per household in 2005/06 stood at 1.164 kilograms compared with the South East Wales average of 1.248 kg.
- 2.16** In the first quarter of 2007/08, 15% of the municipal waste stream was recycled and 12% was composted. Current targets for municipal waste are by 2006/07 to achieve at least 25% recycling / composting, with a minimum of 10% recycled and 10% composted and by 2009/10 to achieve at least 40% recycling / composting, with a minimum of 15% recycled and 15% composted.

### Key Social Trends and Issues

- 2.17** Cardiff is the most populated local authority in Wales, with 317,500 people living in the county in 2006<sup>(13)</sup> - over 10% of the total population of Wales. Some 1.4 million people live within 45 minutes drive time of the city.
- 2.18** Since 1981 the population of Cardiff has been steadily increasing at about 0.4% per annum. Birth and death rates have remained relatively stable over this period but migration has fluctuated considerably, with an overall trend of net in-migration

12 DEFRA and Environment Agency 2004

13 National Statistics 2007

## 2. Key Trends and Issues

of 300 persons per annum<sup>(14)</sup>. More recently, between 2001 and 2006, Cardiff's population has increased by 1,500 per annum with net in-migration of around 600 persons per annum.

- 2.19** Compared with Wales and the UK, Cardiff has a higher percentage of population in age groups 15-39 years but a lower percentage in age groups from 40 upwards<sup>(15)</sup>. The impact of the student population is particularly significant. According to the 2001 Census, the growing student population comprised around 11% of the city's total population<sup>(16)</sup>.
- 2.20** Ethnic minorities comprise 8.4% of Cardiff's population, broadly similar to the average for England and Wales.
- 2.21** 128,400 households resided in Cardiff in 2003 – representing 22% of all households in South East Wales<sup>(17)</sup>. Average household size continues to fall in line with the national trend; in Cardiff it fell from 2.54 in 1991 to 2.37 in 2004.
- 2.22** The number of households in South East Wales is projected to increase by 108,900 (18.6%) between 2003 and 2021, reflecting the net effect of births, deaths, migration and the continuing trend towards smaller households<sup>(18)</sup>.
- 2.23** There were 130,550 **dwelling**s in Cardiff in 2001, of which 80.5% were houses and 19.4% flats or apartments<sup>(19)</sup>. In 1991 flats or apartments accounted for 20.5% of dwellings.
- 2.24** Between 1991 and 2006, 20,279 new dwellings were completed in Cardiff, at an average rate of 1,352 per annum<sup>(20)</sup>. Annual completions fluctuated markedly, between a 'high' of 2,209 in 2004/05 and a 'low' of 861 in 1995/96. 45% of these completions occurred between 2001 and 2006 at an average of 1,811 per annum.
- 2.25** Almost 70% (14,065) of new dwellings completed between 1991 and 2006 were on previously developed (i.e. brownfield) land. This figure rose to 88% between 2001 and 2006. Much of this development has been within the City Centre and Bay area and has helped to revitalise these areas and provide high quality opportunities for urban living.
- 2.26** 43% (6,123) of new dwellings completed between 1996 and 2006 were flats or apartments.
- 2.27** Of the 20,279 dwellings completed between 1991 and 2006, 4,203 (20.7%) were classified as affordable housing.

14 National Statistics 2007

15 National Statistics 2007

16 Cardiff Student Community Plan, Cardiff Council, Cardiff University, UWIC and University of Glamorgan

17 National Statistics

18 Welsh Assembly Government Household Projections 2006

19 2001 Census of Population and Council Tax Records

20 Cardiff Housing Monitoring Schedule April 2006

## 2. Key Trends and Issues

- 2.28** At April 2006, planning permission existed for 8,612 dwellings, including those under construction and not started, with a further 4,467 units subject to the signing of a Section 106 Agreement. 91% of these units were on previously developed land; and approximately 14% were targeted for affordable housing. Of the 6,863 dwellings with detailed planning permission at April 2006, 69% were flats or apartments.
- 2.29** In 2006 the average house price in Cardiff was just under £150,000, compared to an average annual salary of about £22,100. This ratio of 6.75 (house price): 1 (average annual salary) restricts the ability of those on low incomes to enter the housing market<sup>(21)</sup>.
- 2.30** In 2006 there were 6665 applicants on the Council's housing register, of whom over 4,700 required family housing. A needs assessment undertaken by the Council with the Local Health Board in 2004 estimated that there were approximately 1000 homeless people in temporary accommodation.
- 2.31** The number of students living in Cardiff has an impact on the local housing market, while concentrations of students within small geographical areas of the city can have an impact on local communities.
- 2.32** While Cardiff is generally a prosperous city offering a high quality of life for residents, significant numbers live in relative **deprivation**, including housing, physical environment, employment, income, educational achievement and health. Of the 10% most deprived areas in Wales<sup>(22)</sup>, 17% are in Cardiff. This is higher than any other Welsh local authority and some 50,000 people live in these areas. The most deprived area in the whole of Wales is within Cardiff<sup>(23)</sup>. Most of this deprivation is concentrated in the south of the county, although 'hotspots' occur elsewhere.
- 2.33** The **education, training and skill base** of Cardiff's population varies significantly. In 2005, 33.7% of Cardiff's working age population was educated to NVQ4 level or above, compared with 24% in Wales as a whole<sup>(24)</sup>. One third of the Cardiff workforce is educated to a degree level or above, compared with a regional average of 23%<sup>(25)</sup>. However, 27% of Cardiff residents have no academic qualification<sup>(26)</sup>.
- 2.34** The **health** of Cardiff's population is generally better than the Welsh average although considerable discrepancies exist at the local level. 19% of residents in Cardiff suffer with a limiting long term illness<sup>(27)</sup>.

21 Land Registry 2006

22 Wales has been divided into 1,896 lower super output areas, each having 1,500 people. Welsh Index of Multiple Deprivation, Local Government Data Unit 2005)

23 Butetown

24 Annual Population Survey

25 European Institute for Urban Affairs 2006

26 National Statistics

27 National Statistics

### Key Economic Trends and Issues

- 2.35** The economy of Cardiff is generally strong and buoyant, reflecting its position as Capital of Wales, seat of Welsh Assembly Government and regional centre of South East Wales. Gross Value Added per capita for Cardiff and the Vale of Glamorgan in 2004 was £20,020 - higher than the Welsh and UK averages<sup>(28)</sup>.
- 2.36** There were 194,600 jobs in Cardiff in 2005<sup>(29)</sup>, 30% more than in 1991. Between 2001 and 2005 the increase was 15.7% (26,500 jobs), compared with a total employment growth of just 3.5% across the other nine local authorities in South East Wales over the same period. The 29.3% growth in employment in Cardiff between 1998 and 2005 was the largest percentage increase in total employment out of any of the UK Core Cities<sup>(30)</sup> with private sector jobs growth in Cardiff outnumbering public sector growth.
- 2.37** 69% of Cardiff residents of working age were in employment in 2005/06, compared with the Welsh rate of 71%<sup>(31)</sup>. This largely reflects the numbers of students living in the city.
- 2.38** 2.6% of Cardiff's economically active and working age population were unemployed at February 2006, compared to 2.7% for the whole of Wales<sup>(32)</sup>. However, there were much higher pockets of unemployment in parts of the city.
- 2.39** Cardiff's role in driving the South East Wales economy is demonstrated by the fact that, in 2005, 72,200 people commuted into the county daily to work – occupying 39% of the jobs in the county<sup>(33)</sup>. The largest numbers commute from the Vale of Glamorgan (20,000), Rhondda Cynon Taff (15,000) and Caerphilly (13,000). 25,900 Cardiff residents commute out daily, giving a net in-flow of 46,300 commuters. These levels of commuting have been steadily increasing over recent decades.
- 2.40** In 2005, 88.3% of jobs in Cardiff were in services and just 5.7% in manufacturing. The corresponding Wales figures were 79.5% and 14.2%<sup>(34)</sup>.
- 2.41** Employment in Cardiff is forecast to increase by 10.7% (23,200 jobs) between 2006 and 2021<sup>(35)</sup>. Key growth sectors are forecast to be bio-sciences, creative industries, information technology, leisure and tourism, and financial and business services.

28 National Statistics  
29 Annual Business Inquiry 2005  
30 Study undertaken by Professor Michael Parkinson  
31 Annual Population Survey  
32 Claimant Count  
33 Estimated from the Annual Population Survey 2005  
34 Annual Business Inquiry 2005  
35 Economic Forecasts for Cardiff, Cambridge Econometrics, 2006

## 2. Key Trends and Issues

- 2.42** Approximately 30% of jobs in Cardiff are located in office developments and approximately 20% on industrial or warehousing land. The other 50% of jobs are in schools, universities, hospitals, shops, restaurants, hotels, transport and construction<sup>(36)</sup>.
- 2.43** In 2006, 83 hectares of land were available for general industry (B2) and warehousing (B8), mainly at Wentloog, and 17 hectares for out of centre business (B1) use<sup>(37)</sup>. Outstanding consents for Business Class office developments totalled over 78,000 sq metres of which 33% was in the City Centre and Bay core.
- 2.44** Cardiff City Centre is the main **shopping** centre for South East Wales and is consistently in the top ten retail centres in the UK. There were 277,400 sq metres of comparison shopping floorspace in the City Centre in 2005. The St Davids 2 scheme will provide an additional 90,000 sq metres of retail floorspace and improve the centre's competitiveness.
- 2.45** In 2005, there were over 67,000 sq metres of retail floorspace within the district and local shopping centres of Cardiff, of which 12% was vacant<sup>(38)</sup>.
- 2.46** Out of centre food floorspace in 2006 totalled 83,000 sq metres and non-food 165,600 sq metres. The main concentrations of out of centre retailing are at Newport Road, Ferry Road, Western Avenue and Culverhouse Cross<sup>(39)</sup>.
- 2.47** The city can boast a wide range of **cultural, historic and sporting attractions** which attract large numbers of visitors each year, benefit the economy and perform an important national/regional role.
- 2.48** The presence of three expanding universities - Cardiff University, the University of Wales Institute Cardiff (UWIC) and the University of Glamorgan - makes a significant contribution to the local economy. Students contribute over £140 million in annual expenditure to the Cardiff economy<sup>(40)</sup> and enhance the cultural vibrancy of the Capital. In addition, successful graduate retention assists in the development of new businesses, a highly skilled local workforce and the wider knowledge economy.
- 2.49** If Cardiff and the city region is to fulfil its economic potential on behalf of Wales it is essential to improve national and international connectivity, including access to Cardiff International Airport.

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36 Cardiff Council estimation  
37 Business & Industrial Landbank Monitoring, Cardiff Council, July 2006  
38 Cardiff Council Retail Floorspace Survey 2005  
39 Out of Centre Retail Floorspace Survey 2006  
40 Cardiff Student Community Plan, Cardiff Council, Cardiff University, UWIC and University of Glamorgan

## 2. Key Trends and Issues

### Question 1

Do you agree that the key social, economic and environmental trends and issues identified in Chapter 2 are those that the LDP should be addressing? If not please identify key issues that have been omitted.

# 2. Key Trends and Issues

### 3. Policy Framework



## 3. Policy Framework

### 3 Policy Framework

- 3.1** The Local Development Plan is one of a range of national, regional and local plans, strategies and policy statements that provides the framework for planning in Cardiff.
- 3.2** The Planning and Compulsory Purchase Act 2004 requires the Council to prepare an LDP and, in so doing, to have regard to national policy, including the Wales Spatial Plan, and its Community Strategy. The LDP Regulations<sup>(41)</sup> prescribe that LDPs must have regard to the Waste Strategy for Wales and Regional Waste Plans, Local Transport Plans and Local Housing Strategies. The LDP must have regard to this policy framework to pass the tests of soundness<sup>(42)</sup>.
- 3.3** This chapter sets out the key elements of the national, regional and local policy framework that have helped inform the Preferred Strategy. Plans, policies, programmes and strategies reviewed in preparing the LDP SA/SEA Scoping Report are identified in Technical Appendix 1 to the Scoping Report.

#### National Policy Framework

- 3.4** The Assembly Government's national land use policies are set out in **Planning Policy Wales**<sup>(43)</sup> and **Minerals Planning Policy Wales**<sup>(44)</sup>. These are supplemented by Technical Advice Notes, Circulars and Ministerial Interim Planning Policy Statements.
- 3.5** Essentially, Planning Policy Wales sets out how the land use planning system can help achieve the Assembly Government's goals of:
- **Sustainable Development** - meeting the needs of the present without compromising the ability of future generations to meet their own needs;
  - **Building a dynamic and advanced economy** - supporting economic regeneration, creating wealth and good quality jobs;
  - **Tackling social disadvantage** - developing an inclusive society where everyone has the chance to fulfil their potential; and
  - **Equal Opportunities** - promoting a culture in which diversity is valued and equality of opportunity is a reality.

41 The Town and Country Planning (Local Development Plan) (Wales) Regulations 2005

42 see Appendix 2

43 Planning Policy Wales, Welsh Assembly Government, March 2002

44 Minerals Planning Policy Wales, Welsh Assembly Government, December 2002

- 3.6** While LDPs must have regard to national policies it should not repeat them but explain how they apply to Cardiff<sup>45</sup>.

### People, Places, Futures: The Wales Spatial Plan

- 3.7** The Wales Spatial Plan<sup>46</sup> is a key part of the implementation of the Assembly's strategic agenda set out in **Wales A Better Country**<sup>47</sup>. It provides a strategic framework to guide future development and policy interventions across Wales, beyond the scope of formal land use planning control.
- 3.8** The Spatial Plan places Cardiff at the centre of the South East - 'Capital Network' - area of Wales, for which its vision is of:

*An innovative skilled area offering a high quality of life - international yet distinctively Welsh. It will compete internationally by increasing its global visibility through stronger links between the Valleys and the coast and with the UK and Europe, helping to spread prosperity within the area and benefiting other parts of Wales.*

- 3.9** The Spatial Plan acknowledges that it is important for Wales as a whole that Cardiff becomes significant internationally and that, to achieve this, the City needs to be the focal point of a coherent and successful urban network in South East Wales. Integrated transport is identified as being crucial to the area effectively functioning in this way; and achieving this in ways which reduce reliance on private cars, through improved public transport links.
- 3.10** Of particular relevance, the Spatial Plan also identifies:
- the importance of the continuing competitiveness of the coastal zone for the economic potential of Wales;
  - Cardiff's pivotal role within the area as a key provider of higher level services and a hub for financial and creative industries;
  - the heavy commuting flows between the Valleys and the coast and the pressure this places on transport infrastructure;

45 Local Development Plans Wales, WAG 2005, paragraph 2.2  
46 People, Places, Futures, Welsh Assembly Government, November 2004  
47 Wales: A Better Country, Welsh Assembly Government, September 2003

## 3. Policy Framework

- the importance of the environment to the area's success and the need to achieve a better balance of development to avoid overheating in the coastal zone;
- the need to minimise the use of undeveloped land for housing in locations with high development pressure, in particular to the south of and along the M4.

### Regional Policy Context

#### Wales Spatial Plan: Area Work

- 3.11** Work on turning the Spatial Plan into reality is being continued on an area basis, for each of the areas of Wales identified in the Plan.
- 3.12** Of particular relevance, under the auspices of this work the South East Wales Strategic Planning Group (SEWSPG)<sup>(48)</sup> has undertaken an apportionment of the Assembly Government's latest household projections. Assembly Government guidance<sup>(49)</sup> requires local planning authorities within each region of Wales to work together and with appropriate stakeholders to apportion the Assembly's household projections, or agree their own regional projections. The Home Builders' Federation, utility companies and environmental organisations have been included in this process.
- 3.13** The Assembly Government's projections indicate the number of households in South East Wales increasing by 18.6% (108,900) between 2003 and 2021. SEWSPG has concluded that this level of household growth can be accommodated in a manner that accords with the aspirations of constituent authorities and the Wales Spatial Plan. Valley authorities generally wish to stem the population decline they have experienced in recent decades while authorities that have been gaining population generally wish to manage the rate of growth. The Wales Spatial Plan supports 'a better balance of development' across South East Wales, with the aims of - avoiding overheating in the coastal zone; making the Heads of the Valleys a more attractive place to live in and build new housing; protecting the countryside; and minimising use of undeveloped land for housing, particularly south of and along the M4.
- 3.14** SEWSPG has agreed an apportionment as the basis for work on preparing individual LDPs. No statutory arrangements are in place for examining or formalising this apportionment at a regional level. Each authority must determine what level of future household growth it should seek to accommodate in its area through the LDP process.

48 Comprising the 10 Counties of Blaenau Gwent, Bridgend, Caerphilly, Cardiff, Merthyr Tydfil, Monmouthshire, Newport, Rhondda Cynon Taff, Torfaen and Vale of Glamorgan plus the Brecon Beacons National Park Authority (see Figure 1)

49 Ministerial Interim Planning Policy Statement 01/2006: Housing, Welsh Assembly Government, June 2006



### Regional Transport Plan

**3.15** The Transport (Wales) Act 2006 made provision for a new transport planning system that will replace the first generation of Local Transport Plans (LTPs), prepared by each local authority, with Regional Transport Plans (RTPs) produced by the four regional transport consortia in Wales. Cardiff Council is one of 10 authorities in the South East Wales Transport Alliance (Sewta).

**3.16** Sewta has set out a vision of “a modern, integrated and sustainable transport system for South East Wales that increases opportunity, promotes prosperity and protects the environment; and where public transport, walking, cycling and sustainable freight provide real travel alternatives”.

**3.17** Sewta produced an Outline RTP in January 2007 which highlights the priorities, key statistics, objectives, Strategic Environmental Assessment, choices for the future, possible actions, monitoring and implementation plan. The Outline Plan identifies critical success factors for transport planning:

## 3. Policy Framework

- Effective interaction between different planning processes, notably the Wales Spatial Plan and other Assembly policy processes, the Local Development Plans of the 10 Sewta local authorities, and the RTP;
- A consistent willingness to attack the twin problems of climate change caused by carbon emissions from transport and traffic congestion by means other than building new roads;
- Identifying new funding streams, which are likely to include substantially increased planning obligations and pricing for road use;
- A revised and stronger planning framework that genuinely integrates transport and land use;
- A new attitude to the delivery of public services for which transport is an important feature but not a direct responsibility;
- Revision of the contractual arrangement between the public sector and transport operators to reflect much higher levels of investment in public transport;
- Local authorities responding positively to the need to manage their own revenue responsibilities, mindful of their impact on the regional transport system.

**3.18** The next step in the process is the production of the draft RTP in March 2008 and will concentrate on five main areas:

- A re-statement of Sewta's vision, priorities and objectives, and the reasons for adopting them;
- The production of a costed, firm, five-year programme of capital projects for all modes of transport;
- A longer term outline programme of likely capital investment;
- A set of policies related to transportation which will set standards and protocols aimed at improving the regional transport system (interpretation of these policies will remain a matter for each Council); and,
- Changes to the fiscal, economic and planning framework within which the plan will be implemented, to allow effective delivery.

- 3.19** The draft Regional Transport Plan will need to be consistent with the Wales Transport Strategy, (final publication of this has been delayed until Autumn 2007) and also the WeITAG (Welsh Transport Planning and Appraisal Guidance) appraisal guidance for transport proposals, due in 2007. This has caused some uncertainty regarding the development of the draft Regional Transport Plan. The indicative timescales set by the Assembly Government are that draft RTPs are to be produced by March 2008 and final RTPs by March 2009. If these timescales are achieved, the deposit LDP will reflect the provisions of the draft RTP.

### South East Wales Regional Waste Plan

- 3.20** The South East Wales Regional Waste Plan<sup>(50)</sup> provides a land use framework to facilitate the development of an integrated network of facilities to treat and dispose of waste in South East Wales in a way that has regard for the Waste Strategy for Wales<sup>(51)</sup>, satisfies modern environmental standards and meets targets set by European and national legislation. It aims to achieve the 2020 Landfill Directive targets by 2013, principally through maximising recycling and composting and limiting the amount of waste going to landfill. A residual waste treatment facility will also be necessary if the 2013 Landfill Allowance is to be met. The strategy conforms with the 'Best Practicable Environmental Option' (BPEO). A key element is the 'Proximity Principle' - that waste should be dealt with as close to source as possible. This approach has conditioned the establishment of Prosiect Gwrydd (a grouping of the authorities of Caerphilly, Cardiff, Monmouthshire, Newport and the Vale of Glamorgan) to tackle the issue.

### The South Wales Regional Technical Statement for Aggregates

- 3.21** Under the provisions of Minerals Technical Advice Note 1: Aggregates, the Assembly Government have commissioned a study which considers the environmental capacity of each local authority in Wales to contribute to aggregate supplies. The study results will inform a 5 year Regional Technical Statement to be prepared by each Regional Aggregates Working Party (RAWP). Local authorities will then be required to include appropriate policies in their development plans. A Regional Technical Statement for South Wales is accordingly being prepared by the South Wales RAWP.

50 South East Wales Regional Waste Plan, Welsh Assembly Government with local authorities, 2004  
51 Wise about Waste: the National Waste Strategy for Wales, Welsh Assembly Government 2002

## 3. Policy Framework

### Local Policy Context

#### The Community Strategy

**3.22** In February 2007, Cardiff Council approved Proud Capital: the Cardiff Community Strategy 2007-2017. The Strategy was prepared in partnership with key strategic partners and with the engagement of the public and local communities and reflects an assessment of local needs and resources. It sets out a vision for Cardiff, built on principles of equality of opportunity, social justice and the health and well being of local citizens which will inform a wide range of Council strategies, including the LDP. This vision, together with supporting economic, social and environmental visions, are set out in Chapter 4 of this document.

#### Question 2

Do you agree that the policy framework set out in Chapter 3 includes all relevant plans and programmes that the LDP should accord with? If not please identify plans and programmes that have been omitted.

## 4. Vision and objectives



## 4. Vision and objectives

### 4 Vision and objectives

#### Vision

4.1 The vision for Cardiff set out in the Community Strategy<sup>(52)</sup> is:

***To ensure Cardiff is a world class European capital city with an exceptional quality of life and at the heart of a competitive city region.***

4.2 This accords with the vision for Cardiff and South East Wales (The Capital Network Area) set out in the Wales Spatial Plan (see Chapter 3).

4.3 The Strategy recognises that to be an exceptional "quality of life" city, Cardiff needs to integrate economic, social and environmental considerations to ensure that sustainability is at the heart of all future development and planning. The vision is also built upon the principles of equality of opportunity, social justice, and the health and well being of local citizens. The overall vision is supported by economic, social and environmental visions.

4.4 The **economic vision** of the Community Strategy is:

***To ensure that Cardiff, as a competitive international capital city, is an inclusive, vibrant and thriving city in which to live and work, with a skilled and creative workforce and a buoyant business environment .***

4.5 The Strategy identifies the following economic priorities of particular relevance to the LDP:

- To build on the city's capacity in knowledge intensive sectors such as IT, finance, business sectors and bioscience;
- To attract more corporate headquarters to the region;
- To develop attractions to strengthen Cardiff's position as a major visitor destination and enable it to become a world-class centre of arts and performance;
- To develop a modern, integrated and sustainable transport system – for commuting, national and international business travel and to address social inclusion.

4.6 The **social vision** of the Community Strategy is:

*To create a safe, healthy and learning community which celebrates diversity and promotes genuine opportunities for all.*

4.7 The Strategy identifies the following social priorities of particular relevance to the LDP:

- To improve the quality and design of housing;
- To target resources on areas of greatest need and promote neighbourhood renewal in the most deprived areas;
- To encourage participation in sporting and other physical activity, to help improve health and well-being.

4.8 The **environmental vision** of the Community Strategy is:

*To ensure Cardiff is a clean, safe and attractive environment which people can enjoy and care for at a local and global level.*

4.9 The Strategy identifies the following environmental priorities of particular relevance to the LDP:

- To promote sustainable development and a clean environment;
- To respond to urgent global problems, like climate change, and balance growth and development against environmental imperatives;
- To develop sustainable waste management practices;
- To promote sustainable and healthy transport options and ensure the safe and efficient movement of people throughout the city.

### Objectives

4.10 In preparing the Scoping Report for Sustainability Appraisal and Strategic Environmental Assessment (SA/SEA) of the LDP the Council has identified the following objectives for delivering sustainable development:

1. Help deliver equality of **opportunity and access for all** - including improving access to affordable housing, employment opportunities, community facilities and services;

## 4. Vision and objectives

2. Maintain and improve **air quality** - including reducing the need to travel and promoting sustainable travel options;
3. Protect and enhance **biodiversity, flora and fauna** - including sites and species of international, national and local importance;
4. Reduce emissions of greenhouse gases that cause **climate change** and adapt to its effects - including promoting energy conservation and efficiency, renewable energy generation, sustainable land use patterns and travel options, and reducing vulnerability to flood risk and climate change;
5. Protect and enhance **historic and cultural heritage** - including nationally and locally designated buildings, sites and areas and promoting local character and distinctiveness;
6. Help deliver the growth of a **sustainable and diversified economy** - including increasing accessible employment opportunities and supporting Cardiff as the regional economic driver and its city and local centres, regeneration of deprived areas and the rural economy;
7. Improve **health and well-being** - including promoting opportunities for healthy living and travel and minimising impacts on health and well-being through good planning and design;
8. Protect and enhance the **landscape** - including the countryside, areas of landscape value, river valleys, green spaces and the undeveloped coastline;
9. Use **land** efficiently and safeguard its quality and resources - including derelict and contaminated land, soil quality and mineral resources;
10. Safeguard the quality and quantity of **water** resources - including the conservation and efficient use of water and improvement of water quality;
11. Respond to **demographic changes** in a sustainable way - including meeting the need of Cardiff's population for homes, jobs and community facilities;
12. Minimise **waste**, increase re-use and recycling - including promoting resource efficiency and the use of secondary and recycled materials.

**4.11** Further information on the scope of these objectives is provided in the SA/SEA Scoping Report. In addition to these general objectives for delivering sustainable development, the following objectives identify specific issues that the LDP for Cardiff needs to address in delivering the vision and aspirations of the Community Strategy and the issues and trends highlighted in Chapter 2:

## 4. Vision and objectives

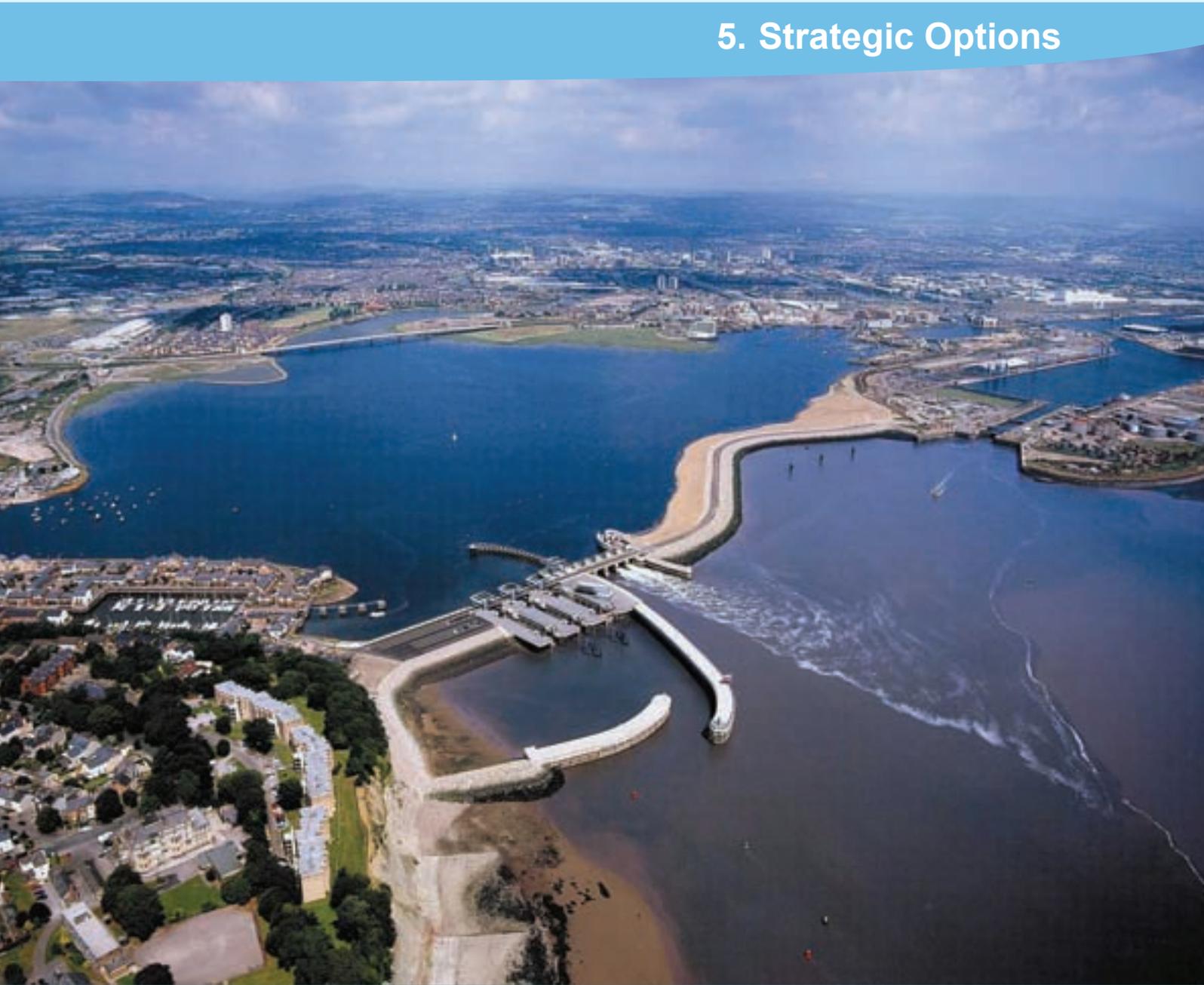
- a. Support the development of Cardiff as the heart of a sustainable, competitive and integrated **city region**;
- b. Support the regeneration of **deprived communities**;
- c. Promote the regeneration of **district and local centres** as providers of accessible local services, facilities and employment;
- d. Maintain and enhance the vitality, attractiveness and viability of the **city centre** as the principal and most accessible commercial, administrative and visitor focus of the city region;
- e. Progress the regeneration of **Cardiff Bay** to provide new and accessible housing, employment and leisure opportunities and visitor attractions;
- f. Provide for a range and mix of new **housing** to address demand and need in the county;
- g. Ensure a range and choice of **employment** land is provided to maintain and improve the economic competitiveness of the city;
- h. Support the development of an **integrated transport system** that enables sustainable and active travel options, ensures the safe and efficient movement of people and goods throughout the city, addresses social inclusion and facilitates commuting, national and international business travel by a choice of means of transport;
- i. Maintain and enhance a network of **green spaces and corridors** throughout the urban area, including the river corridors, which link to the surrounding countryside and coastline, provide opportunities for healthy recreation and travel, and support wildlife;
- j. Promote high quality, locally distinctive and sustainable **design** that addresses social inclusion and the need for efficient use of natural resources.

### Question 3

Do you agree that the objectives for the LDP set out in Chapter 4 will help deliver the vision and aspirations of the Community Strategy in a sustainable manner? If not please identify key objectives that have been omitted.

# 4. Vision and objectives

## 5. Strategic Options



## 5. Strategic Options

### 5 Strategic Options

- 5.1** In seeking to develop a coherent and effective strategy for the LDP, a range of strategic options has been considered for the future level and spatial distribution of development in Cardiff.

#### Household Growth and Dwelling Requirement

- 5.2** The Assembly Government<sup>(53)</sup> requires local planning authorities within each region of Wales to work together and with appropriate stakeholders to apportion the Assembly's household projections, or agree their own regional projections. As indicated in Chapter 3, the Assembly has projected that the number of households in South East Wales will increase by 108,900 (18.6%) between 2003 and 2021. The South East Wales Strategic Planning Group (SEWSPG) has undertaken an apportionment of this projection in the context of on-going area work on the Wales Spatial Plan and with the involvement of key stakeholders. The exercise has concluded that the level of household growth projected for South East Wales can be accommodated in a manner that accords with the aspirations of constituent authorities and the Wales Spatial Plan. The apportionment agreed by SEWSPG as the basis for work on preparing individual LDPs requires Cardiff to accommodate 23.9% of the projected regional household growth between 2003 and 2021.

- 5.3** However, each authority must determine what level of future household growth it should seek to accommodate in its area through the LDP process, including consultation and sustainability appraisal. In undertaking this for Cardiff, consideration has been given to past trends in household growth and house building in Cardiff and the social, economic and environmental implications of different levels of growth.

- 5.4** Between 1991 and 2006 the number of households living in Cardiff increased by 14.5% to 132,000 - reflecting a fall in average household size from 2.54 to 2.37<sup>(54)</sup>. In 2006 Cardiff accommodated nearly 22% of the 602,900 households living in South East Wales, slightly up from 1991.

- 5.5** Between 1991 and 2006, 20,280 new dwellings were completed in Cardiff – at an average rate of 1,352 per year. Annual rates fluctuated significantly and 45% of the total was completed in the 5 years from 2001-06, at an average rate of 1,811 per year (see figure 2 below).

- 5.6** On the basis of these past trends, four alternative scenarios were prepared to test the potential implications of different levels of growth (see table below).

53 Ministerial Interim Planning Policy Statement 01/2006: Housing (WAG June 2006)  
54 WAG and Council estimates

## 5. Strategic Options

Household/Dwelling Growth Scenarios (2006-2021)			
Scenario	Household Growth	Dwellings requirement	Basis
1. 'Low'	22,132 (+16.8%)* [20.3%]#	20,250 1,350 p.a.	The house building rate in Cardiff between 1991 and 2006
2. 'Low-Medium'	24,525 (+18.6%) [22.5%]	22,500 1,500 p.a. (+11%)	Broadly in line with SEWSPG agreement
3. 'Medium-High'	26,472 (+20.1%) [24.3%]	24,750 1,650 p.a. (+22%)	Broadly in line with average requirement across South East Wales
4. 'High'	28,684 (+21.7%) [26.3%]	27,000 1,800 p.a. (+33%)	The house building rate in Cardiff between 2001 and 2006
<p>(*) Percentage household growth in Cardiff over plan period</p> <p>[ ]# Cardiff percentage of regional household growth</p>			

**5.7** These scenarios were tested against the following considerations:

- **Housing demand and affordability** – in particular, both the Community Strategy<sup>(55)</sup> and the LDP SA/SEA Scoping Report<sup>(56)</sup> highlight the issue of the affordability of housing in Cardiff and the impact this is having on the ability of those on low incomes to enter the housing market;

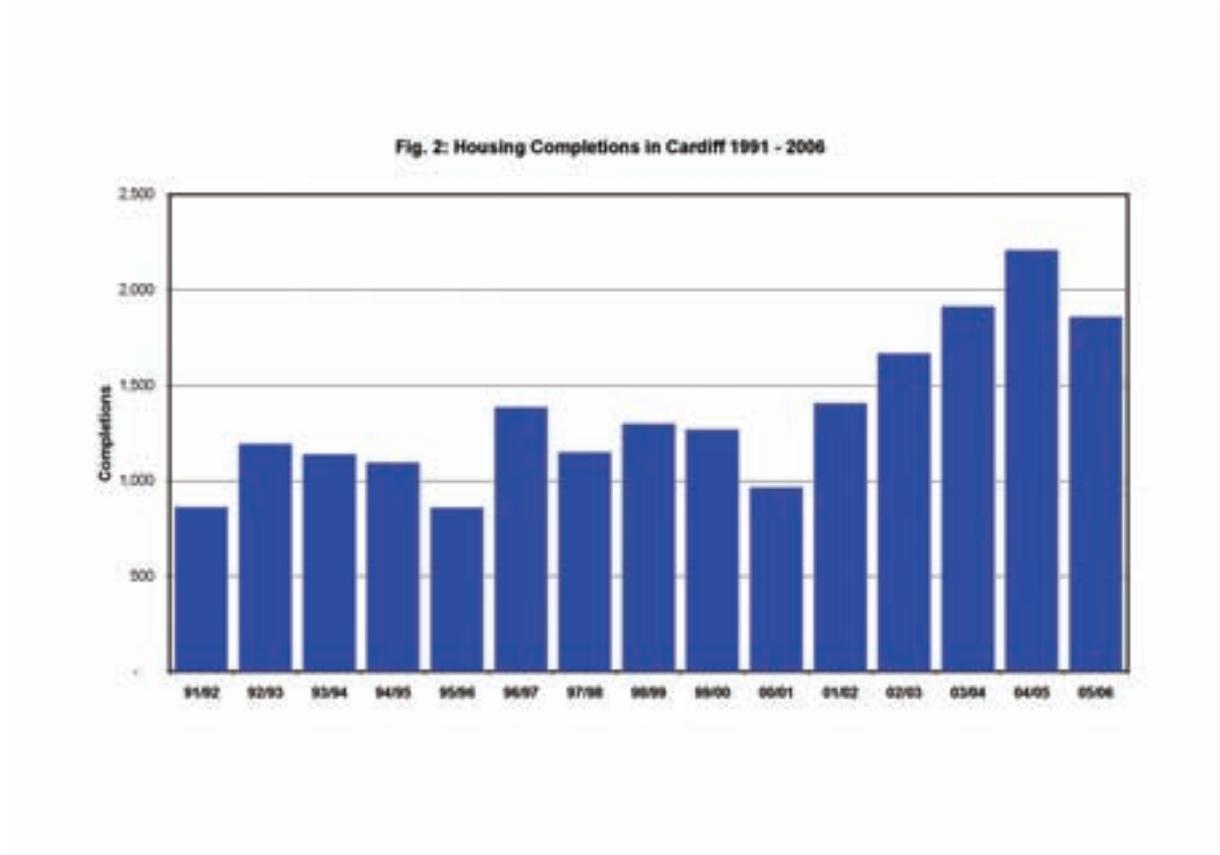
## 5. Strategic Options

- **Environment and infrastructure** - providing more housing inevitably involves urban expansion and/or more housing within the existing urban area. This will increase pressure on the environment, utilities, transport and other community infrastructure. The LDP SA/SEA Scoping Report highlights the sensitivity of the environment of Cardiff to increasing development;
- **Economic and transport considerations** – the implications of varying levels of household growth in Cardiff in relation to economic growth and commuting, particularly having regard to Cardiff's economic role within the region and high levels of daily commuting into the city;
- **Regional considerations** – the implication of different levels of growth in Cardiff for the aspirations of neighbouring planning authorities and the Wales Spatial Plan.

**5.8** The Council has sought views on these household growth scenarios via a Stakeholders Conference and its Citizens Panel (A panel of local people who are broadly representative of the whole city on a range of characteristics including age, gender and geography). Among stakeholders, those representing developers and house builders strongly favoured the high or medium-high options (4 and 3), while representatives of other interests favoured the medium range options (2 and 3)<sup>(57)</sup>. In terms of the views of the public expressed via the Citizens Panel the majority of respondents (68%) stated that the "low-medium" and "medium-high" housing growth scenarios (2 and 3) were their preferred option, followed by the "low" housing growth option (27%). Only 2.5% of Panel Members were in favour of the "high" housing growth option<sup>(58)</sup>.

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58 Local Development Plan Survey - Report of Citizen's Panel Responses, August 2007



### Conclusions on Household Growth and Dwelling Requirement

- 5.9** Of the four household growth scenarios, Scenario 1, with the lowest house building requirement, would be likely to have the least implication for the environment and infrastructure. However, it would make the least contribution to addressing housing demand and affordability concerns. It could also exacerbate commuting and congestion problems if predicted economic growth in the city greatly exceeds household growth. If Cardiff was to adopt this option for household growth, this would leave an overall shortfall in accommodating the regional household growth projected by the Assembly Government.
- 5.10** Scenario 4 would have broadly the opposite implications. It should make the greatest contribution to addressing demand and affordability and would be the least likely of the options to increase commuting into the city. However, it would be likely to have the greatest impact on the environment and infrastructure of Cardiff and could undermine the aspirations of the Wales Spatial Plan and Valley authorities to achieve a better balance of development across the region.
- 5.11** Household growth within the range provided by Scenarios 2 and 3, would balance these potential implications and considerations. It would broadly accord with the SEWSPG agreed apportionment and provide a small element of flexibility across the region.

## 5. Strategic Options

### Employment Growth

**5.12** In preparing LDPs, local planning authorities must ensure that there is sufficient suitable land available for employment uses, well served by infrastructure and in locations that accord with sustainability principles.

**5.13** Between 1991 and 2006, Cardiff experienced high employment growth of 34%, compared with a population increase of just 8.4%. This employment growth, resulting from an increased number of jobs in Cardiff, has been accompanied by:

- a significant increase in daily commuting from the region - daily in-commuters occupied 39% of jobs in Cardiff in 2005;
- a reduction in unemployment<sup>(59)</sup> in Cardiff to 2.6% at March 2006 – broadly in line with Wales and UK rates;
- an increase in the employment rate<sup>(60)</sup> in Cardiff to 69% (compared with 71% in Wales and 74% in the UK).

**5.14** Three employment growth scenarios have been considered, based on varying assumptions about future levels of population growth, employment rates and levels of commuting. These scenarios reflect the fact that in Cardiff employment growth is related not only to population growth and employment/unemployment rates, but also to the level of in-commuting.

- If commuting into the county and the employment and unemployment rates in Cardiff remain at their 2006 levels over the plan period, there would be a requirement to accommodate up to an additional 7,700 jobs in the county by 2021 to accommodate the increase in its population resulting from the range of household growth scenarios. This would involve a significant reduction in employment growth in the city compared with recent trends and represent a **'Low' Employment Growth Option**.
- If daily commuting into the city continues at the 2006 rate over the plan period and the employment rate in Cardiff can be improved to the Wales average, this would require Cardiff to accommodate between 5,600 and 16,000 additional jobs by 2021 (depending on which household growth scenario is

59 The proportion of the population who are of working age, seeking employment, but not in employment

60 The proportion of the population who are of working age and in employment (i.e. excluding those, like students, who are of working age but not seeking employment)

adopted). This would still represent a slowing down of employment growth in the city compared with recent trends and, therefore, be a **'Medium' Employment Growth Option**.

- If daily commuting into the city continues to grow at recent rates and the employment rate in Cardiff can be improved closer to the UK average, this would require Cardiff to accommodate between 19,000 and 30,000 additional jobs by 2021 (depending on which household growth scenario is adopted). This would maintain Cardiff's recent employment growth and represent a **'High' Employment Growth Option**.

**5.15** These are not forecasts of Cardiff's future economic prospects but scenarios based on past trends and future assumptions about employment growth. They rely heavily on the assumptions made, some of which are outside the control of the local planning authority (e.g. unemployment rates tend to reflect national rather than purely local economic considerations). There are also factors such as changing employment patterns (e.g. working from home) which are difficult to anticipate and quantify.

**5.16** The Wales Spatial Plan acknowledges that the continuing competitiveness of Cardiff and the coastal belt is key to the future economic well-being of South East Wales and Wales as a whole. However, this could have significant implications in terms of increased commuting into the city and this issue is being addressed in the ongoing work on the Spatial Plan.

**5.17** Research for the Council undertaken by Cambridge Econometrics<sup>(61)</sup> has forecast that employment in Cardiff will grow by 10.7% (23,200 jobs) between 2006 and 2021. These forecasts are "business as usual" forecasts and are modelled using historical data. The forecasts do not take into account "soft information" such as investment decisions or changes in policy. The forecasts are within the 'High' Employment Growth Option and the narrower range of jobs 'required' by Household Growth Scenarios 2-3. It is also in line with the 7.5-9% increase in population that could result from Household Growth Scenarios 2-3.

**5.18** The Council also sought views on these employment growth scenarios via a Stakeholders Conference and its Citizens Panel. Among stakeholders, those representing developers and house builders generally favoured the high option, while representatives of other interests generally favoured the medium option<sup>(62)</sup>. In terms of the views of the public expressed via the Citizens Panel the majority of respondents (83%) stated that "medium" or "high" employment growth was

61 Economic Forecasts for Cardiff, Cambridge Econometrics, June 2006  
62 Report of Stakeholder Conference and Responses

## 5. Strategic Options

required in order for Cardiff to prosper. More than half of these (45%) called for "medium" employment growth. Only 13% of Panel Members were in favour of the "low" employment growth option<sup>63</sup>.

### Spatial Options

**5.19** Planning Policy Wales states that, wherever possible, previously developed (or brownfield) land should be used in preference to greenfield sites<sup>64</sup>. Re-use of such land can promote sustainability objectives and help regenerate existing communities. The Wales Spatial Plan<sup>65</sup> states that "the use of undeveloped land for housing in locations with high development pressure should be minimised, in particular to the south of and along the M4". Therefore, in considering alternative strategies, it is first necessary to assess the capacity of previously developed land to meet the county's likely future development land requirements and deliver an 'urban containment' strategy.

### Urban Containment

**5.20** At 1 April 2006, planning permission existed for 8,612 dwellings (either under construction or to be commenced) with an additional 4,467 on sites subject to legal agreement. Planning permission for a further 2,189 dwellings was granted (including some subject to legal agreement) in the year from April 2006 to March 2007 and permission was granted (subject to legal agreement) for 645 dwellings at Tyndall Street in July 2007. The main concentrations of this 'land bank' of 15,900 dwellings are indicated on the Key Diagram in Chapter 6.

**5.21** This land bank would provide 11.8 years housing land supply for Household Growth Scenario 1; 10.5 years supply for Scenario 2; 9.6 years supply for Scenario 3; and 8.8 years supply for Scenario 4.

**5.22** In terms of employment land:

- There is very significant capacity for new office development within and south of the City Centre and around the Bay Waterfront. This could amount to at least 400,000m<sup>2</sup> of floorspace and provide some 20,000 jobs. These areas are the most accessible locations in the county - particularly in terms of public transport and for those commuting into the city - and, therefore, the most appropriate location for such employment;

63 Local Development Plan Survey - Report of Citizen's Panel Responses, August 2007

64 Planning Policy Wales, Welsh Assembly Government, March 2002 (paragraph 2.7.1)

65 People, Places, Futures, Welsh Assembly Government, November 2004 (page 52)

- 16 hectares remain at Cardiff Gate for out-of-centre business development;
- The main areas of land available for general industry and warehousing are at Wentloog (53 hectares) and Pengam (10 hectares).

**5.23** Generally, this land, together with existing employment sites, is considered to be sufficient to accommodate the level of employment growth forecast for the plan period, having regard to the following factors:

- nearly 90% of employment in the city is in the service sector;
- approximately 50% of jobs in the city are not located on employment land (e.g. jobs in schools, universities, hospitals, shops, restaurants, hotels, entertainment / leisure facilities, transport and construction);
- key sectors identified by Cambridge Econometrics<sup>(66)</sup> for Cardiff's continuing economic development are Financial Services, Creative Industries, Pharmaceuticals and Hospitality, Leisure and Tourism;
- increasing employment densities (the 34% increase in employment in the city between 1991 and 2006 was not reflected in an equivalent increase in employment land).

**5.24** The Wales Spatial Plan identifies a need to develop proposals for the location of a Premier Business Park in South East Wales. This is currently being pursued by Cardiff Council and neighbouring local planning authorities in collaboration with the Assembly Government. Land owners and developers have submitted to the Council a number of potential candidate sites within Cardiff for such a proposal.

**5.25** Otherwise, current evidence indicates that both the proposed housing and employment requirement for Cardiff up to 2021 can be met generally on previously developed land, without the need to allocate significant areas of greenfield land for such development.

**5.26** Pursuing this option would accord with Planning Policy Wales and the Wales Spatial Plan. It would obviate the need to identify greenfield sites to accommodate future growth and it would support the on-going regeneration of the City Centre and Bay Waterfront areas, district and local centres and redundant and run-down areas (such as around Roath Basin, Dumballs Road and Ferry Road). This is likely to include land released as a result of addressing the significant over capacity in schools in Cardiff.

## 5. Strategic Options

- 5.27** It would help achieve other sustainability objectives by concentrating new development where services and infrastructure already exist or where improved provision would benefit existing communities and by supporting mixed use development and higher density development at accessible locations like key transport nodes. This should help reduce dependence on single occupancy car travel and support walking, cycling and use of public transport.
- 5.28** Pursuing this strategy would require policies to ensure that employment, open space and other community uses are not marginalized to facilitate higher value development schemes. Wherever it remains appropriate, employment and other non-residential land must be safeguarded for such use, either in entirety or as part of mixed use development. Housing redevelopment should support community regeneration and sustainable development by improving access to local employment and community facilities.
- 5.29** It will also be important to ensure that the strategy results in appropriate development. For example, a range and mix of dwelling types is required to meet the range of future housing demand and need in the county. It will also be necessary to safeguard against inappropriate 'town-cramming' within the urban area. This can take the form of over-development of sites or increased pressure on infrastructure, community facilities and open space. Higher density development can support sustainable development but it will remain important to ensure, through the implementation of design and other policies, that sites are not over-developed and are properly supported by community infrastructure.
- 5.30** The Council also sought views on the contribution that brownfield and greenfield sites should make to providing future housing in Cardiff via a Stakeholders Conference and its Citizens Panel. Among stakeholders, those representing developers and house builders all favoured the release of some greenfield land for housing, while representatives of other interests also generally favoured the release of some greenfield land for housing<sup>(67)</sup>. In terms of the views of the public expressed via the Citizens Panel nearly two thirds (62%) of respondents stated that the Council needed to release some greenfield land for housing whilst 38% felt the Council should seek to meet its future housing requirements entirely on brownfield sites<sup>(68)</sup>.

### Urban Expansion Options

- 5.31** Having indicated that Cardiff's proposed future development requirements can be accommodated on previously developed land, Planning Policy Wales suggests that it should not be necessary to consider the allocation of greenfield sites for development through the LDP. However, land owners and developers have submitted to the Council a range of potential development opportunities for inclusion

67 Report of Stakeholder Conference and Responses

68 Local Development Plan Survey - Report of Citizen's Panel Responses, August 2007

in the LDP, including both previously developed and greenfield sites and, in response to the latter, the Council has undertaken an initial assessment of urban expansion options.

**5.32** In considering potential urban expansion strategies regard has been given to the following **strategic conservation interests and other environmental constraints**:

- sites designated for their European or national **nature conservation** importance and, thereby, benefiting from statutory protection;
- areas identified as having **special landscape value**, meriting general 'protection' from development that can be accommodated elsewhere<sup>(69)</sup>;
- areas identified by the Environment Agency as at risk from **flooding**;
- areas where there are constraints in terms of **minerals or aquifers**; and
- areas to the north of the M4 and on the eastern boundary with Newport that the Council has previously agreed with neighbouring planning authorities<sup>(70)</sup> should be designated and protected as **Green Belt**<sup>(71)</sup>.

**5.33** Significant urban expansion would inevitably place increased demands on existing infrastructure, including transport, utilities and community facilities and an important aspect of assessing expansion options is how these issues are best addressed. In particular, the traffic and transport implications of urban expansion need to be considered within the context of existing daily commuting into the city and how this may change over the plan period. The main concentrations of commuting into the city are:

- from the north east – via the M4, A48M and A48T;
- from the north west – via the M4 and A470; and
- from the south west – via the A48T, A4055 (Cogan Spur) and A4160 (Penarth Road).

**5.34** Increased levels of commuter traffic can be anticipated via each of these routes over the plan period. The level of new house building proposed for the southern portion of RCT is likely to have a particular impact<sup>(72)</sup>.

69 Cardiff Landscape Study 1999 (Currently being up-dated)

70 Comprising the 10 Counties of Blaenau Gwent, Bridgend, Caerphilly, Cardiff, Merthyr Tydfil, Monmouthshire, Newport, Rhondda Cynon Taff, Torfaen and Vale of Glamorgan plus the Brecon Beacons National Park Authority (see Figure 3)

71 Agricultural land quality is also a significant factor, but no up-to-date county wide survey exists to enable assessment at this stage

72 RCT Preferred Strategy 2007

## 5. Strategic Options

**5.35** Having regard to these strategic conservation, environmental and transport considerations, three main strategic options for urban expansion have been identified:

- North-eastern expansion
- North-western expansion
- Dispersed expansion

### North Eastern Expansion

**5.36** This option is based on development opportunities at the northern extremity of the transport corridor into the city from the north east, via the M4, A48M and A48T. Candidate housing sites have been submitted to the west and east of the recent Pontprennau development together with an opportunity to extend the existing Cardiff Gate Business Park. These sites would require detailed assessment but offer development options having regard to the strategic conservation/environmental constraints identified above.

**5.37** The deposited Unitary Development Plan (UDP)<sup>(73)</sup> proposed the allocation of land between Lisvane and Pontprennau to meet the housing requirement identified at that time. This land was considered to offer the greatest flexibility for addressing accessibility requirements, particularly for improved public transport, to allow the early release of land on the scale considered necessary at that time.

**5.38** Significant improvement in accessibility and capacity for urban expansion along this corridor will depend on implementation of the Eastern Bay Link<sup>(74)</sup>. In conjunction with proposed park and ride facilities, this will enable the reallocation of road space to public transport and the introduction of bus priority measures on Eastern Avenue, Southern Way and part of Newport Road. However, the scheme is currently unfunded.

### North Western Expansion

**5.39** Candidate housing sites and a potential site for a Premier Business Park have been submitted to the north west of the city. These sites would require detailed assessment but offer development options having regard to the strategic conservation/ environmental constraints identified above.

73 Cardiff Council, October 2003

74 See Paragraph 6.23

- 5.40** As the deposited UDP acknowledged<sup>(75)</sup>, because of restricted highway capacity, significant improvement in public transport accessibility to the west of the city and large-scale urban expansion in that location are dependent on the provision of a new public transport route. The Preferred Strategy<sup>(76)</sup> includes a proposed extension to the segregated public transport network to the north west of the city and beyond into Rhondda Cynon Taff. This proposal would help address the increasing level of commuting approaching Cardiff from the north west, which is likely to increase with the level of new house building proposed for the southern portion of RCT. However, the proposal is at the early stages of investigation. There is no preferred alignment route (either beyond the urban fringe or within the existing urban area), no rapid transit mode or scheme specific objectives have yet been identified, and no funding is in place.
- 5.41** Strategic cross boundary issues are currently the subject of joint discussions between Cardiff, Rhondda Cynon Taff, the Vale of Glamorgan and the Welsh Assembly Government. The potential for a north western strategic option, including transport considerations, will be clarified by these discussions.

### Dispersed Expansion

- 5.42** An alternative to concentrating urban expansion, is to disperse any requirement for new greenfield housing and employment around the city. This could be seen as dispersing the impact of new development. However, significant urban expansion would inevitably have an impact on existing infrastructure, including transport, utilities and community facilities. A 'dispersal' strategy would make it more difficult to properly address infrastructure requirements (because of the economies of scale and potential for obtaining developer contributions) and inevitably place an increased burden on existing infrastructure.

#### Question 4

Do you agree that Chapter 5 adequately addresses the key strategic growth and spatial options for the LDP? If not please identify key strategic options that have been omitted.

75 Para 2.L.5  
76 See paragraph 6.22

# 5. Strategic Options

## 6. Preferred Strategy



## 6. Preferred Strategy

### 6 Preferred Strategy

#### 6.1 The Preferred Strategy for the Cardiff LDP reflects:

- relevant social, economic and environmental trends and issues;
- the national, regional and local policy context within which the plan is being prepared, including the Wales Spatial Plan, Planning Policy Wales and the Cardiff Community Strategy; and
- available development options and, particularly, the amount of previously developed land known or likely to be available for redevelopment and regeneration over the plan period.

#### 6.2 In particular, the Strategy recognises:

- the strong functional relationship between Cardiff and the rest of South East Wales and the need to collaborate with neighbouring planning authorities and other interests to support the development of south east Wales as a networked city region;
- the importance of Cardiff to the economy of South East Wales and the Principality and the need to enable Cardiff to continue to deliver economic growth;
- the fact that while Cardiff is a prosperous city, pockets of severe deprivation and social exclusion remain and access to affordable housing is an issue for many;
- the need to address increasing traffic levels and impacts if Cardiff and the region are to function efficiently and stay competitive;
- Cardiff's environment is to remain clean, safe and healthy;
- the vulnerability of the environment and interests of conservation importance in Cardiff to development pressure; and
- the need to address the climate change agenda.

### Household Growth and Housing Requirement

- 6.3** Provision will be made for between 22,750 and 24,750 new dwellings in Cardiff over the plan period (2006-21). This would represent a 11%-22% increase in house building in Cardiff compared with the previous 15 year period (1991-2006).

It would enable Cardiff to accommodate between 24,500 and 26,500 additional households by 2021. This broadly accords with the apportionment of projected regional household growth agreed with neighbouring planning authorities (see Chapter 3) and would provide a small element of flexibility across the region.

### Question 5

Do you agree that the dwelling requirement for Cardiff from 2006 to 2021, identified in paragraph 6.3, is appropriate? If not please give reasons.

**6.4** Having regard to the amount of land that already has planning permission for housing and the potential further supply of previously developed land identified below, it is evident that this proposed new dwelling requirement can be accommodated without a need to allocate a major greenfield site for housing. The existing 'land bank' of 15,900 dwellings identified in Section 5 would provide between 9.6 and 10.5 years housing land supply at the proposed requirement range. It is anticipated that the remaining requirement - for approximately 6,850-8,850 dwellings - will be accommodated by:

- currently proposed housing or mixed use schemes on various previously developed sites in Cardiff Bay (including in the Dumballs Road and Ferry Road areas);
- small (<10 units) mainly previously developed sites across the city (which have come forward at a rate of approximately 126 dwellings per annum over the past 15 years);
- other previously developed sites that may be assessed as appropriate for housing over the plan period, including submitted candidate sites and redundant school sites.

### Question 6

Do you agree that the new dwelling requirement identified in paragraph 6.3 can and should be accommodated on previously developed land, including land that has planning permission? If not please give reasons.

**6.5** This strategy accords with:

## 6. Preferred Strategy

- **Planning Policy Wales** - which advocates the use of previously developed land in preference to greenfield sites; and
- **the Wales Spatial Plan** - which states that "the use of undeveloped land for housing in locations (in South East Wales) with high development pressure should be minimised, in particular to the south of and along the M4".

**6.6** Pursuing this option would support the reuse of redundant land and on-going regeneration initiatives across the City. It would help achieve other sustainability objectives by concentrating new development where services and infrastructure already exist or where improved provision would benefit existing communities and by supporting mixed use development and higher density development at accessible locations like key transport nodes.

**6.7** In pursuing this strategy, the Council will ensure that:

- employment, open space and other community uses are not marginalized to facilitate higher value residential schemes. Wherever it remains appropriate, employment and other non-residential land will be safeguarded for such use, either in entirety or as part of mixed use redevelopment. Housing redevelopment should support community regeneration and sustainable development by improving access to local employment and community facilities;
- a range and mix of dwelling types is achieved to meet the range of future housing demand and need in the county. Wherever appropriate, the Council will seek the provision of housing suitable for families and will issue Supplementary Planning Guidance to control the density of future housing developments and secure a range and mix of dwelling types. The Sustainability principles also support seeking to achieve a better 'fit' between household and dwelling sizes across the City;
- the need for **affordable housing** is addressed. The Council's housing waiting list and current Housing Needs Study reveal extensive housing need in Cardiff. In line with Assembly guidance, a Local Housing Market Assessment is currently being undertaken which will up-date this evidence of need. Approximately 10% of currently consented dwellings are classified as affordable; the aim is to secure at least 30% of affordable housing on new housing sites over the plan period;
- the strategy does not result in inappropriate 'town-cramming' within the urban area. Higher density development can support sustainable objectives but it will remain important to ensure, through the implementation of design policies, that sites are not over-developed.

### Question 7

Do you agree that paragraph 6.7 identifies the key issues that need to be addressed if the new dwelling requirement is to be mainly accommodated on previously developed land? If not please give reasons.

**6.8** The LDP will also support implementation of the Council's Neighbourhood Improvement Programme<sup>(77)</sup> which aims to close the gap between the most deprived neighbourhoods and the city as a whole. Key priorities in meeting this aim are:

- improving housing and environmental conditions;
- increasing economic activity and learning provision;
- reducing crime and fear of crime;
- improving community health and well-being;
- providing accessible facilities and services.

**6.9** The following areas have been prioritised for action - Ely and Caerau, Butetown, Splott, Trowbridge, Llanrumney, Pentwyn, South Riverside, North Grangetown, Adamsdown, Pentrebane/Fairwater and Gabalfa Estate/Llandaff North.

### Employment and the Economy

**6.10** The LDP will provide development opportunities for Cardiff to continue to deliver economic growth for South East Wales and the whole nation, as required by the Wales Spatial Plan. The LDP will be able to accommodate the 10.7% growth in jobs in Cardiff (23,200 jobs), forecast by Cambridge Econometrics between 2006 and 2021, if current trends continue. This forecast forms the basis for the current Economic Strategy for Cardiff<sup>(78)</sup> and would enable the city to maintain its role within the regional and national economies.

### Question 8

Do you agree that the level of economic growth, identified in paragraph 6.10, projected for Cardiff from 2006 to 2021 is appropriate? If not please give reasons.

77 Cardiff Council March 2007  
78 Competitive Capital, The Cardiff Economic Strategy 2007-2012

## 6. Preferred Strategy

**6.11** This forecast level of employment growth would be broadly in line with the increased City population if the proposed housing requirement is met in full. Assuming unemployment remains broadly at its current low level, this would allow for some increase in economic activity towards national levels and could see daily commuting to the city continuing at its current rate over the plan period. This makes it important that opportunities for economic development are widely accessible, particularly from the region and by public transport. Otherwise development could be self-defeating by making the city more prone to congestion and, therefore, less accessible.

**6.12** In overall terms, existing employment sites and opportunities identified in Section 5 are considered to be sufficient to accommodate the level of employment growth forecast for the plan period, having regard to:

- the fact that nearly 90% of employment in the city is in the service sector and that approximately 50% of jobs in the city are not located on employment land for example construction jobs and jobs in public services such as schools and universities. In this respect it is important to consider that the Cambridge Econometrics forecasts predict below average growth in the public sector, and hence employment growth is likely to be concentrated in the private sector which is more likely to require employment land;
- the very significant capacity for new office development within and to the south of the City Centre and around the Bay Waterfront. These areas are the most accessible locations in the county - particularly in terms of public transport and for those commuting into the city - and, therefore, the most appropriate location for employment and other major trip generating uses;
- the capacity for out-of-centre business development at Cardiff Gate and general industry and warehousing at Wentloog, Pengam and Leckwith;
- increasing employment densities in the city.

### Question 9

Do you agree that employment opportunities identified in paragraph 6.12 are sufficient to accommodate the level of employment growth forecast in paragraph 6.10. If not please give reasons.

**6.13** This strategy accords with the requirement of Planning Policy Wales that new employment uses are located in accordance with sustainability principles – including preference for the re-use of previously developed land, proximity to existing urban developments, good accessibility to public transport, the primary road network

and good quality telecommunications. Successful implementation of the strategy will require strategically important existing and permitted employment sites to be safeguarded for such use or for mixed use development including a significant employment component.

- 6.14** Sites available for economic development must be of an appropriate quality to attract investors and developers. In this context, the Wales Spatial Plan identifies a need to develop proposals for the location of a **Premier Business Park** in South East Wales. This is currently being investigated in collaboration with the Welsh Assembly Government and neighbouring local planning authorities. The deposit LDP will need to reflect the outcome of these investigations.
- 6.15** The **retail** sector in Cardiff is a significant source of employment and attractor of visitors and income to the city. As a high value land use it has also been an important catalyst for urban regeneration, particularly in the Bay area. Given the level of recent and current retail development in the city (750,000 sq ft at St David's 2), it is not anticipated that there will be a requirement for substantial additional retail floorspace over the plan period. If capacity studies show there to be scope for further investment, this will continue to be focused towards the City Centre, district and local centres and approved regeneration schemes.

### Question 10

Do you agree that if there is a requirement for additional retail floorspace in Cardiff, it should continue to be focused on the city centre, district and local centres and approved regeneration schemes? If not please give reasons.

- 6.16** The City Centre and Bay Waterfront areas will also continue to be the main focus for leisure and tourism development, including the International Sports Village.

### Transportation

- 6.17** Priority will be given to developing an efficient, integrated and sustainable transport system for Cardiff and linking to its hinterland. This will be essential to help:
- achieve a successful, competitive city region based on Cardiff, as envisaged by the Wales Spatial Plan and, in particular, accommodate increasing commuting in a sustainable manner;
  - address issues of deprivation and social exclusion within Cardiff;

## 6. Preferred Strategy

- reduce the impact of transport, particularly emissions, on the environment; and
- encourage and support more sustainable and healthy life styles.

**6.18** The emphasis will be on managing travel demand, network management and improving opportunities for sustainable travel including walking, cycling, use of public transport and alternatives to road freight.

**6.19** Provision for improved public transport will include identifying sites for park & ride facilities on the main routes into Cardiff. These sites may be within Cardiff or, where appropriate and with the agreement of neighbouring local planning authorities, outside the county boundary. These facilities will be supported by bus priority measures on radial routes into Cardiff to encourage the use of park and ride and public transport by improving bus journey times and, thereby, reduce traffic growth, congestion and emissions.

**6.20** A new public transport interchange is planned adjacent to Cardiff Central Station and a new rail station to serve the St Mellons area, as identified within the Sewta Rail Strategy Study for detailed investigation.

**6.21** A new high quality public transport link is planned between the City Centre and Bay Waterfront areas.

**6.22** A need has been identified for a major extension to the segregated public transport network from central Cardiff north-westwards towards Creigiau and beyond the county boundary into Rhondda Cynon Taff. Its primary purpose would be to sustainably manage increasing commuting into the city from the recent and planned major new housing developments in Rhondda Cynon Taff. The proposal is at the very early stages of investigation; no preferred alignment route, type of rapid transit mode or specific scheme objectives have yet been identified. Consideration of the proposal, including options and funding, needs to be progressed at a regional level including Rhondda Cynon Taff, the Vale of Glamorgan and the Welsh Assembly Government .

**6.23** A **strategic highway improvement** will assist in reallocating road space and providing opportunities on the road network for bus priorities, cycling and walking improvements, resulting in more sustainable travel and a safer and cleaner City environment. The **Eastern Bay Link** will complete the Peripheral Distributor Road (PDR) around Cardiff by connecting the Butetown Tunnels with the A48 Eastern Avenue at Llanedeyrn Interchange. It will improve access from the east to the City Centre and employment areas in Cardiff Bay and enable the reallocation of road space to provide opportunities for bus priorities, cycling and walking improvements. The proposed indicative route identified on the Key Diagram differs from that for

which land is safeguarded by the adopted City of Cardiff Local Plan and, thereby, avoids encroachment into a site of international importance for nature conservation. A revised land-take will be identified in the deposited LDP.

- 6.24** Subject to consultation on the Preferred Strategy, it is the intention to formally abandon the Thornhill M4 Motorway Interchange and Ely Spur identified in the approved Structure Plan<sup>(79)</sup> and the St Mellons-Wentloog Link Road identified in the deposited Cardiff Unitary Development Plan<sup>(80)</sup>.

### Question 11

Do you agree that the transport proposals identified in paragraphs 6.19 - 6.24 (and in more detail in policies 10 - 15) are appropriate? If not please give reasons.

### Conservation and the Environment

- 6.25** This strategy will enable the continued protection and, where appropriate, enhancement of interests of conservation and environmental importance within the county, including:

- **biodiversity and nature conservation** resources - including sites of international, national and local importance and protected species;
- the **historic environment** - including ancient monuments and other archaeological remains, listed buildings, conservation areas and historic parks, gardens and landscapes;
- the **countryside** and **undeveloped coastline** - including the character and quality of the landscape;
- **open space** that is important for recreation, amenity, nature and historic conservation - including the **river valleys**.

- 6.26** Two areas of the countryside are proposed for designation and protection as Green Belt:

- on the eastern boundary of the county - to prevent further coalescence of the urban areas of Cardiff and Newport; and
- north of the M4 at Caerphilly Mountain - to protect the setting of the city.

## 6. Preferred Strategy

### Question 12

Do you agree that it is appropriate to designate the two areas of countryside, identified in paragraph 6.26 as Greenbelt? If not please give reasons.

**6.27** A Landscape Study of Cardiff undertaken on behalf of the Council in 1999, using CCW' LANDMAP methodology, identified five Special Landscape Areas within Cardiff meriting special protection. These are indicated on the Key Diagram. The study is currently being updated using the latest LANDMAP methodology and may result in revised proposals for Special Landscape Areas being included in the deposited LDP.

**6.28** The LDP will also address how new development can reduce the causes of **climate change** and respond to its implications, including:

- reducing carbon emissions;
- responding to increasing flood risk; and
- ensuring that new development provides for the efficient use of energy, water and other resources and, where appropriate, renewable energy generation.

### Question 13

Do you agree that the Preferred Strategy makes adequate provision for the protection and enhancement of conservation and environmental interests in Cardiff? If not please give reasons.

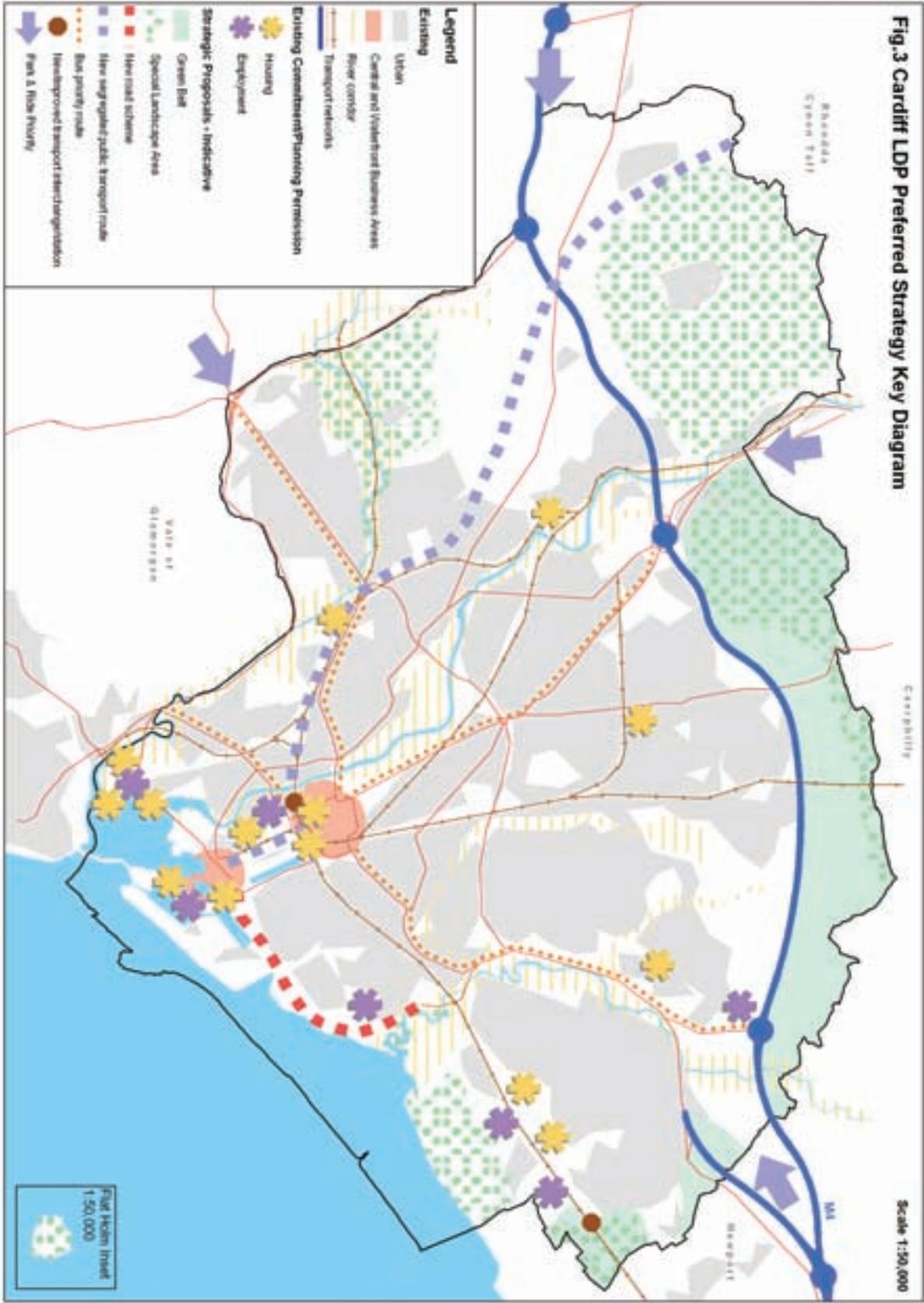
## Waste

**6.29** Cardiff produces around a million tonnes of waste each year varying from harmless inert materials to highly toxic chemical by-products and residues. Presently the main method of disposal is through landfill which is completely unsustainable. However European and National guidance propose a move to more sustainable waste management methods such as re-use and recycling over the next twenty years, and set out a range of targets for different waste streams. The strategy proposes that these new sustainable waste management methods will be accommodated on the existing landbank of sites for general industry.

### Question 14

Do you agree that the Preferred Strategy makes appropriate provision for waste management? If not please give reasons.

# 6. Preferred Strategy



## 7. Strategic Policies



## 7. Strategic Policies

### 7 Strategic Policies

#### General Development Principles

##### Policy 1

Provision will be made to meet the requirement for new homes, infrastructure, investment, jobs and innovative design in Cardiff in a way that is consistent with **sustainable development principles** including the need to reduce carbon emissions and improve the quality of the built environment.

##### Policy 2

All new development will be required to demonstrate sustainable good **design** that:

- i. responds to and improves local character and context;
- ii. relates to adjoining spaces and the public realm;
- iii. provides a safe, secure and accessible environment for all;
- iv. provides for the efficient use and management of energy, water and other resources and, where appropriate, renewable energy generation;
- v. is adaptable to changing requirements; and
- vi. addresses issues of layout, density, scale, massing, height, detailing and landscaping.

### Policy 3

**Planning obligations** will be sought to secure improvements in infrastructure, facilities and services, and other requirements necessary to make development acceptable, including:

- i. access, circulation, parking, public transport provision and infrastructure for walking and cycling;
- ii. affordable housing;
- iii. employment opportunities and complementary facilities including training;
- iv. open space, recreation and leisure;
- v. public realm improvements and public art;
- vi. schools;
- vii. waste management facilities and services;
- viii. community facilities;
- ix. protection, enhancement and management of environment and conservation interests; and
- x. other facilities and services considered necessary.

### Housing

#### Policy 4

Provision will be made for the development of between 22,750 and 24,750 **new dwellings** in Cardiff between 2006 and 2021. This requirement will be met principally through the redevelopment of previously developed land, including sites that have already been granted planning permission.

## 7. Strategic Policies

### Policy 5

The development of **sustainable communities** will be promoted with a mix of dwelling sizes, types and affordability and, where necessary, securing through planning obligations local employment and service uses, transport provision, schools, recreation and other community facilities.

### Policy 6

Where there is evidence of need, the Council will seek at least 30% of **affordable housing** on new housing (or mixed use including housing) developments.

### Economy and Employment

### Policy 7

Land currently used, permitted or allocated for employment purposes in accessible by a choice of means of transport and sustainable locations will be safeguarded for such purposes or for mixed-use development incorporating a significant element of employment use.

### Policy 8

Development will be favoured that supports the vitality, attractiveness and viability of the **City Centre** and the ongoing regeneration of the **Bay Waterfront area**, including:

- i. New and improved retail facilities within the Central Shopping Area;
- ii. New offices within the Central and Waterfront Business Areas;
- iii. The provision of major sports and visitor facilities within the Central and Waterfront Business Areas and around the Bay waterfront.

### Policy 9

Development will be favoured that supports the regeneration of existing **district and local centres**, including retail, other commercial development and housing, of a scale appropriate to the particular location.

### Movement

### Policy 10

Development proposals, transport policies and infrastructure improvements will give priority to improving **accessibility** by a choice of means of transport within and to Cardiff and developing an **integrated transport** system in ways that:

- i. Minimise travel demand, reduce the need to travel and reduce dependency on single occupancy car travel;
- ii. Facilitate walking, increased cycling and use of public transport;
- iii. Support the movement of freight by rail or water; and
- iv. Benefit the environment.

### Policy 11

Priority will be given to improving **public transport** infrastructure and services in Cardiff, including safeguarding land for:

- i. an extension to the segregated public transport network from the City Centre to the north west of the city and beyond;
- ii. a new link between the City Centre and Bay Waterfront;
- iii. an improved City Centre public transport interchange; and
- iv. a new rail station at St Mellons

## 7. Strategic Policies

### Policy 12

Sites will be identified for new **park and ride/share facilities** on the following main routes into the city:

- i. M4/A48M from the east;
- ii. A470;
- iii. M4 from the west;
- iv. A48 from the west.

### Policy 13

**Bus priority measures** will be explored and introduced on key parts of the network to provide supporting infrastructure for the proposed Park and Ride facilities. These include:

- i. City Centre routes;
- ii. A470 North Road/Manor Way corridor;
- iii. Cowbridge Road East/West;
- iv. Newport Road corridor;
- v. Pontprennau corridor;
- vi. Leckwith corridor;
- vii. Cogan corridor (Penarth Road)

Other schemes will be considered as appropriate

### Policy 14

Land will be safeguarded for the **Eastern Bay Link** primary road network improvement to provide benefits for public transport.

### Policy 15

Land will be safeguarded to create the following **strategic recreational routes** to help deliver the aims of the Cardiff River Valleys Initiative:

- i. Ely Trail;
- ii. Rhymney Trail;
- iii. Cardiff Bay;
- iv. Nant Fawr.

### Conservation and the Environment

### Policy 16

The character and quality of **conservation areas** in Cardiff will be preserved and, where appropriate, enhanced in line with appraisals for each area.

### Policy 17

The character, setting and historic value of sites in Cardiff included on the Register of **Historic Parks, Gardens and Landscapes** will be preserved and, where appropriate, enhanced.

### Policy 18

The **bio-diversity and nature conservation** resource of Cardiff will be protected and, where appropriate, enhanced.

## 7. Strategic Policies

### Policy 19

The **countryside** of Cardiff outside settlement boundaries will be protected and, where appropriate, enhanced for its landscape, amenity, bio-diversity and rural economic value through:

- i. support of agriculture, forestry and other uses that need to be located within the countryside;
- ii. encouraging countryside management in line with the Council's Countryside Strategy; and
- iii. facilitating access to and enjoyment of the countryside

### Policy 20

The character and quality of the **landscape** of Cardiff will be protected and, where appropriate, enhanced, in particular the **Special Landscape Areas** identified on the key diagram at:

- i. the St Fagans Lowlands and the Ely Valley;
- ii. the Garth Hill Uplands and the Pentyrch Ridges and Valleys;
- iii. the Fforest Fawr and Caerphilly Ridge;
- iv. the Wentloog Levels; and
- v. Flat Holm.

### Policy 21

Access to the **coastline** will be improved. The undeveloped coastline east of the Rhymney River will be protected from unsuitable development and enhanced in conjunction with access improvements.

### Policy 22

Land will be designated and protected as **Green Belt** at the following locations:

- i. On the eastern boundary of the county, to prevent further coalescence between Cardiff and Newport;
- ii. North of the M4 Motorway at Caerphilly Mountain, to protect the setting of the city.

### Policy 23

Areas of **open space** within Cardiff that are important for amenity, recreation, nature conservation or historic conservation will be protected and enhanced, particularly the **river corridors** and other networks of open space that provide wildlife corridors and facilitate access between the urban area and the countryside.

### Policy 24

Development will not be permitted

- i. within tidal or fluvial flood plains unless existing or proposed flood prevention and/or protection measures are adequate; or
- ii. where it would increase the risk of **flooding**; or
- iii. where it would hinder future maintenance or improvement schemes of flood defences and watercourses;
- iv. where it would cause adverse effect on the integrity of tidal or fluvial defences, habitats or nature conservation interests.

### Policy 25

Development will not be permitted that would cause unacceptable harm to the **quality or quantity of underground, surface or coastal waters**.

### Energy, Minerals and Waste

### Policy 26

All appropriate, development proposals should maximise the provision of **renewable energy generation** from micro-generating equipment.

## 7. Strategic Policies

### Policy 27

Development proposals will be favoured which contribute to meeting **renewable energy and energy efficiency** targets where there is no unacceptable impact on the interests of conservation, areas of nature conservation and landscape importance and local amenity.

### Policy 28

Cardiff will continue to contribute its traditional share to **regional aggregate supplies** by:

- i. promoting and supporting the efficient use of minerals and use of alternatives to naturally occurring minerals;
- ii. protecting existing mineral reserves and potential mineral resources from development that would preclude their future extraction; and
- iii. ensuring an adequate supply of permitted reserves of aggregates.

### Policy 29

**Waste** arisings from Cardiff will be managed within the county by:

- i. promoting and supporting additional treatment facilities, measures and strategies that represent the best practicable environmental option, having regard to the waste hierarchy and the proximity principle;
- ii. encouraging the provision of in building treatment facilities on existing and allocated areas of general industry;
- iii. supporting the provision and maintenance of sustainable waste management storage and collection arrangements in all appropriate new developments; and
- iv. supporting waste minimisation and the provision of facilities that use recycled or composted products.

### Question 15

Overall are you satisfied with the Preferred Strategy for Cardiff? If not please give reasons.

# 7. Strategic Policies

## Appendix 1 Glossary of Terms

Glossary of Terms	
Baseline	A description of the present state of the area against which to measure change.
Candidate Sites	<p>The LDP Manual (Welsh Assembly Government 2006) recommends that local planning authorities engage with developers and landowners at the evidence gathering stage of the LDP process to obtain information about potential development sites that may be included in the plan.</p> <p>Accordingly, in April 2006, the Council formally invited developers, landowners, agents, Council departments and others with an interest in land to submit sites they wished to be considered for development or reuse through the LDP, for a range of uses, including housing, employment, retail, leisure, waste, transport (e.g. park and ride sites), open space and other community uses. Sites were required to be at least 0.4 hectares, unless proposed to accommodate 15 or more dwelling units or 500 square metres of office, leisure or retail floorspace.</p>
Citizens Panel	The Citizens' Panel is made up of a representative sample of around 1,500 local residents from across the County. Panel members are invited to participate in a number of consultation exercises on various topics.
Community Involvement Scheme (CIS)	Sets out the project plan and policies of the local planning authority for involving local communities, including businesses, in the preparation of the local development plan. The CIS is submitted to the Assembly Government as part of the Delivery Agreement for its agreement.

## Appendix 1. Glossary of Terms

Glossary of Terms	
Community Strategy	Local authorities are required by the Local Government Act 2000 to prepare these, with the aim of improving the social, environmental and economic well being of their areas.
Consultation	A formal process in which comments are invited on a particular topic or set of topics, or a draft document.
Delivery Agreement	A document comprising the local planning authorities timetable for the preparation of the LDP together with its Community Involvement Scheme, submitted to the Assembly Government for agreement.
Evidence Base	Interpretation of baseline or other information / data to provide the basis for plan policy.
Initial Sustainability Appraisal Report	A term used to refer to the Sustainability Appraisal Report, produced at the Preferred Strategy stage. This assesses the LDP options against the Sustainability Appraisal framework. The report is then expanded at the Deposit LDP stage and finalised alongside the Adoption Statement.
Local Development Plan (LDP)	<p>The required statutory development plan for each local planning authority area in Wales under Part 6 of the Planning and Compulsory Purchase Act 2004.</p> <p>A land use plan that is subject to independent examination, which will form the statutory development plan for a local authority area. It should include a vision, strategy, area wide policies for development types, land allocations, and where necessary policies and proposals for key areas of change and protection.</p>

## Appendix 1. Glossary of Terms

Glossary of Terms	
	Policies and allocations must be shown geographically on the Proposals Map forming part of the plan.
Local Development Plans Wales (LDPW)	Planning policy guidance document from the Assembly Government on the preparation of Local Development Plans.
Local Planning Authority (LPA)	A planning authority responsible for the preparation of the LDP.
Mitigation	Measures to avoid, reduce or offset significant adverse effects.
Pre Deposit proposals documents	These include the vision, strategic options, preferred strategy, key policies, and the Sustainability Appraisal report.
Pre deposit stage	The strategic Options and Preferred Strategy stage of LDP preparation.
Scoping SA	The process of deciding the scope and level of detail of a Sustainability Appraisal, including sustainability effects and options which need to be considered, the assessment methods to be used, and the structure and contents of the SA Report.
Stakeholders	Interests directly affected by the LDP (and / or SEA) - involvement generally through representative bodies.
Strategic Environmental Assessment (SEA)	Generic term used to describe environmental assessment as applied to policies, plans and programmes. The SEA Regulations require a formal "environmental assessment of certain plans and programmes, including those in the field of planning and land use."
Wales Spatial Plan (WSP)	A plan prepared and approved by the National Assembly for Wales under S60 of the Act, which sets out a strategic framework to guide future development

## Appendix 1. Glossary of Terms

### Glossary of Terms

and policy interventions, whether or not these relate to formal land use planning control. Under S62 (5) (b) of the Act a local planning authority must have regard to the WSP in preparing an LDP.

### Appendix 2 Self-Assessment: Tests of Soundness

When the Council has finalised its Local Development Plan, it must place it on deposit for public inspection and the submission of representations, and then submit it to the Welsh Assembly Government for examination by an independent inspector. The inspector appointed by the Assembly must determine whether the plan is fundamentally sound having regard to ten test of soundness set out in guidance issued by the Assembly and the Planning Inspectorate<sup>(81)</sup>.

The following table sets out the ten tests of soundness and the Council's assessment of its progress to date in meeting each of them.

Tests of Soundness		
Procedural Tests		
<b>P1</b>	<b>It has been prepared in accordance with the Delivery Agreement including the Community Involvement Scheme</b>	<p>The Delivery Agreement sets out the process for production of the LDP and the preparation of the SEA/SA. This test will be proven by a check against the main procedures outlined in the DA:</p> <p><b>LDP</b></p> <p>Candidate sites invited April 2006</p> <p>Development of evidence base – ongoing</p> <p>Issues meetings with Community Councils and adjoining authorities – April/May/June 2006</p> <p>Engagement with key stakeholders through preparation of various local and regional strategies - ongoing</p> <p>Consultee Conference held April 2006</p> <p>Engagement with Citizens Panel and Community Planning Partnership - July/August 2007</p> <p>Consultation on Preferred Strategy – October/November 2007</p> <p><b>SA/SEA</b></p>

## Appendix 2. Self-Assessment: Tests of Soundness

Tests of Soundness		
		<p>Development of SEA/SA baseline information – ongoing</p> <p>Issues Workshops – June 2006, December 2006, January 2007</p> <p>Consultation on Scoping Report – 5 weeks November to December 2006</p> <p>Consultation on Sustainability Report – October/November 2007</p>
<b>P2</b>	<b>The Plan and its policies have been subjected to Sustainability Appraisal including Strategic Environmental Assessment</b>	<p>Following stakeholder engagement and consultation, a Scoping Report for Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA) of the Cardiff LDP was adopted by the Council's Executive and published in March 2007.</p> <p>An Initial Sustainability Appraisal Report has been prepared and published for consultation as part of the Council's pre-deposit proposals. It shows how SA/SEA have informed the preparation of the Preferred Strategy and details the methodology, process and results of the assessments of the alternative and preferred LDP strategies against the Sustainability Objectives identified in the SA/SEA Scoping Report .</p>
Consistency Tests		
<b>C1</b>	<b>It is a land use plan which has regard to other relevant plans, policies and strategies relating to the area or adjoining areas</b>	<p>Section 3 of the Preferred Strategy Report identifies the national, regional and local policy framework within which the Preferred Strategy has been prepared.</p> <p>The LDP SA/SEA Scoping Report includes a review (Technical Appendix 1) of plans, policies and programmes from all levels of government (European, national, regional and local) that have been considered in undertaking SA/SEA of the LDP.</p>

## Appendix 2. Self-Assessment: Tests of Soundness

Tests of Soundness		
		The Preferred Strategy takes account of those aspects that are of strategic significance. Other, more detailed aspects will be considered in preparing the full LDP for deposit.
<b>C2</b>	<b>It has regard to national policy</b>	<p>Section 3 of the Preferred Strategy Report identifies the main elements of the national policy framework which the Council has had regard to in preparing the Preferred Strategy Report.</p> <p>The LDP SA/SEA Scoping Report includes a review (Technical Appendix 1) of all national plans, policies and programmes that have been considered in undertaking SA/SEA of the LDP.</p> <p>The Preferred Strategy takes account of those aspects of national policy that are of strategic significance. Other, more detailed aspects will be considered in preparing the full LDP for deposit.</p>
<b>C3</b>	<b>It has regard to the Wales Spatial Plan</b>	Section 3 of the Preferred Strategy Report directly references the Wales Spatial Plan and the Preferred Strategy reflects the Spatial Plan's vision, strategy, propositions and actions for Cardiff and the SE Wales area (The Capital Network).
<b>C4</b>	<b>It has regard to the Community Strategy</b>	Section 3 of the Preferred Strategy Report directly references 'Proud Capital: the Cardiff Community Strategy 2007-2017' and Section 4 (Vision and objectives) builds upon it.
Coherence and Effectiveness Tests		
<b>CE1</b>	<b>The plan sets out a coherent strategy from which its policies and allocations flow and, where cross boundary issues are relevant, it is compatible with the development plans</b>	<p>The Council considers its Preferred Strategy to be coherent and to flow from the identified national, regional and local policy framework including the Wales Spatial Plan and the Community Strategy.</p> <p>It also takes into account work undertaken at the regional level, with neighbouring local authorities, on apportioning projected household growth in South</p>

## Appendix 2. Self-Assessment: Tests of Soundness

Tests of Soundness		
	<b>prepared by neighbouring authorities</b>	<p>East Wales, the recommendations of the regional waste plan, the emerging Regional Transport Plan and other regional working.</p> <p>At this stage, the Preferred Strategy Report only identifies proposed strategic policies and broad locations for development. Detailed policies and allocations will be included in the full deposit plan.</p>
<b>CE2</b>	<b>The strategy, policies and allocations are realistic and appropriate having considered the relevant alternatives and are founded on a robust and credible evidence base</b>	The views of key stakeholders on the Preferred Strategy have been tested through a stakeholder conference and the Council's Citizens Panel and Community Partnership. The Preferred Strategy is considered to represent a realistic and appropriate basis for the LDP.
<b>CE3</b>	<b>There are clear mechanisms for implementation and monitoring</b>	Because of its strategic focus, the Preferred Strategy Report does not include mechanisms for implementation and monitoring. These will be included in the full deposit plan.
<b>CE4</b>	<b>It is reasonably flexible to enable it to deal with changing circumstances</b>	The Preferred Strategy is considered sufficiently flexible to deal with changing circumstances.

### Question 16

Do you agree with the Council's assessment (in appendix 2) of its progress in meeting the tests of soundness? If not please give reasons.

### Appendix 3 Consultation Questions

#### Question 1 (Page 13 )

Do you agree that the key social, economic and environmental trends and issues identified in Chapter 2 are those that the LDP should be addressing? If not please identify key issues that have been omitted.

#### Question 2 (Page 22)

Do you agree that the policy framework set out in Chapter 3 includes all relevant plans and programmes that the LDP should accord with? If not please identify plans and programmes that have been omitted.

#### Question 3 (Page 27)

Do you agree that the objectives for the LDP set out in Chapter 4 will help deliver the vision and aspirations of the Community Strategy in a sustainable manner? If not please identify key objectives that have been omitted.

#### Question 4 (Page 41)

Do you agree that Chapter 5 adequately addresses the key strategic growth and spatial options for the LDP? If not please identify key strategic options that have been omitted.

#### Question 5 (Page 45)

Do you agree that the dwelling requirement for Cardiff from 2006 to 2021, identified in paragraph 6.3, is appropriate? If not please give reasons.

#### Question 6 (Page 45)

Do you agree that the new dwelling requirement identified in paragraph 6.3 can and should be accommodated on previously developed land, including land that has planning permission? If not please give reasons.

#### Question 7 (Page 47)

Do you agree that paragraph 6.7 identifies the key issues that need to be addressed if the new dwelling requirement is to be mainly accommodated on previously developed land? If not please give reasons.

#### Question 8 (Page 47)

Do you agree that the level of economic growth, identified in paragraph 6.10, projected for Cardiff from 2006 to 2021 is appropriate? If not please give reasons.

#### Question 9 (Page 48)

## Appendix 3. Consultation Questions

Do you agree that employment opportunities identified in paragraph 6.12 are sufficient to accommodate the level of employment growth forecast in paragraph 6.10. If not please give reasons.

### **Question 10** (Page 49)

Do you agree that if there is a requirement for additional retail floorspace in Cardiff, it should continue to be focused on the city centre, district and local centres and approved regeneration schemes? If not please give reasons.

### **Question 11** (Page 51)

Do you agree that the transport proposals identified in paragraphs 6.19 - 6.24 (and in more detail in policies 10 - 15) are appropriate? If not please give reasons.

### **Question 12** (Page 52)

Do you agree that it is appropriate to designate the two areas of countryside, identified in paragraph 6.26 as Greenbelt? If not please give reasons.

### **Question 13** (Page 52)

Do you agree that the Preferred Strategy makes adequate provision for the protection and enhancement of conservation and environmental interests in Cardiff? If not please give reasons.

### **Question 14** (Page 53)

Do you agree that the Preferred Strategy makes appropriate provision for waste management? If not please give reasons.

### **Question 15** (Page 65)

Overall are you satisfied with the Preferred Strategy for Cardiff? If not please give reasons.

### **Question 16** (Page 74)

Do you agree with the Council's assessment (in appendix 2) of its progress in meeting the tests of soundness? If not please give reasons.

**In addition representations are invited on each of the 29 Strategic Policies set out on pages 56 to 64.**





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