

GWYNEDD AND ANGLESEY JOINT LOCAL DEVELOPMENT PLAN (2011 – 2026)

PUBLIC EXAMINATION:

Hearing Session 3 – Spatial Distribution



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Action Point (S3/PG3) - Table 20 Policy TAI 17 - Housing in Local, Rural and Coastal Villages

1A] - Matter under Consideration:

Explanation on why the windfall growth level in Anglesey's villages is consistently higher than the levels in Gwynedd.

and

Action Point (S3/PG5) - Growth Level in Comparison with Settlement Scores in Topic Paper 5A

1B] - Matter under Consideration:

Reference was made to examples of settlements where it appears that the housing growth level allocated to some settlements does not correlate to the score given to settlements in Topic Paper 5A, e.g. fewer houses allocated to Caernarfon than Amlwch although it is given a higher score. Prepare a paper providing details on the factors which were considered in determining how to distribute the housing growth level.

2] The Councils' Response:

- 2.1 As these two Action Points relate to the methodology for distributing housing growth levels, this paper prepares a joint response to them both.
- 2.2 It is believed that attention must be drawn to four important factors, namely (i) the Plan's vision, (ii) national planning guidelines, (iii) public consultation, and (iv) the relationship between the economic growth rate, the demand for housing units and the ability to build houses considering the growth level in the Plan area and in individual settlements:
 - (i) The Plan's Vision (Chapter 5 of the Deposit Plan)
- 2.2.1 The Plan area includes a number of towns (referred to as Sub-regional Centres, Urban Service Centres and Local Service Centres) and a rural area. The rural area includes different types of villages, clusters and open countryside.

2.2.2 This is the 'backbone' of the Plan's vision:

By 2026, Anglesey and Gwynedd will be recognized for their vibrant and lively communities that celebrate their unique culture, heritage and environment and for being places where people choose to live, work and visit.

2.2.3 The remainder of the Vision describes what the above means in terms of social, economic and environmental matters and describes how centres and villages will look by the end of the Plan's lifespan.

(ii) National Planning Guidance

2.2.4 National planning guidance suggest that local development plans should prepare a strategy that manages change in the direction of sustainability, ensures a sustainable settlement pattern and reduces the need to travel and facilitates and increases travel methods excluding the car. Reference is made to attempting to reduce the need for commuting. The guidelines also acknowledge that some areas are rural, and refer to directing the majority of development to relatively accessible settlements that can provide a level of local facilities.

(iii) Public Consultation:

2.2.5 A number of alternative distribution options were presented to the key stakeholders and the public prior to the Preferred Strategy step. The options were also tested against the Sustainability Appraisal framework. Every option considered different growth distributions and investigated to what extent they could achieve sustainable development.

2.2.6 In brief, with the three above factors in mind, the Plan's Spatial Strategy will:

2.2.7 The Strategy will aim to disperse development proportionately around the Plan area whilst focusing on those locations that provide the best opportunities for achieving sustainable development.

2.2.8 The Strategy proposes:

- an emphasis on developing the Sub regional Centre and the Urban and Local Service Centres shown on Diagrammatic Map 9 and 10, where environmental, social and infrastructure constraints allow;
- an appropriate amount of development in Villages, with a focus on Service Villages shown on Diagrammatic Map 9 and 10, which have a better access to services and public transport;
- some development in Clusters, identified because of their functional links with Villages or Centres, and in the countryside (Chapter 6 Deposit Plan)

2.2.9 In terms of housing growth, the starting point of the Spatial Strategy was to attempt to direct the growth as follows:

- 55% in the Sub-regional Centre and Urban Service Centres;

- 20% in the Local Service Centres; and
- 25% in the Service Villages, Local/Rural/Coastal Villages, Clusters and the Countryside

2.2.10 However, there was a need to ensure that the Spatial Strategy was more than a mathematical exercise alone. Things had to be looked at to ensure that the Centres' figures were appropriate and practical. This meant having to consider:

- part of the grounds for selecting the housing growth level, i.e. the relationship between employment opportunities in the future and the location of new housing (namely (iv) in the list in paragraph 2.2);
- Bangor's particular role as a national and regional centre in the Spatial Plan;
- the ability of Centres to accept more growth or not;
- the Centre's role in the Spatial Plan.

2.2.11 As a result of the above, it became apparent that distributing the growth according to the population ratio of both Counties (i.e. approximately 44% in Anglesey and 56% in Gwynedd) would not reflect a combination of substantial employment opportunities on the Island and intensive intervention in the form of Anglesey Enterprise Zone Area. Consequently, the Plan's Strategy prepares for a higher level of housing units on the Island than expected based on simple proportional distribution. This is also higher than Welsh Government's household projections based on 2011. See the Council's Statement to Hearing 2 Housing Provision and the Councils' response to Action Point S2/PG2. This is also consistent with the method of providing a relatively higher supply of employment land on the Island.

2.2.12 In particular, it became apparent that the distribution exercise needed to reflect the particular role of Bangor as a Sub-regional Centre.

2.2.13 Consequently, some of the Urban Service Centre allowance was allocated directly to Bangor (14.4% of those in Gwynedd and 6.2% of those in Anglesey).

2.2.14 The Councils concluded that the following strategic distribution from the housing growth level is appropriate, 48.3% in Anglesey and 51.7% in Gwynedd.

2.2.15 This means a growth level of 3,470 housing units in Anglesey and 3,714 in Gwynedd, without the 10% slippage allowance.

2.2.16 In accordance with the Plan's spatial strategy, we progressed to distribute a growth level within the two zones (Anglesey and Gwynedd) on the basis of 55% for the Main Centres (Sub-regional Centre and Urban Service Centres), 20% for the Local Service Centres and 25% for the Villages, Clusters and the Countryside.

2.3 Growth Level of the Main Centres

2.3.1 The growth level amongst the Urban Service Centres was based on their score in the Settlement Tree (Topic Paper 5A), bearing in mind their role in the other key policy

documents, such as the Wales Spatial Plan. The Councils came to rough conclusions that the figure determined for each Urban Service Centre was appropriate, except for Porthmadog. There are major physical restrictions on land in Porthmadog. Consequently, and in line with the information in Topic Paper 5A (section 8.3 that refers to catchment areas in the Urban Service Centres), nearby Local Service Centres had to be selected to provide assistance in terms of meeting the needs that would otherwise be met in Porthmadog. Penrhyndeudraeth and Cricieth were selected after considering various factors. Both Local Service Centres have good public transport links with Porthmadog; both Centres are within the Secondary Development Zone of Pwllheli - Porthmadog as noted in the Wales Spatial Plan, with Penrhyndeudraeth identified as a Cross-boundary Settlement; sufficient land is available for development in both Centres.

2.3.2 On this basis, the distribution to the Main Centres in Gwynedd is 52%. Due to Bangor's Sub-regional role and the redistribution of some of Anglesey's Main Centres allowance, the distribution in Anglesey is 53%.

2.3.3 The following table shows the distribution of housing land supply (i.e. the demand for housing + 10% slippage allowance) per Urban Service Centre:

Gwynedd	52% of the total for Gwynedd	Anglesey	53% of the total for Anglesey
Bangor	969	Holyhead	833
Caernarfon	415	Amlwch	533
Pwllheli	323	Llangefni	673
Porthmadog	150		
Blaenau Ffestiniog	298		

2.3.4 Therefore, in terms of the example referred to in the Hearing, that the score given to Caernarfon in Topic Paper 5A was higher than the score for Amlwch, the indicative housing growth level in Centres depends on which area of the Plan it is located, the opportunities and restrictions within it, its role within key policy documents, and the number of centres within the same category in the Settlement Tree.

2.3.5 The Councils response to Action Point S3/PG7 outlines the matters arising change relevant to the % per tier in Policy PS 15 and other relevant parts of the Plan.

2.4 Growth Level of Local, Coastal and Rural Villages in Gwynedd and Anglesey

2.4.1 Within the 25% tier, the growth level was distributed based on the various Villages (i.e. Servicing, Local, Coastal and Rural), Clusters on the basis of 2 units for each Cluster and for the Countryside, considering the housing units completed within the lifespan of the Plan or which had extant planning permission.

- 2.4.2 Eight Villages are eligible to be categorised as a Servicing Village in Gwynedd, compared with three in Anglesey. In addition, 61 Clusters have been identified in Gwynedd, compared with 51 in Anglesey. Due to the number of completed units in the Anglesey Countryside, a higher growth level was allocated to the Countryside in comparison to the level in Gwynedd. Within the Local, Rural and Coastal Villages tier, 30 have been identified in Anglesey, compared with 46 in Gwynedd.
- 2.4.3 Based on the differences highlighted in paragraph 2.4.2 above, this meant that the indicative growth level within Local, Coastal and Rural Villages in Anglesey was higher than those in Gwynedd (616 units in Anglesey compared with 446 units in Gwynedd).
- 2.4.4 Then, the indicative growth level for the Local, Coastal and Rural Villages was distributed to each individual Village based on the village's score in Topic Paper 5A and an assessment of the opportunities to build new housing within the built form of the settlements or abutting them. This meant that the possible growth level was higher within 30 Local, Coastal or Rural Villages in Anglesey, compared with 46 in this Tier in Gwynedd.