

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

PUBLIC EXAMINATION:

**Hearing session 1 –Plan Preparation,
Vision, Objectives and Spatial Strategy.
&
Hearing Session 3 – Spatial Distribution**



Action Point (S1/PG2) - Clusters

1A] Matter under Consideration:

Need to consider the effect of growth seen based upon open market provision policies in the current Clusters and whether certain Clusters should therefore be removed. Also the justification for 2 units per Cluster (see also S3/PG6 as well).

and

Action Point (S3/PG6) - Clusters

1B] Matter under Consideration:

(See action point S1/PG2) Reconsider Policy TAI 18 and introduce a Matters Arising Change in order to ensure that it is more in line with the requirements of Planning Policy Wales, giving specific attention to paragraph 4.7.7 of Planning Policy Wales.

2] The Councils' Response:

2.1 In light of matters raised at the hearing following an objection by Welsh Government, the Inspector asked the Councils to review the Clusters Tier in the Plan. This paper has been divided into three parts, namely:

- Planning Policy Wales Requirements (specifically paragraph 4.7.7);
- Impact of market housing growth level within the Clusters; and
- Justification for a growth level of 2 for each Cluster.

2.2 Planning Policy Wales (PPW) Requirements (paragraph 4.7.7)

2.2.1 Paragraph 4.7.7 of PPW recognises that there are not as many opportunities within most rural areas, compared with urban areas, to make less use of cars and more use of public transport, walking and cycling. Consequently, PPW promotes the locating of most new developments in those settlements that are comparatively accessible by

modes of transport other than cars compared with the rural area in general. It goes on to say that local authorities should designate local service centres, or clusters of smaller settlements where a sustainable functional link can be shown, and note them as the preferred locations for most new developments including housing and employment.

2.2.2 The Councils had identified Clusters based on a specific methodology outlined in Topic Paper 5A 'Developing the Settlement Hierarchy'. One criterion required the Cluster to be on a bus route or within 800 metres from a bus stop. In the opinion of the Councils, this would ensure that selected settlements would be more accessible compared with a large number of other groups of housing in the countryside within the Plan area. Appendix 1 of Topic Paper 5A outlines a scoring system for different services assessed. For a Bus Service, the scoring system recorded every journey from Monday to Friday in any direction to provide a total general number of daily journeys for each settlement. The scores given were as follows:

- no service received no score
- 1 to 11 received a score of 1
- 12 to 19 received a score of 2
- 20+ received a score of 3

2.2.3 During the discussion at the Hearing, specific reference was made to paragraph 4.7.7 of Planning Policy Wales. As paragraph 4.7.7 of PPW refers to a sustainable functional link for clusters of smaller settlements, it was decided to review the Clusters identified under Policy TAI 18 and only keep those with a score of 2 or more for Bus Service. It is believed that this is a rational way to review the situation. This would reinforce the principle that settlements have a link with a higher tier settlement in the Settlement Hierarchy. This would mean that 13 Clusters in Anglesey and 19 in Gwynedd would be removed from the Policy. However, to ensure consistency within the methodology of identifying Clusters, it was assessed whether any one of these 32 Clusters were within 800 metres of any other bus route. Also, it was re-assessed whether any Cluster was worthy of a score of 2 or more i.e. that 12 or more Bus Services travelled through the Cluster on a daily basis. This can mean that the number of journeys available provides a score of 2 or more for the Cluster.

2.2.4 Following this work, 8 of the 32 Clusters that originally had a score of 1 for bus services fell within 800 metres of a further bus route that could be used or had more than 12 buses travelling through the Cluster in question on a daily basis. This gives them a score of 2 or more and as a result they should be kept within the policy. For the remaining 24 Clusters, in accordance with paragraph 4.7.7 of PPW, the Councils recommend that these are removed from the Plan and treated as open countryside in the Plan. Table 1 below lists these Clusters and section 3.0 of this Report reflects the matters arising change for the Plan to review the list of clusters in the policy (Note that the consultation document on matters arising change for the Plan shows relevant inset maps which are also to be removed from the Plan as a result of these changes. In addition, any other associated changes within the Plan will be amended e.g. List of Settlements in Appendix 4 etc.).

Table 1 - Clusters to be Removed from Policy TAI 18

Anglesey

Capel Parc, Elim, Llanddeusant, Llanelian, Llanfairynghonwy, Mynydd Mechell, Pengorffwysfa, Penygraigwen, Pen y Groes.

Gwynedd

Bryn Eglwys, Bwlchtocyn, Capel Uchaf, Ceidio, Dinas (Llŷn), Friog, Llangwnadl, Llaniestyn, Machroes, Maes Tryfan, Pencaenewydd, Rhiw, Rhos Isaf, Rhydyclafdy, Sling.

2.3 Impact of Market Housing Growth Level

- 2.3.1 The current Policies of the Anglesey Local Plan (1996) and the Stopped Anglesey Unitary Development Plan (2005) mean that applications for market housing within the majority of Clusters in Anglesey named within Policy TAI 18 in the JLDP could be supported.
- 2.3.2 During the period between 2011 and 2015, this means that 56 housing units were completed in this Tier and an additional 101 had planning permission in April 2015 (these are the figures that do not include the 9 Clusters that have been removed from Anglesey Clusters. These figures will be added to the Open Countryside Tier figures). Of those with planning permission, construction work had commenced on 23 units and therefore, construction work had not started on 78 units. The Plan's monitoring system will enable us to review the situation with these Commitments (Land Bank - Housing). After adopting the Plan, the requirements of Policy TAI 18 would be relevant to any application to renew planning permission that was not implemented.
- 2.3.3 The Councils note the concern raised at the hearings regarding increasing the growth level given to the lowest Tier in the Plan, namely 25% for Villages, Clusters and the Countryside. As a result, and to ensure that no level higher than 25% is distributed within this Lowest Tier, Councils are of the opinion that growth level for Clusters should be retained in accordance with what is included in the Deposit Plan, namely 224 units. It is suggested that the Plan and Monitoring Framework are amended to make it clear that 224 is the maximum, i.e. that it will not be possible to promote a growth level above 224 units. Section 2.4 of this paper covers the matter of distributing growth level to the Clusters.

2.4 Justification for a growth level of 2 units for each Cluster

- 2.4.1 In the Deposit Plan, Policy TAI 18 provided a growth level of 2 units for all Clusters. Observations were received at the hearings noting that there is some size difference between some clusters; as a result, it was asked on the one hand whether a figure of 2 was too limited for the larger clusters and on the other hand, too generous for the smallest clusters. It was also noted that the Policy could prohibit developments that would meet the need for more than 2 affordable homes in some settlements even if the proposal is acceptable in terms of all other aspects.
- 2.4.2 Bearing in mind the impact of the market housing growth level based on current Policies that are referred to in section 2.3 above and the point regarding the size difference of Clusters, the Councils propose noting the total growth for the Clusters tier rather than including a specific figure for each Cluster. To ensure that the Policy promotes provision across the area, identifying sub-areas was examined.
- 2.4.3 Due to the nature of Anglesey's current policies, it was decided that Anglesey would be identified as one sub-area. The distribution of Clusters for the Gwynedd Planning area was examined based on the former municipal districts of Arfon, Dwyfor and Meirionnydd. Based on the number of amended Clusters (i.e. after removing those listed in table 1 above) within these areas, it is proposed that the growth level of Clusters is divided into Sub-Areas as follows:

Table 2 - Growth Level of Clusters Based on Sub-Areas

Sub-Areas	Number of Clusters	Indicative Growth Level
Anglesey	42	105
Arfon	23	60
Dwyfor	15	40
Meirionnydd	7	19
Total	87	224

- 2.4.4 This will mean that applications submitted based on a specific need for an individual settlement could be considered rather than limiting a specific Cluster to 2 units alone.

3.0 Matters Arising Change for Policy TAI 18 Clusters

- 3.1 In light of the changes referred to above, it is proposed that policy TAI 18 is changed as follows:

POLICY TAI18: HOUSING IN CLUSTERS

In Clusters named in table 21, proposals for new housing units must conform to all the following criteria:

1. Local community The need for an affordable dwelling house for local need (in accordance with the Glossary of Terms) has been proven;
2. The site is an infill site between buildings coloured on the relevant Inset Map, or is a site directly adjacent to the curtilage of a coloured building;
3. The development is of a scale that is consistent with the character of the settlement;
4. The proposal will not create an intrusive feature in the countryside, and will not introduce a fragmented development pattern, nor create a ribbon development contrary to the general development pattern of the settlement;
5. The size of the property reflects the specific need for an affordable dwelling in terms of the size of the house in general and the number of bedrooms;
6. Because of the more sensitive rural location, the development must utilize the natural features of the site in the best way and retain any natural features present at the peripheries of the site or on its boundary that are worth retaining;
7. That secure mechanisms are in place to restrict the occupancy of the dwelling both on first occupation and in perpetuity to those who have a local community need for an affordable dwelling.

~~Development within each Cluster will be limited to a maximum of two units per Cluster for the period of the Plan.~~

Development will be limited to the growth level noted in the table below for sub-areas within the Plan area (see table 21 in the Explanation for the Clusters that are located within these sub-areas):

<u>Sub-area</u>	<u>Indicative Growth Level</u>
<u>Anglesey</u>	<u>105</u>
<u>Gwynedd – Arfon</u>	<u>60</u>
<u>Gwynedd – Dwyfor</u>	<u>40</u>
<u>Gwynedd – Meirionnydd</u>	<u>19</u>

Explanation:

7.4.125 Clusters are characterised by an extremely sensitive social character and environment as well as a limited level of services and facilities. In accordance with the intention of the Plan to maintain and strengthen local indigenous communities, this policy only permits only a limited number of new dwellings to meet a local need for affordable housing houses for local need (as defined) and only on suitable sites. By restricting the number of sites where planning permission could be granted the number of houses to be built is limited to ensure that the rate of construction will not detrimentally affect the sensitive character (environmental and social) of the Rural Villages Cluster.

7.4.126 Over the Plan period there will be no allocation for development within the named Clusters. Local need affordable housing units will be permitted on infill or extension plots in acceptable and sustainable locations.

7.4.127 In some circumstances, where terraced housing or semi-detached dwellings are common, two applicants could develop semi-detached houses jointly in order to save construction and services costs.

7.4.128 The following table names the Clusters identified under this policy:

Table 21 – List of Clusters

The following are the Clusters identified within the Plan:

Anglesey

Bodorgan, Bro Iarddur (Trearddur), Bryn Du, Old Llandegfan, Brynrefail, Brynteg, Bwlch Gwyn, Capel Coch, Capel Mawr, ~~Capel Parc~~, Carmel, Cerrigman, Cichle, Haulfre (Llangoed), ~~Elim~~, Glanyrafon, Glyn Garth, Gorsaf Gaerwen, Hebron, Hendre Hywel (Pentraeth), Hermon, ~~Llanddeusant~~, ~~Llaneilian~~, Llanfaes, ~~Llanfairynghornwy~~, Llangadwaladr, Llansadwrn, Llanynghenedl, Llynfaes, Marianglas, ~~Mynydd Mechell~~, Nebo, ~~Penygroes~~, Pen y Marian, ~~Pengorffwysfa~~, Penlon, Penmon, Pentre Berw, Pentre Canol (Holyhead), ~~Penygraigwen~~, Bull Bay, Rhoscefnhir, Rhosmeirch, Rhostrehwfa, Bryn y Mor (Valley), Rhydwyn, Star, Red Wharf Bay, Trefor, Tyn Lon (Glan yr Afon), Tynyngogl

Gwynedd - Arfon

Aberpwll, Bethesda Bach, ~~Bryn Eglwys~~, Penrhos (Caeathro), Caerhun/Waen Wen, Capel y Graig, Crawia, Dinorwig, Gallt y Foel, Glasinfryn, Groeslon Waunfawr, Llanllechid, Llanwnda, ~~Maes Tryfan~~, Minffordd (Bangor), Mynydd Llandygai, Nebo, Pentir, ~~Rhos Isaf~~, Saron (Llanwnda), ~~Sling~~, Talybont, Tan y Coed, Treborth, Ty'n-lon, Ty'n y Lon, Waun (Penisarwaun).

Gwynedd – Dwyfor

Aberdesach, Bryncir, Bryncroes, ~~Bwlchtocyn~~, ~~Capel Uchaf~~, ~~Ceidio~~, ~~Dinas (Llyn)~~, Llanengan, ~~Llangwnadl~~, ~~Llaniestyn~~, Llannor, Llwyn Hudol, ~~Machroes~~, Pantglas, ~~Pencaenewydd~~, Penmorfa, Penrhos, Pentrefelin, Pistyll, Pontllyfni, ~~Rhiw~~, Rhoslan, ~~Rhydyclafdy~~, Swan, Tai'n Lon.

Gwynedd – Meirionydd

Aberllefenni, Corris Uchaf, ~~Friog~~, Llanaber, Llandderfel, Llanfor, Minffordd, Talwaenydd.

7.4.129 Inset plans are provided to identify the cohesive nature of each cluster with relevant buildings coloured to allow the assessment against the second criteria within the policy.

3.2 That a further amendment is made to the Plan's glossary of terms (in addition to Action Point S4/PG2) for the term 'Affordable Housing for Local Need'

TERMS	ACRONYM (if relevant)	Description
<u>Affordable Housing for Local Need</u> <u>(In Local, Coastal, Rural Villages or Clusters)</u>		<p><u>The Affordable Housing element will be consistent with the definition of 'Affordable Housing (In accordance with the definition of TAN 2)' which is in this glossary of terms.</u></p> <p><u>Local Need in a Local, Coastal or Rural Village - People in need of an affordable house who have resided within the Village or in the surrounding rural area for a continuous period of 5 years or more, either immediately before submitting the application or in the past.</u></p> <p><u>Local Need in Clusters - People in need of an affordable house who have resided within the Cluster or in the surrounding rural area for a continuous period of 5 years or more, either immediately before submitting the application or in the past.</u></p> <p><u>This is to ensure that growth in these settlements will not draw people with no connection to the settlement out of Service Centres / Villages.</u></p>