

# Public Document Pack



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To: All Members of the Council

17 July 2019

Dear Councillor

You are invited to attend a special meeting of Flintshire County Council which will be held at 2.00 pm on Tuesday, 23rd July, 2019 in the Council Chamber, County Hall, Mold CH7 6NA to consider the following items

## A G E N D A

### 1 **APOLOGIES FOR ABSENCE**

**Purpose:** To receive any apologies.

### 2 **MINUTES** (Pages 3 - 18)

**Purpose:** To confirm as a correct record the minutes of the meeting on 18 June 2019.

### 3 **DECLARATIONS OF INTEREST**

**Purpose:** To receive any Declarations and advise Members accordingly.

### 4 **CHAIR'S COMMUNICATIONS**

**Purpose:** To receive the communications as circulated.

### 5 **PETITIONS**

**Purpose:** To receive any Petitions.

## **PRINCIPAL ITEM OF BUSINESS**

### **6 FLINTSHIRE DEPOSIT LOCAL DEVELOPMENT PLAN (2015-2030) (Pages 19 - 280)**

Report of Chief Officer (Planning, Environment and Economy) - Cabinet Member for Planning and Public Protection

**Purpose:** To approve the Deposit Local Development Plan (LDP, appendix 1) on the recommendation of Cabinet, to be taken forward for public consultation in line with the timescales in the Revised Delivery Agreement (DA, June 2019).

Yours sincerely



Robert Robins  
Democratic Services Manager

### **WEBCASTING NOTICE**

This meeting will be filmed for live broadcast on the Council's website. The whole of the meeting will be filmed, except where there are confidential or exempt items.

Generally the public seating areas are not filmed. However, by entering the Chamber you are consenting to being filmed and to the possible use of those images and sound recordings for webcasting and / or training purposes.

If you have any queries regarding this, please contact a member of the Democratic Services Team on 01352 702345.

**FLINTSHIRE COUNTY COUNCIL**  
**18 JUNE 2019**

Minutes of the meeting of Flintshire County Council held in the Council Chamber, County Hall, Mold on Tuesday, 18 June 2019

**PRESENT: Councillor Marion Bateman (Chair)**

Councillors: Mike Allport, Bernie Attridge, Janet Axworthy, Glyn Banks, Haydn Bateman, Sean Bibby, Chris Bithell, Sian Braun, Helen Brown, Derek Butler, Clive Carver, Geoff Collett, Bob Connah, David Cox, Paul Cunningham, Jean Davies, Rob Davies, Ron Davies, Chris Dolphin, Rosetta Dolphin, Ian Dunbar, Andy Dunbobbin, Mared Eastwood, Carol Ellis, David Evans, Veronica Gay, George Hardcastle, David Healey, Gladys Healey, Patrick Heesom, Cindy Hinds, Andrew Holgate, Dave Hughes, Kevin Hughes, Ray Hughes, Joe Johnson, Paul Johnson, Christine Jones, Richard Jones, Colin Legg, Brian Lloyd, Richard Lloyd, Dave Mackie, Hilary McGuill, Billy Mullin, Ted Palmer, Mike Peers, Michelle Perfect, Vicky Perfect, Neville Phillips, Mike Reece, Ian Roberts, Tony Sharps, Aaron Shotton, Paul Shotton, Ralph Small, Ian Smith, Carolyn Thomas, Owen Thomas, Martin White, Andy Williams, David Wisinger and Arnold Woolley

**APOLOGIES:**

Councillors: Adele Davies-Cooke, Dennis Hutchinson, Tudor Jones, Rita Johnson, Tudor Jones, Mike Lowe, and David Williams

**IN ATTENDANCE:**

Chief Executive; Chief Officer (Governance); Chief Officer (Housing and Assets); Chief Officer (Planning, Environment and Economy); Chief Officer (Social Services); Chief Officer (Education and Youth); Chief Officer (Streetscene and Transportation); Corporate Finance Manager; Democratic Services Manager; Corporate Business and Communications Executive Officer, Democratic Services Officers; and Councillor Reverend Hainsworth for prayers

Prior to the start of the meeting Councillor Tony Sharps apologised for his absence at the last two meetings of the Council which had been due to the poor health of himself and his wife. He took the opportunity to congratulate Councillor Ian Roberts on his appointment as Leader of the Council, and thanked Councillor Paul Cunningham for his term of office as Chair of the Council. He also congratulated Councillor Marion Bateman on her appointment as the new Chair of Council.

**13. MINUTES**

The minutes of the meetings held on 19 February, 28 February, 9 April, and 7 May 2019 were submitted.

**Matters arising**

7 May 2019, page 38, item 8, Councillor Clive Carver referred to the appointment of the Cabinet by the Leader of the Council and said this was seconded by Councillor

Sean Bibby and then put to the vote. He said this was unusual and the vote had not been minuted and was a change in the constitution.

The Chief Officer (Governance) acknowledged the point made and said that the Leader had informed Council of his choice of Councillors to serve on Cabinet and explained the vote had been taken at the meeting to note the choice of Councillors. He agreed the decision could have been received by Council and said in future this item would be received without taking a vote.

#### **14. DECLARATIONS OF INTEREST**

The Deputy Monitoring Officer advised that a personal interest would be recorded on behalf of all Members present for agenda item 12, Schedule of Remuneration for 2019/20.

Councillor Chris Bithell declared an interest on agenda item 9, Notice of Motion – Raising Awareness of Violence Against Women and Domestic Abuse, as he was a trustee and board member of the Domestic Abuse and Safety Unit.

#### **15. CHAIRMAN'S COMMUNICATIONS**

A copy of the Chair's Communications had been circulated to all Members prior to the meeting. The Chair said that she and her consort, Councillor Haydn Bateman, had been delighted to represent the Authority at the various events held during the past month.

Councillor Ian Roberts, referred to the recent bad weather and paid tribute to staff who worked hard to maintain service provision throughout, citing staff in social services, Streetscene operatives, Flintshire Connects centres, as examples, and asked that thanks be expressed on behalf of the Council to all teams who had been involved in helping communities cope with the challenging conditions.

Councillor Carolyn Thomas and Councillor Christine Jones paid tribute to staff who had worked both day and night in unusual difficult weather conditions to maintain services and provide direct support and assistance to residents of Flintshire.

Councillor Paul Shotton suggested that the local media be informed of the work of the Council during the recent bad weather to highlight the services provided by the Authority. The Chief Executive agreed that a statement would be provided to the press which would include the positive comments made by Members.

Councillor Neville Phillips paid tribute to the Returning Officer and team who had run the European Elections on 26 May 2019, and said it had been a well organised and excellent process. He also expressed thanks on behalf of Councillor Tudor Jones as an elections agent.

#### **16. PETITIONS**

Councillor Sian Braun submitted a petition from the residents of Abbey Drive, Gronant, to introduce a 20 miles per hour speed limit along the length of Abbey Drive,

Gronant, as soon as possible to reduce the risk from traffic to residents and vulnerable road users.

The Chief Officer (Governance) explained the process for dealing with petitions, and said at the end of the municipal year a report would be provided to Council to explain the actions around all petitions received during the course of the year.

**17. PUBLIC QUESTION TIME**

None were received.

**18. QUESTIONS**

None were received.

**19. QUESTIONS FROM MEMBERS ON COMMITTEE MINUTES**

None were received.

**20. NOTICES OF MOTION**

Three Notices of Motion were received:

- (i) Limiting Council Tax Increases - Councillors Bernie Attridge, Carol Ellis, Helen Brown and George Hardcastle

'We call upon Flintshire County Council to give a clear mandate to the Cabinet and the senior management team that the Council Tax be capped at 4.5% for the next budget setting process.

We call for this due to representations made by many residents in Flintshire that the 8.75% increase that has been set for 2019/20 is causing hardship and poverty within our County.'

In support of the Motion, Councillor Helen Brown said that the 8.75% rise in Council Tax this year was too much for many residents in Flintshire and people were angry about the rise. She commented that wages had not increased by this level and referred to the rise in daily living costs for fuel, utilities, food, and clothing. She also referred to the potential increase in costs for school transport, and the intention to discontinue with free TV licences for people over the age of 75. Councillor Brown also commented on the rise in child poverty and said it was unfair to increase pressure on the council tax payers of Flintshire to meet the gap in funding for the Authority. She asked Members to support the Motion on behalf of the residents of Flintshire.

The Motion was moved by Councillor Helen Brown and seconded by Councillor Carol Ellis.

Speaking in support of the Motion, Councillor Carol Ellis said there was a need for National and Welsh Governments to provide adequate funding for local authorities. She said the funding formula was not "fit for purpose" and cited the example that the

Authority did not receive funding for the significant cost of out of county placements as an example. She continued that the Formula did not take into account that Flintshire had the fastest growing proportionate population of elderly people and the impact on social care costs. She commented that the WG had created the Well Being Act and the services provided by the Authority under the Act had to be funded from existing budgets. She spoke of the real hardship faced by some residents who were living 'hand to mouth' and referred to the increased use of foodbanks. Councillor Ellis asked Members to support the Motion on behalf of Flintshire's residents and reiterated that council tax payers should not be expected to fund the short-fall in funding for local authorities and that it was the responsibility of national government to provide adequate funding to the WG to passport onto local authorities.

Councillor Mike Peers said that to agree to the Motion at this point in time would put increased pressure on the Council due to a number of 'unknowns' around the budget setting process. He proposed an amendment to the Motion which was that information be provided to Members at the next available Council meeting of any possible consequences of setting a 5% council tax for the financial year 2020-2021. The Motion was by Councillor Richard Jones.

Councillor Ian Roberts said he was unable to support the amendment to the Motion proposed by Councillor Peers and spoke of the positive collaborative work of the Cross Party Working Group to reach a solution to the issues raised. Councillor Roberts said he wished to propose a further amendment to the Motion.

Councillor Chis Bithell expressed the view that it was premature to agree to the Motion and an amendment at this point in time. He said it was too soon to set the Council Tax rate for next year as the Settlement and the Council's income grant from UK and WG was unknown.

The Chief Executive gave an outline response to the amendment proposed by Councillor Peers which requested that information be provided to Members on any possible consequences of setting a 5% Council Tax rise for 2020-2021. He explained that in previous years at this time the Council would set a guideline of what the Council Tax might be for the following year. The Council was not able to formally finalise its Council Tax until it knew its budget requirement for the year in question i.e. the level of total income needed to meet planned expenditure after due consideration of all cost pressures, efficiencies and budget reductions/cuts. He advised that to set the Council Tax now would be too early as the exact budget requirement was not known and the Council had no firm indication from national governments on the Local Government Settlement to be expected. He reiterated that it was premature, and would be setting a direction in the absence of knowledge.

The Corporate Finance Manager endorsed the response provided by the Chief Executive and advised that the national position was unclear. It was feared that there could be a delay in the Settlement due to national political developments.

Following the response and comments from Members to his amendment Councillor Peers clarified that he was not seeking to set Council Tax at 5%. He was asking that when the budget process commenced and the level of reserves, the work of the cross party working group, and the indicative settlement was known, what the

consequences might be. The intention was to give the Council notice that Members wished to give early guidance on an intended maximum 5% Council Tax level.

The Chief Executive referred to the budget forecast, options to close the gap, and the Stage 1 and Stage 2 budget setting process, and gave a commitment to continue the usual practice and at each stage of the budget setting process to illustrate and give guidance to Members on the choices and variables including Council Tax.

Councillor Mike Peers said he welcomed the commitment made by the Chief Executive and therefore withdrew his amendment.

Councillor Richard Jones said there was a need for Officers to work towards achieving the possibility of setting Council Tax at 5% throughout consideration of the budget in conjunction with the work of the cross party working group.

Councillor Ian Roberts proposed a further amendment to the Motion which was: "We call upon Flintshire County Council to set an expectation that Council Tax will be limited to the lowest possible level needed as part of budget setting for next year. Further to this we call upon the UK Government to complete a spending review which releases additional funding for public services across the United Kingdom for 2020/21 onwards, and to fully fund both nationally agreed pay awards and the outcomes of public employer pension fund contribution reviews. We call upon the Welsh Government to provide sufficient funding for local government in Wales to be able to avoid an over-dependence on Council Tax in setting their annual budgets from 2020/21."

The amendment was supported by Councillor Carolyn Thomas.

In speaking in support of his amendment, Councillor Ian Roberts said that the setting of Council Tax for 2019/20 had been a difficult decision for Council, however, a choice had to be made around an increase to Council Tax or loss of services. He commented on the hardship and poverty that would arise from loss of services in leisure, education, and social care, as examples. Councillor Roberts reiterated that it had been a difficult choice to raise council tax and he apologised that it had caused hardship but he believed it was the right decision to protect vital services for the residents of Flintshire. Councillor Roberts thanked all involved in the work of the Cross Party Working Group.

Councillor Tony Sharps said he could not support the Notice of Motion as it would be premature and irresponsible to set a council tax rate at this time until the budget setting process had commenced and the Settlement was known.

Councillor Patrick Heesom supported the Motion and argued that Council Tax was an unfair and regressive system and should not be perceived as a 'reserve fund' for the Council to use to balance the budget.

To assist Members the Chief Officer (Governance) summarised the following main points of the amendment proposed by Councillor Ian Roberts: that the Council would set the lowest Council Tax possible; that the UK government should carry out a

spending review to enable it to set the funding limits for WG; and the WG provides sufficient funding to avoid an over dependence on Council Tax.

The Chief Executive commented on the recent third meeting of the Cross Party Working Group and said there had been strong consensus in the Group about the risks of an over-dependence on Council Tax in the UK and Wales fiscal planning, and that all had agreed on the need to feed back to both governments as requested in the proposed amendment put forward by Councillor Ian Roberts.

Councillor Clive Carver spoke against the amendment. He said that at the current time a cap on Council Tax could be set at the higher level of 5% and withdrawn later and would demonstrate the seriousness of the issue to the WG.

Councillor Richard Jones asked if the amendment proposed by Councillor Roberts could be changed so that instead of setting Council Tax at the lowest possible it could be capped at 5%.

The suggested change was not accepted by Councillor Ian Roberts.

Councillor Rosetta Dolphin agreed with the views expressed by Councillor Richard Jones on the need to set the lowest level of council tax possible. However, she did not support the amendment as she felt the proposal could result in an 8.75% or higher increase in Council Tax next year.

Councillor Carol Ellis reiterated that it was the responsibility of national and WG to provide adequate funding to local authorities to enable them to provide services. She asked for clarification on the level of income required from Council Tax to bridge the funding gap in 2020/21. Officers advised that 1% Council Tax equated to circa £700k of income.

Councillor Glyn Banks spoke in support of the amendment. He referred to the positive work undertaken in the Cross Party Working Group by all political groups and said it remained the Council's intention to set the lowest possible level of Council Tax whilst protecting services, citing education and social services in particular. Councillor Banks cited some of the pressures for this year and referred to non-school pressures of £4.4m which included £2.1m for NJC pay awards, £6.5m school pressures for pay awards and teacher pensions, service demands which included £2.8m for Out of County placements and children's services, and £0.5m for legislative changes. In summarising, Councillor Banks said the pressures added up to more than £13m in total.

Councillor Derek Butler emphasised that there was no indication as yet from UK or WG government of the Settlement and it was too premature to set a figure for Council Tax at this point in time.

Councillor Chris Bithell commented on the shift from national funding to local taxation to fund the services provided by local authorities.

Speaking on the amendment, Councillor Bernie Attridge said the Notice of Motion brought by the Flintshire Independent Group was intended to send a clear



message to both national and WG that the Authority would not bridge the funding gap through an 8.75% rise in Council Tax at it would cause hardship for the residents of Flintshire.

Councillor Mike Peers spoke on the amendment and said setting the lowest possible level of Council Tax , given the “unknowns” around income and expenditure, could result in a Council Tax rise which was higher than last year and could not support the amendment for this reason. He confirmed he had withdrawn his amendment to the Notice of Motion following the commitment given by the Chief Executive and Corporate Finance Manager to provide further information.

Councillor Helen Brown said she could not support the amendment proposed by Councillor Ian Roberts as the level of Council Tax setting was unknown and would not be safe.

The Chief Executive reminded Members that it was Cabinet’s responsibility to lead the budget process and officers’ responsibility to advise Cabinet and Members. It was the Council’s responsibility to set a legal budget and set the Council Tax alone - as part of the budget process. These decisions were reserved matters.

A recorded vote was taken to the amendment proposed by Councillor Ian Roberts. In requesting a recorded vote the requisite 10 Members stood in support.

The Chief Officer (Governance) summarised that the amendment was that council tax be set at the lowest level possible; the UK Government completes the spending review to inform the WG; and the WG provides sufficient funding to local authorities to avoid the over dependence on raising income through council tax. The Chief Executive added that in referring to the spending review the amendment also asked that the UK Government fully funded both nationally agreed pay awards and outcomes of public employer pension fund contribution reviews.

The following Councillors voted for the amendment:

Councillors: Janet Axworthy, Glyn Banks, Haydn Bateman, Sean Bibby, Chris Bithell, Derek Butler, Geoff Collett, David Cox, Paul Cunningham, Jean Davies, Ron Davies, Chris Dolphin, Ian Dunbar, Mared Eastwood, David Evans, David Healey, Gladys Healey, Cindy Hinds, Dave Hughes, Kevin Hughes, Joe Johnson, Paul Johnson, Christine Jones, Colin Legg, Richard Lloyd, Hilary McGuill, Billy Mullin, Ted Palmer, Michelle Perfect, Vicky Perfect, Neville Phillips, Ian Roberts, Tony Sharps, Aaron Shotton, Paul Shotton, Ian Smith, Carolyn Thomas, Martin White, Andy Williams, and David Wisinger

The following Councillors voted against the amendment:

Councillors: Mike Allport, Bernie Attridge, Sian Braun, Helen Brown, Clive Carver, Bob Connah, Rob Davies, Rosetta Dolphin, Carol Ellis, Veronica Gay, George Hardcastle, Patrick Heesom, Andrew Holgate, Richard Jones, Brian Lloyd, Dave Mackie, Mike Peers, Ralph Small, Owen Thomas, and Arnold Woolley

The following Councillor abstained: Councillor Marion Bateman

The amendment was carried.

The Chief Officer (Governance) advised that the amendment would become the substantive notice of motion if there were no further amendments from Members.

Councillor Richard Jones proposed that the amendment be amended to include reference to 5% as an indicative guideline for setting Council Tax. In acknowledging the points raised by Councillor Richard Jones, the Chief Officer (Governance) suggested that Members may wish to consider that the Notice of Motion be reworded to read: "we call upon the UK Government and WG to fund local authorities to a level where the Council Tax increase could be kept at below 5%". Councillor Richard Jones moved this as a proposal and this was duly seconded.

The Chief Executive referred to the assumption in the WG Green (Budget) Book this year of a 6.5% Council Tax requirement across Wales and commented on the work of the Cross Party Working Group to seek more decision making around this at a Wales level.

Speaking on the amendment proposed by Councillor Richard Jones, Councillor Ian Roberts said it would not be wise to commit the Council to a specified figure for setting a level which the Council Tax increase could be kept below at this point in time and he could not support the amendment.

The Chief Officer (Governance) summarised the proposed amendment put forward by Councillor Richard Jones and said that the Council called upon the UK Government to fund the WG and the WG to properly fund local government to a level which means local authorities do not have an over reliance on Council Tax so that the Council does not have to set a Tax increase at more than 5%.

Councillor Ian Roberts read out the proposed substantive notice of motion which was: "We call upon Flintshire County Council to set an expectation that council tax will be limited to the lowest possible level needed as part of the budget setting for next year. We call upon the UK Government to complete a spending review which releases additional funding for public services across the United Kingdom for 2020/21 onwards, and to fully fund both nationally agreed pay awards and the outcomes of public employer pension fund contribution reviews. We call upon the Welsh Government to provide sufficient funding for local government in Wales to be able to avoid an over-dependence on Council Tax in setting their annual budgets from 2020/21."

The Chief Officer (Governance) advised that the proposed amendment would add the following words to the proposed substantive notice of motion "and in any event WG to fund local government to a level where it does not have to set the council tax increase above 5%".

A recorded vote was taken to the amendment proposed by Councillor Richard Jones. In requesting a recorded vote the requisite 10 Members stood in support.

The following Councillors voted for the amendment:

Councillors: Mike Allport, Bernie Attridge, Janet Axworthy, Sian Braun, Helen Brown, Clive Carver, Bob Connah, Rob Davies, Rosetta Dolphin, Carol Ellis, Veronica Gay, George Hardcastle, Patrick Heesom, Andrew Holgate, Richard Jones, Brian Lloyd, Dave Mackie, Hilary McGuill, Mike Peers, Ralph Small, Owen Thomas, and Arnold Woolley

The following Councillors voted against the amendment:

Councillors: Glyn Banks, Haydn Bateman, Sean Bibby, Chris Bithell, Derek Butler, Geoff Collett, David Cox, Paul Cunningham, Jean Davies, Ron Davies, Chris Dolphin, Ian Dunbar, Mared Eastwood, David Evans, David Healey, Gladys Healey, Cindy Hinds, Dave Hughes, Kevin Hughes, Joe Johnson, Paul Johnson, Christine Jones, Richard Lloyd, Billy Mullin, Ted Palmer, Michelle Perfect, Vicky Perfect, Neville Phillips, Ian Roberts, Tony Sharps, Aaron Shotton, Paul Shotton, Ian Smith, Carolyn Thomas, Martin White, Andy Williams, and David Wisinger.

The following Councillors abstained:

Councillors Marion Bateman and Colin Legg

The amendment was not carried.

The Chief Officer (Governance) advised that the amendment moved by Councillor Ian Roberts stood as the substantive notice of motion.

On being put to the vote the Motion was carried.

(ii) Cyber-Bullying – Councillor David Healey

‘Council notes concerns about the impact of cyber bullying on the mental health of young people.

Council also recognises that this is a national problem and that adults, as well as young people often bully others on social media.

Council also believes that the vast majority of young people, within the County, are responsible in the way in which they engage with social media and do not engage in cyber bullying.

Council also notes that all members of the Education and Youth Overview & Scrutiny Committee and Officers stood, in the Council Chamber, on 20 May 2019, in order to pledge that they would not, themselves, engage in social media in ways which denigrate other individuals.

Members of this Council now rise to take a similar pledge so that Flintshire County Council, as a whole, can be seen to be leading the way in setting an example itself with regard to the shameful activity of cyber bullying.

Council calls upon Flintshire residents to make a similar commitment with regard to their engagement with social media so that, in the sixth largest county in Wales, we can all work together to stem the tide of toxic abuse which is causing mental health problems for others, young and old.

Council further requests the Officers to draw up an appropriate report to committees so that this expectation can be embedded in future practice within the Council.'

The Notice of Motion was seconded.

Speaking in support of the Motion, Councillor David Healey, said cyber bullying was a matter of great concern. He referred to a recent meeting of the Education & Youth Overview and Scrutiny Committee which had considered a report that included information on a survey taken across Flintshire schools and included in the report was information that around 25% of students had been victims of cyber bullying. He commented on the need to set an example to young people and said all members of the Education & Youth Overview and Scrutiny Committee had stood to pledge that they would not themselves engage in the inappropriate use of social media in ways which denigrate other individuals. He commented on the increase in mental health problems amongst young people in schools and said online bullying was a contributing factor.

In conclusion, Councillor Healey suggested that Members and Officers may wish to take a similar stand as that taken by members of the Education & Youth Committee against the issue of cyber bullying. He also asked that Town and Community Councils in Flintshire, places of work, and the local press, be asked to join the campaign to bring about a cultural change in behaviour. .

Councillor Billy Mullin gave the following response from the Council: 'As a Council we accept that at times people will have different views and the right of free speech. Expression must stop short of abusive or aggressive behaviour, the use of foul language, or harassment in any form. Through the ongoing development of our cyber bullying policy the Council will take positive action to lead by example and invite and encourage others to do the same. We ask all Councillors and Officers to themselves set the highest standards of behaviour at all times.'

Councillor Owen Thomas spoke in support of the Motion and said that any form of bullying needed to be stopped.

Councillor Richard Jones commented that cyber bullying took place 24 hours a day. He supported the stance against cyber bullying but said there was a need to describe how the Council was supporting action against it. In response the Chief Officer referred to the final paragraph of the Notice of Motion which stated that the 'Council further requests Officers to draw up a report to Committees so that this expectation can be embedded in future practice within the Council' and said he expected the report to define what the Council would do in practical terms to end bullying behaviour.

The Chief Executive commented on the positive actions taken by the Council, within its power, to safeguard young people in education and care against bullying and

said detailed information could be provided in a report to both the Education & Youth and Corporate Resources Overview and Scrutiny Committees.

Councillor Mike Peers said he supported the Motion and asked if the information provided in the report could be shared with all schools in Flintshire.

Councillor Clive Carver commented that bullying behaviour also occurred against adults as well as young people.

Councillor Paul Cunningham said bullying in any form was deplorable and Members should lead by example.

In response to a request by the Chair, all Members and Officers stood in support of the Notice of Motion and to pledge that they would not themselves engage in bullying or in social media in ways which denigrate other individuals.

The Motion was carried.

(iii) Raising Awareness of Violence Against Women and Domestic Abuse – Councillor Andy Dunbobbin

As Councillor Andy Dunbobbin had left the meeting and was unable to move the Notice of Motion it was agreed that it would be deferred to the next meeting. The Chief Executive commented on the ongoing work in the Council around raising awareness of violence against women and domestic abuse.

**RESOLVED:**

- (a) That the Notice of Motion from Councillor Ian Roberts on limiting Council Tax increases be supported;
- (b) That the Notice of Motion from Councillor David Healey on Cyber Bullying be supported: and
- (c) That the Notice of Motion from Councillor Andy Dunbobbin on Raising Awareness of Violence Against Women and Domestic Abuse, be deferred.

**21. COUNCIL PLAN 2019/20**

The Chief Executive introduced a report to adopt the recommendations of the Cabinet on Part 1 of the Council Plan 2019/20. He provided background information, as detailed in the report, and advised that the Council Plan was a statutory Plan which had to be approved by end of June. Feedback on the draft Plan had been received from internal Member workshops, a survey, and the Corporate Resources Overview & Scrutiny Committee. The Chief Executive thanked Members for their contribution and positive suggestions which had been incorporated where they were significant, were made on a Council function, and could be practically applied in year. He said Part 1 of the Plan was presented in final form for approval, as recommended by Cabinet without amendment.

The Corporate Business and Communications Executive Officer referred to the core priorities, ambitions and objectives which formed Part 1 of the Plan, and if agreed at Council, would lead to Part 2 which would develop the progress, and performance of the Plan. She advised that Part 2 would be presented to Cabinet and Corporate Resources Overview & Scrutiny Committee in July. Once endorsed Part 1 and Part 2 would be incorporated into a digital graphical document and published on the Council's website at the end of July.

The Chief Executive advised that the Plan was broadly structured to cover 5 years but would change year on year, however, if there was a need for fundamental change or a WG request received it could be added to. He suggested that when Quarter 2 performance was considered around November this year an early debate took place around the priorities for next year and any significant adjustments could be suggested alongside the budget setting process. He also suggested that Overview and Scrutiny Committees may find it helpful to include parts of the Plan within their forward work programmes.

Councillor Ian Roberts moved the recommendation in the report to approve Part 1 of the Council Plan 2019/20. He thanked all those who had attended and had input in the workshops and expressed thanks for the work of the Cross Party Working Group. He asked Members to support approval of Part 1 of the Plan. This was seconded by Councillor Billy Mullin.

Councillor Patrick Heesom said he could not support approval of the Plan and referred to the commitment to the development of the traffic infrastructure and strategic transport plan. He outlined a number of concerns and referred to the commitment to the 'red route' and commented on the need for a new approach to a highway corridor which leads from the back of the Deeside Industrial Park. He asked that further work be done to provide a road transport infrastructure which enabled access from the west end of the County and Denbighshire across the river to the back of the Deeside Industrial Park. The Chief Executive noted the views expressed by Councillor Heesom and explained that the issues raised around trunk roads were not in the Council Plan as it was not a Council function. He commented on how the Council worked with WG on its functions and decisions.

Councillor Mike Peers commented that the workshop on the Council Plan had been helpful and suggested that it be followed up by a report on matters discussed and agreed and the actions arising. He referred to implementation of the digital strategy under the theme Ambitious Council and reference to the regional digital strategy and the digital strategy itself. He also referred to page 63 of the report and the growth deal infrastructure including digital strategy, and suggested it might be useful to link in the timescales to the Growth Deal.

Councillor Peers referred to the Council Plan tracker report and the theme Supportive Council - sub priority quantity of private rented sector, and said he could not find a cross reference to this on page 58 in the report under the in-year priorities for 2019/20 or under Housing. He continued that under the sub priority fuel poverty on page 60 of the report it had originally referred to reducing Carbon Reduction (CO2) emissions in 2018/19 - but there was no reference to this and it had been moved within the Council Plan to another priority and was not cross referenced.

Councillor Richard Jones suggested that the Council Plan themes should revert back to the portfolio names to make the Council Plan easier to understand and challenge. The Chief Executive acknowledged the point and said some information was themed and some portfolio and cut across. He said there would be a user guide to help navigate the Plan.

**RESOLVED:**

That Part 1 of the Council Plan 2019/20 be approved

**22. REVIEW OF THE COUNCIL'S PLANNING CODE OF PRACTICE**

The Chief Officer (Governance) presented a report on the Council's Planning Code of Practice (PCP). He explained that as part of the Standards Committee's role to review operation of the Members' Code of Conduct and promote and maintain high standards of conduct by Councillors, the PCP was taken to the Committee to ensure it provided appropriate and clear advice to Members in respect of their conduct in relation to planning matters and to recommend revision to the PCP where it could be improved. The Standards Committee recommended some amendments to the PCP as detailed in the report and shown in the appendix to the report. The amendments had been endorsed by the Constitution Committee which recommended the PCP, as amended, be adopted by the Council.

Councillor Mike Peers referred to Lobbying and section 5.1 of the PCP and the wording in the final sentence that "Officers should be made aware of any lobbying correspondence Members receive". He said that in a number of recent applications, and cited the Penyffordd area in particular, every Member of the Planning Committee had received the same correspondence and attachments, and as a result the Planning department would be sent a significant amount of duplicate information in accordance with the wording of section 5.1. He suggested that to assist with administration it may be helpful that when correspondence was sent to all members of the Planning Committee that the Chair of the Committee sent a copy of the lobbying correspondence that all Members had received to the Planning Officer. .

Councillor Peers also referred to section 5.2 of the PCP and the advice that Planning Committee members should avoid campaigning actively in support of a particular outcome. He said Members may be asked to attend a public meeting in their Ward and the meeting might be advertised as an objection against a particular application. By attending the meeting there may be an assumption that the Member was also against the application although attendance by the Member was usually to help understanding of the issues raised. He suggested that with reference to the information in section 5.3 of the PCP, it would be useful if Members were able to make a declaration to Planning officers that they had attended a public meeting against an application in their role as a Ward Member to seek an understanding around the objections raised. In agreement with the points raised by Councillor Peers the Chief Officer (Governance) provided advice and agreed to amend the PCP to provide further clarification around campaigning and attendance by Members at public meetings to discuss an application.

Councillor Clive Carver commented that there were a number of inconsistencies in section 5 of the PCP in terms of the references made to Members and also to Members of the Planning Committee. The Chief Officer suggested that as there were no substitutions on the Planning Committee it would be helpful if reference was made to 'Members of the Planning Committee' at the beginning of the PCP and the wording was changed to 'Members' throughout the remainder of the document which would then be understood to mean Members of the Planning Committee.

Councillor Patrick Heesom thanked the Chief Officer (Governance) and Officers for their work to review the Council's Planning Code of Practice

Councillor David Wisinger moved the recommendation and this was duly seconded.

**RESOLVED:**

- (a) That the PCP is fit for purpose regarding the advice relating to the Members' Code of Conduct, the Protocol on Officer/Member relations, and the procedural advice relating to planning matters, subject to the proposed amendments referred to in paragraph 1.05 of the report, the other amendments shown in tracked changes in the appendix to the report, and the further amendment agreed by County Council; and
- (b) That the amended PCP (with the amendments referred to at recommendation (a) above be adopted by the Council.

**23. REVIEW OF POLITICAL BALANCE**

The Chief Officer (Governance) introduced a report to enable the Council to review the political balance following the formation of a new political group. He advised that the Council was required under the Political Balance Rules contained in the Local Government and Housing Act 1989 and the Local Government (Committees and Political Groups) Regulations 1990 (as amended) to review the Council's political balance calculations following the formation of the Flintshire Independents on 17 May 2019 by four Members of the New Independent Group, and one Member changing political group on 5 June 2019.

The Chief Officer (Governance) reported on the calculation of political balance and the determination of the correct number of seats to Groups, as detailed in the report, and shown in appendix A to the report.

**RESOLVED:**

- (a) That seats on Committees be allocated in accordance with the political balance as shown in Appendix A to the report; and
- (b) That any changes to nominees for Committee places be notified to the Democratic Services Manager as soon as possible.



**24. SCHEDULE OF REMUNERATION FOR 2019/20**

The Chief Officer (Governance) explained that each year, the Council was required to produce a Schedule of Remuneration for elected and co-opted members. Now that all appointments had been made to 'senior salary posts' the Schedule of Remuneration for 2019/20, which must be published before 31 July 2019, had been completed and was attached for approval.

The Chief Officer advised that there are co-optee nomination vacancies for the Audit Committee, Standards Committee, and the Education & Youth Overview and Scrutiny Committee, and the Council was requested to authorise the Democratic Services Manager to add the names to the schedule when appointed and before publication. He continued that the report also dealt with an issue regarding the payment of co-opted Members of the Clwyd Pension Fund Committee.

**RESOLVED:**

- (a) That the completed Schedule of Remuneration for 2019/20 as attached be approved for publication;
- (b) That the Democratic Services Manager be authorised to add the names of co-opted members who fill the vacancies on the Audit Committee, Standards Committee, and the Education & Youth Overview and Scrutiny Committee; and
- (c) That the cessation of co-optee payments to the Clwyd Pension Fund Committee from the start of the 2019/20 municipal year be noted.

**25. OFFICER CODE OF CONDUCT**

The Chief Officer (Governance) introduced a report to approve the updates to the Officer Code of Conduct as part of the rolling review of the Constitution. He explained that the Standards Committee was responsible for reviewing all Codes and Protocols (relating to behaviour) in the Constitution once per Council term to ensure they remained pertinent and up to date. The Committee had reviewed the Officers' Code of Conduct and had made recommendations for updating it. A number of changes were suggested, as detailed in the report, in order to expand the guidance on when it was necessary to declare an interest; refer to newly created standardised forms for recording interests and gifts; expand the guidance on outside employment; and update posts and service references where these have changed. The proposed amendments to the Code were appended to the report.

**RESOLVED:**

That the proposed changes to the explanatory guidance in the Officer Code of Conduct be approved.

**26. MEMBERS OF THE PRESS AND PUBLIC IN ATTENDANCE**

There was one member of the press in attendance.

(The meeting started at 2.00 pm and ended at 5.00pm)

.....  
**Chairman**



## FLINTSHIRE COUNTY COUNCIL

<b>Date of Meeting</b>	Tuesday, 23 July 2019
<b>Report Subject</b>	Flintshire Deposit Local Development Plan (2015-2030)
<b>Report Author</b>	Chief Officer (Planning, Economy, and Environment)

### **EXECUTIVE SUMMARY**

The Deposit Local Development Plan (LDP) is the Council's proposed land use plan covering the period 2015 – 2030. Once adopted, and following an Examination in Public (EIP) which will be held by an independent Planning Inspector appointed by the Welsh Ministers, it will then replace the current Unitary Development Plan (UDP). The Plan will be used by the Council to guide and control development, providing the local policy basis to determine future planning applications.

Work on a revised LDP began in 2014 and the Deposit LDP represents the culmination of a considerable amount of work, including building up a robust evidence base to support and justify the plan, the pre-deposit stages i.e. the Key Messages engagement consultation in 2016, the Strategic Options stakeholder engagement process in 2016, and public consultation on the Preferred Strategy in November 2017, all of which have been informed by the technical evidence base.

To date, and in accordance with the Revised Delivery Agreement (May 2019), the following milestones have been completed:

- Development of a robust evidence base to support the plan
- Submission and assessment of Candidate Sites
- Key stakeholder and public consultation on the Key Messages from the evidence base
- Key stakeholder and public consultation on the LDP Vision, Objectives, and Strategic Growth and Spatial Options – 2016
- Consultation on the Preferred Strategy – November 2017
- Call for and assessment of Alternative Sites as part of the Preferred Strategy consultation

The Deposit Plan and accompanying proposals maps are contained in appendix 1 and 2 of this report. The plan's preparation has been reported to the Planning Strategy Group at its monthly meetings over the last 4 years, and after considerable hard work and deliberation, the Planning Strategy Group have endorsed the Deposit

LDP and recommended it on to the Cabinet, who in turn have also endorsed the Plan at its meeting held on 16<sup>th</sup> July 2019, and have recommended its approval by Full Council at this meeting.

Subject to the approval of Full Council, public consultation will run for a six week period from Monday 30<sup>th</sup> September to Monday 11<sup>th</sup> November 2019. The purpose of the consultation is to establish whether the Deposit LDP meets the tests of Soundness (see section 1.09 below). If not, objectors will be required to indicate what test(s) are not met and why, as well as indicating what changes should be made to the plan. This information will inform the Inspector's consideration of the soundness of the LDP at the Examination in Public.

## RECOMMENDATIONS

1	That Members approve the content of the Flintshire Deposit Local Development Plan 2015-2030 to go out for public consultation.
2	That Members authorise the Chief Officer (Planning, Economy and Environment) to make any additional minor wording, grammar, editorial or cartographic changes to the Deposit LDP which may arise or be necessary prior to formal consultation to ensure consistency with the ongoing LDP evidence base and to assist final presentation of the Plan.

## REPORT DETAILS

<b>1.00</b>	<b>CONTEXT</b>
1.01	The Deposit LDP represents a key milestone for the Council in relation to its statutory plan making duty, as this stage represents the culmination of the Council's deliberation of the plan's content as in effect, the Council is publishing its 'sound development plan' for public consultation. The Deposit plan will need to be accompanied by a range of documents to support the consultation referred to as the 'deposit matters', which include the Sustainability Appraisal/ Strategic Environmental Assessment, Habitat Regulations Assessment, Evidence Base, Initial Consultation Report, and Soundness Self-Assessment, and a range of other background documents.
1.02	This is an important Council Strategy and Policy Document, as it sets out the planning framework to guide development and place making in Flintshire for the period 2015-2030. In brief it sets out the following: <ul style="list-style-type: none"> <li>• Providing opportunities to deliver between 8-10,000 jobs by maintaining a viable portfolio of employment land, to support wider regional growth ambitions;</li> <li>• Making provision for 7,950 new homes over the plan period (including a 14% flexibility) to deliver a requirement of 6,950;</li> </ul>

	<ul style="list-style-type: none"> <li>• Facilitates the delivery of two long standing strategic site commitments at Northern Gateway and Warren Hall;</li> <li>• Locates growth sustainably in the County’s service centres and sustainable settlements, based on a settlement hierarchy;</li> <li>• Provides a pragmatic solution to affordable and specialist housing needs, including statutory provision for the accommodation needs of Gypsies and Travellers;</li> <li>• Minimises the need to amend Flintshire’s green barriers to facilitate sustainable development;</li> <li>• Ensuring that sites are viable and deliverable, and that infrastructure is or can be provided to accommodate the planned growth.</li> </ul>
1.03	<p>In summary the Deposit Plan contains the following key sections:</p> <ol style="list-style-type: none"> <li>a) Foreword by the Lead Member for Planning and Public Protection;</li> <li>b) Introduction – The plan’s structure, how to comment, the context for how the plan has been prepared, the plan’s Vision and Core Objectives;</li> <li>c) The Growth Strategy of the plan – what the approach to assessing and locating growth in the plan has been;</li> <li>d) Preferred Strategy – Explains the plan’s overall strategy including how the growth and policy direction of the plan was arrived at;</li> <li>e) Strategic Policies – includes overarching policies on the amount and broad location of development, strategic sites, Green Barriers, Recreation and Heritage, The Environment and Climate Change;</li> <li>f) Topic, Criteria and Area Based Policies – more detailed policies that will be more commonly used in relation to general development management considerations, following the same themes as covered by the strategic policies;</li> <li>g) Monitoring Framework – the framework by which the performance of the plan will be monitored and reported on annually once the plan has been adopted;</li> <li>h) Glossary of terms.</li> </ol>
1.04	<p>The Deposit LDP is supported by a range of documents that comprise the ‘deposit matters’ and include:</p> <ul style="list-style-type: none"> <li>• The Integrated Impact Assessment that incorporates Sustainability Appraisal (SA), Strategic Environmental Assessment (SEA), and Health and Equality impacts;</li> <li>• A Habitat Regulations Assessment (HRA);</li> <li>• Technical Background Papers;</li> <li>• A wide ranging evidence base;</li> <li>• The initial consultation report which details the pre-deposit consultation report of findings;</li> <li>• A Soundness Self-Assessment which demonstrates how the Plan meets the 3 soundness tests identified in national guidance.</li> </ul> <p>These documents will form part of the documentation that will be finalised and made available for the public consultation alongside the Deposit LDP. Full copies of all of these documents will be made available on the Council’s LDP consultation portal and website to coincide with the start of the consultation on 30<sup>th</sup> September 2019.</p>

	<p>The Council has also prepared an Infrastructure Plan which whilst not a statutory requirement, given the growth strategy of the plan, highlights the information provided by key infrastructure stakeholders about what infrastructure is required over the plan period to support its implementation.</p>
1.05	<p>In getting the plan to this stage the Council has faced a number of significant challenges to progress which comprise:</p> <ul style="list-style-type: none"> <li>• A vulnerability to speculative housing development in its communities as it does not have an adopted development plan in place and therefore is unable to demonstrate a five year housing land supply;</li> <li>• Enforced delays in the timetable resulting from radical changes to national planning guidance (Planning Policy Wales 10 (PPW10)) and resource issues, which have led to slippage and timetable revisions accompanied by significant Ministerial pressure to make progress;</li> <li>• New requirements from PPW10 to provide detailed assessments of development site viability and deliverability, as well as an assessment of the County's renewable energy potential.</li> </ul>
1.06	<p>Despite these pressures, the work of the Planning Strategy Group has focussed on 'getting the plan right' in order to demonstrate its soundness or fitness for purpose, and to learn the lessons experienced by other Local Planning Authorities. It is the view of officers, endorsed by the Planning Strategy Group, that the Deposit LDP attached to this report is both sound and deliverable, and represents a common sense and pragmatic approach to delivering growth and development, supporting the wider sub-regional growth vision, whilst minimising the impacts on Flintshire's communities.</p>
1.07	<p>The purpose of the public consultation is to allow those communities to view the plan in that context, and to consider whether the plan is indeed sound. In objecting to any part of the plan, objectors must identify where the plan falls short in this respect, outline why it is not sound, and set out how the plan should be changed accordingly. This will be a challenging proposition for the general public, but is nevertheless a key part of their responsibility to comment constructively on the plan, rather than simply state that they do not like the proposals within it. These submissions will be reported back to the Council following the consultation, and will also form part of the information submitted to the Inspector(s) who will conduct the Examination of the plan.</p>
1.08	<p>Of the issues contained in the plan, the ones that are likely to prove most contentious during the public consultation are:</p> <ul style="list-style-type: none"> <li>• The approach to meeting the housing requirement and specifically to the location of housing allocations;</li> <li>• The approach to meeting the needs of Gypsies and Travellers;</li> <li>• The adequacy of infrastructure to support developing the allocations in the plan.</li> </ul>
1.09	<p>In order for the public to object to the plan, they will not only have to explain what their objection is and why they make it, but also identify which of the tests of soundness the plan fails, why, and how the plan should be amended.</p>

	<p>These tests are set out in Welsh Government guidance and comprise:</p> <ul style="list-style-type: none"> <li>• <b>Does the plan fit?</b> (i.e. is it clear that the LDP is consistent with other plans?)</li> <li>• <b>Is the plan appropriate?</b> (i.e. is the plan appropriate for the area in light of the evidence?)</li> <li>• <b>Will the plan deliver?</b> (i.e. is it likely to be effective?)</li> </ul> <p>It is important to note that the Council is essentially placing on deposit a plan which it believes to be sound in accordance with the regulations and relevant tests above. There will therefore be limited opportunity for the plan to be changed significantly following Deposit consultation and prior to submission to the Inspectorate for Examination.</p>
1.10	<p>In terms of the next stages once the plan has been through the political processes of approval, there will be a six week period of public consultation from 30<sup>th</sup> September 2019 until 11<sup>th</sup> November 2019. The methods of consultation are set out in the Council's published Revised Delivery Agreement (May 2019), and further information about the consultation will be provided well in advance on the Council's web site. This will include a number of manned 'drop-in' sessions focused on areas where sites are proposed. It is also worth noting that as the Plan has been put to the Cabinet on the 16<sup>th</sup> July and to this meeting of the Council, it is in essence in the public domain as of these dates, thereby allowing more time for the public to review and understand it. The Deposit consultation will not start until the end of September, in order to avoid the summer recess and holiday period, and to enable preparation of supporting documents and to make consultation arrangements. Members are asked to note that the outcome of the ongoing Renewable Energy Assessment will be brought back to the Cabinet and Full Council in early September as work is still ongoing on one policy area requiring finalisation of a renewable 'local search area' to support policies EN12 and EN13.</p>
1.11	<p>It is therefore extremely important that the plan is approved to go out for public consultation, to allow the Council to meet its obligations under the Planning and Compulsory Purchase Act 2004 and to maintain progress in line with the Council's approved Delivery Agreement (May 2019). Whilst some Members will have concerns, particularly those with sites in their area, there are significant risks and repercussions for the Council if the Plan is objected to by Members and/or not approved by full Council on the 23<sup>rd</sup> July. These include:</p> <ul style="list-style-type: none"> <li>• Further delays and slippage with the timetable;</li> <li>• The Minister's most recent letter to the Council about the timetable, and the prospect of the Minister using her powers to intervene in the LDP process, with the Council losing control over the plan;</li> <li>• Continuing vulnerability to speculative development and the prospect of more sites being approved on appeal;</li> <li>• If objecting to sites, the need to identify sound planning reasons why sites are not appropriate or sound, and also what is a suitable alternative site to allocate and where?</li> </ul>

	It is also likely that Members have already, or will be lobbied by the public, as the Plan essentially became public by being part of the Cabinet agenda considered at its meeting held on 16 <sup>th</sup> July 2019, and as attached to this report. In order to allow the public to make comments on the Plan, it must first be approved by the Council and so the best response that Members can give their communities is to approve the Plan to allow the consultation to take place.
1.12	<p>Following the Deposit consultation, the broad timetable for the plan to adoption is as follows:</p> <ul style="list-style-type: none"> <li>• Consideration of consultation comments and response by the Council – April/May 2020</li> <li>• Submission of the LDP to Welsh Government for Examination – Summer 2020</li> <li>• Formal Examination of the LDP – Autumn 2020</li> <li>• Receipt of Inspector’s Report and Adoption of the LDP – Summer 2021.</li> </ul>

<b>2.00</b>	<b>RESOURCE IMPLICATIONS</b>
2.01	A budget and reserves have been committed which through judicious monitoring and use, are currently sufficient to complete the LDP. This does depend on matters beyond the Council’s control, principally the length of and cost of the Examination and Inspectors fees. This budget will continue to be closely monitored.

<b>3.00</b>	<b>CONSULTATIONS REQUIRED / CARRIED OUT</b>
3.01	Six week public consultation period required following approval of the Deposit Plan by Cabinet and Full Council. To begin on 30 <sup>th</sup> September 2019.

<b>4.00</b>	<b>RISK MANAGEMENT</b>
4.01	As per paragraph 1.10 above.

<b>5.00</b>	<b>APPENDICES</b>
5.01	<p>Appendix 1 Deposit LDP written Statement (see attached to this report)  Appendix 2 LDP Proposals Maps (access via the following links)</p> <p><a href="#">Proposals Map 1</a>  <a href="#">Proposals Map 2</a>  <a href="#">Proposals Map 3</a>  <a href="#">Aston/Shotton inset plan</a>  <a href="#">Buckley inset plan</a>  <a href="#">Connah’s Quay inset plan</a>  <a href="#">Flint inset plan</a></p>



	<a href="#">Holywell inset plan</a> <a href="#">Mold inset plan</a> <a href="#">Queensferry inset plan</a> <a href="#">Saltney inset plan</a> <a href="#">Map Key</a>  <b>NB: If Members press and hold on any of the above links a dialogue window will appear allowing an option to open [any map] in a new tab to be selected.</b>
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<b>6.00</b>	<b>LIST OF ACCESSIBLE BACKGROUND DOCUMENTS</b>
6.01	<b>Contact Officer:</b> Andy Roberts, Service Manager Strategy <b>Telephone:</b> 01352 703211 <b>E-mail:</b> andy.roberts@flintshire.gov.uk

<b>7.00</b>	<b>GLOSSARY OF TERMS</b>
7.01	<b>Deposit Plan</b> – Formal version of the LDP representing the Council’s final draft plan, to be deposited or made available for formal public consultation.  <b>Examination in Public</b> – Where a Planning Inspector appointed by the Welsh Government formally examines the LDP to determine its degree of compliance with the tests of soundness (see section 1.09)

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# Flintshire Local Development Plan 2015 - 2030

Deposit Plan  
September 2019



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## Foreword 2

## Foreword 2

- 2.1** I am very pleased to publish this deposit Local Development Plan (LDP) in order to seek the views of the communities in Flintshire, key stakeholders, land owners and developers and other interested parties.
- 2.2** This plan, together with relevant supporting documents and evidence, sets out the planning strategy for Flintshire up to 2030, along with the policy framework that will be used to guide how this strategy will be followed and achieved.
- 2.3** This is an important plan for a number of reasons. Whilst clearly fulfilling a statutory duty to meet the requirement for a plan led system in Wales, it is also a response to the vulnerable position Flintshire's communities are placed in by the lack of an adopted development plan, and the pressure for speculative development that comes from the national policy encouragement of this. Thankfully this position is currently under review, allowing the Council to invest more of the available resources in producing this plan.
- 2.4** I and the Council as a whole, fully recognises the need for new houses and to facilitate the creation of new jobs, but this must be done in a balanced, controlled and sustainable manner, in order to ensure that in striving to achieve the aims of the Well-Being Act, this does not happen (as has been experienced in Flintshire) in a manner that causes harm to communities. In contrast, in developing this plan the Council has been careful to plan for growth at the right level, in support of a clear sub-regional Growth Vision, and in the most sustainable locations thereby promoting positive placemaking, something that speculative piecemeal development cannot do.
- 2.5** It is my view that in achieving this balance, this plan represents a sensible, positive and sound expression of the way growth should be planned for in Flintshire. The Council would like to know what you think about the policies and proposals contained within this plan, before it is then submitted to the Welsh Government and Planning Inspectorate for examination.
- 2.6** Please remember it is important to submit your views within the time allowed for consultation and by the closing deadline of 5pm on Monday 11th November 2019.  
Councillor Chris Bithell, Portfolio Holder for Planning & Public Protection



## 3 Introduction

### How to View and Comment on the Deposit Local Development Plan

- 3.1** The Deposit LDP consultation presents an opportunity for all interested parties to read and understand and comment on how the plan's policies and proposals will help deliver growth over the plan period. Whilst the plan is also broader ranging in its content than just enabling growth, it is ultimately just a land-use plan and not a 'plan for everything', when making comments. For example whilst the Local Health Board have been involved in the plan making process as key stakeholders, it is not the role of the LDP to provide access to health facilities or GPs: that is their role, taking account of the growth the plan makes provision for. The same applies in relation to many other areas of key infrastructure, whether education, drainage, utility supply, highways or environment.
- 3.2** The easiest and preferred way to view and comment on the plan is via the Local Development Plan online consultation portal which can be accessed via [www.flintshire.gov.uk/ldp](http://www.flintshire.gov.uk/ldp). The portal allows you to view and comment on the plan as you read it, or alternatively you can download pdf versions of the Deposit LDP and all accompanying documents. A 'How to Comment via the Portal' guide has also been produced to help you make the most of the opportunity to comment.
- 3.3** Paper copies of the consultation documents are available for viewing at all libraries and at County Hall, Mold (main reception), Ty Dewi Sant, Ewloe and Flintshire Connects Centres. There will also be the opportunity to speak to officers at a number of 'drop in' sessions, the details of which are available on the website.
- 3.4** A standard consultation response form has also been prepared and is available on request for those unable to access the web portal. Copies are also available at local libraries, drop in sessions, County Hall, Mold and Connects Centres (One form per person requesting).
- 3.5** Please submit your comments via the online portal. Exceptionally please send completed consultation response forms to:  
[developmentplans@flintshire.gov.uk](mailto:developmentplans@flintshire.gov.uk)
- 3.6** Or to:  
Andrew Farrow,  
Chief Officer (Planning Environment & Economy),  
Flintshire County Council,  
County Hall,  
Mold,  
Flintshire. CH7 6NB
- 3.7** The consultation is open for 6 weeks from Monday 30th September 2019 – Monday 11th November 2019. All comments must be received by 5pm on 11th November as those received afterwards will not be considered.



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- 3.8** Further guidance or information can be obtained from the Planning Policy helpline 01352 703213 or by emailing [developmentplans@flintshire.gov.uk](mailto:developmentplans@flintshire.gov.uk)

## How Have We Arrived at the Deposit Plan?

- 3.9** The LDP follows on from the adopted Unitary Development Plan (2000-2015) and covers the period 2015 to 2030. The Council has prepared its deposit LDP in accordance with national Planning Policy and guidance. The plan provides a clear land use planning framework to address issues and opportunities facing Flintshire, aiming to provide certainty for its communities and a sound and consistent basis for making planning decisions.
- 3.10** The aim of the plan is to enable the delivery of sustainable development in a manner that balances all of the Well-Being requirements in a sensible and proportionate way, to allow the right development to occur in the right places.
- 3.11** Underpinning the plan is an extensive evidence base covering a wide range of considerations that are broader than, as well as just relevant to, the production of the LDP. This is a necessary foundation for the development of plan policies and proposals, and a series of topic and background papers have been produced to summarise this often complex and detailed evidence, to make sense of and explain how elements of the plan link to it.
- 3.12** The deposit LDP has also been informed by clear, open and inclusive public and stakeholder engagement undertaken throughout the key stages of plan preparation. The feedback from this engagement has helped define and refine the direction and content of the Plan.
- 3.13** The basis of the Plan is defined by a vision, strategic objectives and a growth and spatial strategy that embodies the issues and opportunities facing Flintshire. This growth and spatial strategy is explained later in this section.
- 3.14** The deposit LDP also contains and adds to the strategic policies already developed at the Preferred Strategy stage, providing where appropriate further detail to deal directly with specific matters, as well as identifying proposals for development (allocations) or where land should be protected (designations), all of which are illustrated and annotated on the Proposals Map, to be read alongside relevant policies.
- 3.15** The Plan once adopted will be monitored annually and kept under review in order to keep it up to date in relation to changing circumstances and national guidance and policy. An Annual Monitoring Report (AMR) will be produced to measure the effectiveness as the Plan, based on the monitoring framework set out later in the document.

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#### How to Use/Navigate and Interpret the Plan

**3.16** Rather than follow a traditional topic based approach, as in the UDP, the plan's policies (strategic and detailed) and proposals are organised within a themed approach comprising the following:

- Creating Sustainable Places and Communities
- Supporting a Prosperous Economy
- Meeting Housing Needs
- Valuing the Environment

**3.17** The strategic policies relate to the overarching themes of the plan, and also set the context for translating the strategic objectives into policy proposals and guidance. The strategic policies as written are capable of being used for Development Management (DM) purposes in their own right but are also supported by specific detailed policies and proposals which expand on the criteria contained in the strategic policy. In order to assist navigation and identify linkages between strategic and detailed policies, a "policy context" table is provided after each strategic policy, that signposts to the detailed policies that support it, for example:

#### **STR1: Strategic Growth**

##### **In order to meet Flintshire's economic ambition...**

##### Policy context

LDP Objectives	1. Ensuring that Flintshire has the right amount, size, and type of housing to support economic development and to meet a range of housing needs 2. Ensure that housing development takes place in sustainable locations where sites are viable and deliverable and are supported by the necessary social, environmental and physical infrastructure. 8. Facilitate growth and diversification of the local economy and an increase in skilled high value employment in key sectors 9. Support development that positions Flintshire as an economically competitive place and an economic driver for the sub-region
PPW10	Paras 4.2.1 – 4.2.9 Paras 5.4.3 – 5.4.8
Well Being Goals	A prosperous Wales A resilient Wales

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Key Evidence	PPW Flintshire and Wrexham Employment Land Review Flintshire Further Employment Growth Scenarios Assessment Employment and Housing Advice Population and Household Growth Projections Background Paper Topic Paper 10 – Population, Household Growth and Housing Topic Paper 7 – Spatial Strategy Growth Vision for the Economy of North Wales (2016) North Wales Growth Deal Bid
Monitoring	The monitoring framework is set out in Chapter 20 Monitoring.
Detailed Policies	HN1 New Housing Development Proposals PE1 General Employment Land Allocations PE2 Principal Employment Areas

**3.18** Strategic Policies are set out in Sections 5-8 of the plan. Whilst detailed policies are cross referenced where relevant from the strategic policies, the general principle of the plan needing to be “read as a whole” will always apply. Detailed policies are set out in Sections 9-12 of the plan.

**3.19** The plan policies should be read in conjunction with the Proposals Map, which is overlaid on an Ordnance Survey base map and the County divided into logical tiled geographical areas for ease of reference. The Proposals Map identifies the settlement boundaries, site allocations and area designations described in the associated policies and proposals. Individual policies are clearly referenced to the Proposals Map where relevant.

**3.20** The Proposals Map also includes the following allocations and designations:

- Housing Sites (Non-strategic) for 10 or more units (these comprise new allocations and commitments i.e. sites with extant planning permission not yet built);
- Strategic sites (mixed use development);
- Town centre boundaries and Primary Shopping Areas;
- Employment sites and Principle Employment Areas;
- Green spaces/green infrastructure;
- Minerals safeguarding areas and buffer zones;
- Green barriers;
- Settlement boundaries.

**3.21** Where designations are determined by other mechanisms or bodies (e.g. Natural Resources Wales (NRW)), these are not shown on the Proposals Map but are instead shown on a Constraints Map available separately. The Constraints Map will be periodically updated as and when new information is provided by the relevant statutory consultee or stakeholder.

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- 3.22** The Plan is in line with, but does not duplicate, National Planning Policy and Guidance as, where relevant, this should be sufficient for use for DM purposes. Where reliance is placed on PPW in terms of specific types of development or specific issues, this will be set out in the explanatory text following on from strategic or detailed policies.
- 3.23** Supplementary Planning Guidance (SPG) will be published separately to the plan and will expand on certain policies providing more detail to aid interpretation. The explanatory text accompanying policies will identify whether SPG exists, need to be updated or needs to be drafted to support policies.

### Strategic Context

- 3.24** The plan sits within the framework of relevant National Planning Policy and Guidance, and other regional plans, strategies and proposals. In particular the plan is compliant with or has regard to the following:
- a. National context
    - Planning Policy Wales Edition 10 (Dec 2018 ) – amongst other things PPW requires LPAs to show how places are expected to change in land use terms, to facilitate the need for development/growth over the plan period;
    - People, Places Futures: The Wales Spatial Plan 2008 – This recognises the important role that Flintshire plays in NE Wales, together with Wrexham and Denbighshire, in making a significant contribution to the Welsh and UK economies;
    - Well-Being of Future Generations (Wales) Act, 2015 – This places a duty on all public bodies in Wales to “carry out sustainable development” and to do so with the aim of achieving the seven Well-Being Goals;
    - Environment (Wales) Act 2016 – This is important legislation needed to plan for and manage Wales’ national resources in a more proactive, sustainable and joined up manner.
  - b. Regional Context
    - West Cheshire NE Wales Sub Regional Spatial Strategy (2006) – Whilst of its time, this collaborative, cross-border work recognised the lack of relevance of the national boundary where considering how the sub-regional economy functions, and gave Flintshire a principle role as a sub-regional economic hub. Many of its objectives are still relevant as a basis for the LDP, particularly as this partnership working continues as part of the Mersey - Dee Alliance.

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- Mersey Dee Alliance (MDA) - The Council is also a key partner in the MDA which was born out of recognition of shared economic, social and environmental interests across the West Cheshire, Wirral and North East Wales area. The Alliance was formed in April 2007 and comprises Cheshire West and Chester, Flintshire, Wrexham and Wirral, together with Chester University, Wrexham Glyndwr University, the Welsh Government and Mersey Travel. Whilst sitting either side of a national boundary, the Mersey Dee Growth region has been recognised as a single economic sub-region, with a population close to 1 million. The MDA's role is to enhance the profile and identity of the North East Wales / North West England border region and maintain and develop the region's competitiveness. It has published a number of strategies including Sub Regional Spatial Strategy (2006- 2021). The recently published Mersey Dee Growth Prospectus – Unlocking Our True Potential sets out the transport infrastructure investment required to unlock the economic growth potential in addition to and complementary to rail investment identified in the Growth Track 360 prospectus. The prospectus identifies Strategic Development sites including Warren Hall and Northern Gateway, due to their strategic locations and potential for significant growth.
- North Wales Economic Ambition Board (Growth Vision & Development Bid) – The North Wales EAB developed a Growth Vision for the economy of North Wales in 2016 aims to:
  - Improve the economic, social, environmental and cultural well-being.
  - Support and retain young people in the region's communities.
  - Address worklessness and inactivity across the region.
  - Support and enable private sector investment in the region to boost economic productivity and to improve economic and employment performance.
  - These will be delivered through specific plans relating to infrastructure, skills and employment and supporting business growth. As a result the NWEAB was invited to develop a Bid by the UK Government in 2019 for capital funding to support infrastructure development to aid economic growth and the six local authorities, along with the private sector, education and third sectors, who have collaboratively adopted a growth vision for the economy of N. Wales to 2035. The North Wales Growth Vision will create thousands of jobs, boost the economy, improve transport and digital communication links, focus on renewable energy, support tourism and more. In broad terms, the vision is to grow the value of the economy by 2.8% per annum to £20 billion and to create over 120,000 new job opportunities. The Growth Deal bid seeks initial key funding from UK and Welsh Government to invest in key infrastructure enabling development to provide real impetus for the long term vision to be realised. The Bid consists of a series of

### 3 Introduction

projects under eight programmes and key projects in Flintshire include supporting strategic employment sites at Warren Hall, Broughton and Northern Gateway, Deeside and delivering an Advance Manufacturing Centre.

- Regional Technical Statement for Aggregates: 1st Review (2014) – The Regional Technical Statement (RTS) 1st Review, was published by the North Wales Regional Aggregates Working Party and sets out the level of need with respect to aggregates across North Wales, in line with the requirements of Minerals Technical Advice Note 1: Aggregates. The RTS recognises the dominance of Wrexham in terms of sand and gravel supply within the region and seeks to redress the imbalance through allocations in other authority areas. The RTS also sets out an additional need for crushed rock across Flintshire and Wrexham.

#### c. Local Context

- The Council Plan (2017 – 2023) – This sets a number of priorities, some of which will have land use implications for the LDP: Resilient communities; Sustainable development and environmental management; Safe and sustainable travel services; High performing education; Effective resource management; Business sector growth and regeneration; Appropriate and affordable homes; Modern, efficient and adapted homes; Protecting people from poverty.
- Flintshire Well-Being Assessment (2017) and Plan (2017) - In April 2016 the Flintshire Public Service Board was set up (to replace the Local Service Board) to ensure a continued collaborative and partnership working approach. The Council has published a series of Area Profiles whereby the County was split into seven distinct geographic community areas and a range of information provided for each. The Council has also published its Assessment of Well-being in the form of a full document and summary document. The assessment fed into the Wellbeing Plan which sets out priorities in relation to community safety, economy and skills, environment, healthy and independent living and resilient communities.
- The Deeside Plan (2017) – sets the economic context and ambition for North Wales and the Mersey Dee Alliance (MDA) and outlines how these can be realised and harnessed to benefit people locally in Flintshire. Economic growth is one of the five themes of the plan with a key objective of emphasising Deeside's role as an economic driver for sub-regional employment growth including links to the Northern Power House.



## County Profile / Overview

- 3.25** The County of Flintshire occupies a unique border location in the North East corner of Wales, serving as the principle gateway to the North Wales Region from North West England. Flintshire boasts a significant and prosperous industrial heartland anchored by a vibrant advanced manufacturing sector which is far from typical of other areas in Wales or of the rest of the United Kingdom. The County is recognised nationally as being a key area of employment and economic activity with national and sub-regional importance in Wales but as also having wider economic importance to the North West Sub-Region.
- 3.26** The County is characterised by its diverse towns and villages, large employment parks and attractive rural, upland, estuarine and coastal landscapes. Flintshire benefits from a distinct mix of culture and language which is most apparent in the rural North, South and West as well as the towns of Holywell and Mold. The County comprises clusters of settlements such as the Deeside and Buckley areas, beyond which is a dispersed pattern of towns and villages of varying sizes and traditional and modern characters. Two thirds of the population (almost 100,000 people) live in the East of the County near the English/Welsh border. Outside the main population centres the County is relatively undeveloped and rural in character, with a broad range of important landscapes, diverse habitats and rare species of local, regional, national and international importance such as the Clwydian Range and Dee Valley AONB and the Dee Estuary. Parts of the County are at risk from flooding and parts of the coastal strip bear the legacy of the County's mining and industrial past. The Sealand area is one of the most important agricultural resources in Wales. The County also has a rich built heritage as reflected by its 32 Conservation Areas and 1032 Listed Buildings.
- 3.27** Based on 2014 projections, the County is forecast to increase in population from 154,088 in 2015 to 156,899 in 2030. The population of the County is also ageing and this is a trend which is likely to continue. The bulk of the population is located in the eastern part of the County and along the coastal strip which reflects the key towns of Buckley, Flint, Holywell, Saltney and Mold, and the various settlements which make up what is generally known as 'Deeside'. The spatial pattern of these settlements, together with Deeside Industrial Park, forms the basis of the growth hub or triangle embodied in the Wales Spatial Plan. To illustrate the economic activity in the Flintshire area the 2011 Census recorded significant cross broader commuter flows amounting to one million journeys per month. Significant daily flows are estimated to be 24,000 comprising people coming in to work in North Wales, to Chester and Cheshire, to Merseyside and to Greater Manchester, and 20,000 commuting from North Wales / Flintshire to work outside of the County.

### 3 Introduction

- 3.28** Within the County there are key economic drivers which are the Deeside Industrial Park together with key employment parks, the County's town centres and Broughton Shopping Park. The economic focus of the County is located in the Deeside area, and reflects its designation as an Enterprise Zone. This part of the County is a key element in the on-going Growth Deal bid in recognition of the economic importance of North East Wales and North West England. Flintshire has developed as a major economic centre where high value advanced manufacturing remains at the heart of the local economy. The Airbus UK plant at Broughton now employs 6,000 people and is an internationally important site which is a key mainstay of the local economy, and there are several other key employers such as Toyota, which together enhance the importance of Flintshire's contribution to the sub-regional and Welsh economies.

#### Key Issues and Drivers for Change

- 3.29** Whilst not repeating detailed work and consideration of key issues and options from the pre-deposit (Preferred Strategy) consultation stage, the following summary of key issues and drivers for change helps to explain the basis or starting point for the development, and purpose of the plan's strategy.

Table 2

<b>Key Issues and Drivers</b>
The County is seen as an economic driver for the economy of the North East Wales sub – region alongside the West Cheshire and Chester sub-economy, as reflected in the designation of the Enterprise Zone.
The job growth and economic development ambitions for the County should form the basis for identifying and delivering a supporting level of housing development.
The 2011 based Welsh Government household projections underestimate future housing requirements as they are based on a period of economic downturn and should be used only as a starting point, alongside a range of other considerations.
Whether, and the extent to which, the under-delivered housing over the UDP Plan period should feed into the new housing requirement figure.
The County, in conjunction with Wrexham forms a self-contained local housing market area. Although there are key movements in the north east of the County with Chester (which has also been recognised as a self-contained local housing market area and capable of meeting its own housing needs in the Inspector's Report on the Local Plan – Part One) the Plan needs to primarily provide for its own housing needs.
The Wales Spatial Plan identifies a key triangle of growth comprising the Wrexham, Deeside and Chester area.



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The County has a number of market towns and a larger urban area focussed on the various settlements comprising Deeside, together with a wider rural hinterland.
The County has extensive areas of brownfield land but this is generally located in and around the River Dee and Dee Estuary, in areas at risk of flooding and / or of international nature conservation importance and this is likely to result in the need for greenfield site allocations.
The County has a range of physical and environmental constraints in the form of the AONB, Dee Estuary and areas at risk of flooding.
The County has an ageing population with particular housing needs and a continuing need for affordable housing and the implications of such a trend longer term in ensuring a supply of skilled labour to meet the needs of modern employers.
The need to assess the comments of the UDP Inspector who considered that the approach to defining settlement boundaries based on individual settlements rather than identifying urban areas was backward looking and also considered that the time was rapidly approaching whereby a fundamental review of open countryside and green barriers in parts of the County was needed.
The need for new development to be in the most sustainable locations and bring with it necessary infrastructure improvements.
The need for new housing sites to be viable and deliverable in terms of contributing to housing land supply and other Plan objectives.
The need for some development in rural communities to help retain service provision.
The provision of affordable housing to meet evidenced local needs and to continue to do this in an innovative and flexible manner.

**3.30** In summary, Flintshire is a key gateway to Wales and an important part of a regional economic hub that transcends the national border. Flintshire is working collaboratively with its partners on either side for the border, with the North Wales Economic Ambition Board (NWEAB) on the Growth Vision and Growth Deal Bid, and with the MDA, to develop and promote a growth ambition that Flintshire can make a significant contribution to. The plan’s role in a land use sense, is to help facilitate this contribution balancing aspiration with the realistic ability to deliver, as far as a plan can do this. It can also provide key infrastructure to support economic growth and an important component of this is provision of sufficient and sustainable opportunities to facilitate the delivery of new housing by the development industry, in line with market demand.

**3.31** The plan must of course make such provision in an appropriate manner, in relation to location and type in order to both support the economic growth ambition, but at the same time providing for the housing needs of Flintshire.

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A challenge for the plan, even though mostly beyond its direct ability to control, is the need to ‘ensure’ deliverability of new housing, which must also be equally referenced in terms of market demand, completion rates and trends, and the ability and capacity of developers to deliver. Despite the positive efforts that the Council has made to work closely with developers locally on potential allocations, it is only when developers are required by the Welsh Government to properly evidence this aspect of housing ‘delivery’ from an industry perspective, will the full and correct position be clear.

- 3.32** Whilst a strategic economic focus for the plan is therefore the ‘growth zone (triangle)’ referenced in the WSP between Deeside, Wrexham and Chester, this should not be at the expense of planning for the remainder of the plan area. The Plan needs to ensure that the benefits of economic growth can be made available to people in sustainable settlements and locations throughout the plan area.
- 3.33** Taking account therefore of the strategic context, the broad sub-regional growth ambition and the key issues and drivers for change, the plan has been prepared in this context to ensure that, in a land use sense, social, economic and environmental change is managed in a sensible and sustainable manner, and in the interests of the Well-Being of Flintshire’s communities.
- 3.34** Looking forward to 2030 then, and in planning to help facilitate the economic growth ambition of the Council, the challenges that the plan must respond to are:

Table 3

<b>In Flintshire, we need to plan for:</b>
The needs of a growing but ageing population with specific housing needs, and a general need for more affordable housing.
The need to ensure a supply of diversely skilled labour to meet the job growth and economic ambitions of the County.
A strong and prosperous economy, that acts as a driver and hub for the wider economic sub-region.
Supporting infrastructure, including housing, to meet this growth ambition.
A mix and type of housing to meet the range of needs and aspirations of communities.
The need to locate development in the most sustainable locations, and for it to be viable and deliverable.
The need for some development in rural communities to help retain community vitality.

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Development that is functional, well designed, reduces its carbon footprint, and mitigates and adapts to climate change.
Sustainable and cohesive communities, recognising the role and function of our urban area, market towns, villages, and rural hamlets within the sustainable settlement hierarchy, and the relationships between them.
Improved transport infrastructure and facilities which offer improved modal choice and accessibility to communities.
The protection and enhancement of our natural, built, and historic environment, its character, quality and diversity, and local distinctiveness.
Opportunities for the people in our communities to lead active, healthy, safe and secure lives.

### Forming the Plan's Strategy from This Context

- 3.35** The LDP vision plays an important role in defining the main purpose of the Plan and in doing so, sets the framework against which the Preferred Strategy and subsequent detailed policies are developed. The vision distils the main priorities and drivers summarised above for Flintshire, as well as drawing on the priorities set by national policy and other relevant local strategies.
- 3.36** A draft vision supported by strategic objectives have already been the subject of community and stakeholder engagement and consultation via the Key Messages document in the Spring of 2016, and the feedback received from this has influenced the final vision and objectives presented below. These have also been the subject of the Integrated Impact Assessment (Sustainability Appraisal / Strategic Environmental Assessment) process (IIA/SA/SEA).
- 3.37** The LDP's vision is:

### 3 Introduction

#### LDP Vision

**“The LDP is about people and places. It seeks to achieve a sustainable and lasting balance which provides for the economic, social, and environmental needs of Flintshire and its residents, through realising its unique position as a regional gateway and area for economic investment, whilst protecting its strong historic and cultural heritage”.**

- 3.38** A number of strategic objectives have been developed to translate the vision into a framework which defines the broad focus for the plan. The objectives are clear statements of intent which focus in on how the LDP vision will be delivered. Like the vision, they take the key challenges facing the County and align them with the three themes of sustainable development:

Table 4

<b>Strategic Objectives Themes:</b>
Enhancing Community Life
Delivering Growth and Prosperity
Safeguarding the Environment

- 3.39** One of the key challenges of producing a sustainable Plan is to ensure that a reasonable balance is achieved between these elements of sustainability. A key part of this challenge is the need to minimise the potential conflicts that will arise from such a broad ranging set of Plan objectives, for example protecting high quality agricultural land whilst at the same time providing development opportunities beyond established settlement boundaries. This process has been aided by consideration of the objectives via the Integrated Impact Assessment (SA/SEA) process, the outcome of which has been used to refine the objectives and reduce the areas of potential conflict. The objectives will also form part of the basis for monitoring the implementation of the Plan, once adopted and operational.

- 3.40** The LDP Objectives are defined as follows:

Table 5

<b>Enhancing Community Life</b>	
1.	Ensure communities have access to a mix of services and facilities, such as education and health, to allow community life to flourish, and meet the needs of particular groups such as the elderly.

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2.	Encourage the development of town and district centres as the focus for regeneration.
3.	Promote a sustainable and safe transport system that reduces reliance on the car.
4.	Facilitate the provision of necessary transport, utility and social / community infrastructure.
5.	Facilitate the sustainable management of waste.
6.	Protecting and supporting the Welsh Language.
7.	Create places that are safe, accessible and encourage and support good health, well-being and equality.
<b>Delivering Growth and Prosperity</b>	
8.	Facilitate growth and diversification of the local economy and an increase in skilled high value employment in key sectors.
9.	Support development that positions Flintshire as an economically competitive place and an economic driver for the sub-region.
10.	Redefine the role and function of Flintshire’s town centres as vibrant destinations for shopping, leisure, culture, learning, business and transport.
11.	Ensuring that Flintshire has the right amount, size, and type of new housing to support economic development and to meet a range of housing needs.
12.	Ensure that housing development takes place in sustainable locations where sites are viable and deliverable and are supported by the necessary social, environmental and physical infrastructure.
13.	Promote and enhance a diverse and sustainable rural economy.
14.	Support the provision of sustainable tourism development.
<b>Safeguarding the Environment</b>	
15.	Minimise the causes and impacts of climate change and pollution.
16.	Conserve and enhance Flintshire’s high quality environmental assets including landscape, cultural heritage and natural and built environments.
17.	Maintain and enhance green infrastructure networks.
18.	Promote good design that is locally distinct, innovative and sensitive to location.

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19.	Support the safeguarding and sustainable use of natural resources such as water and promote the development of brownfield land.
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**3.41** The intentions of the Strategic Objectives above are picked up and defined into implementable policy by the strategic policies in sections 5-8 of the plan. The ‘policy context’ section at the end of each strategic policy explanation, highlights the plan’s objectives that the strategic policy aims to achieve, as well as the detailed policies that link from these.

#### The Growth Strategy of the Plan

**3.42** A principal function of the plan is to determine how much growth it should make provision for, particularly in relation to housing, but also in relation to employment or jobs. The assessment of the appropriate level of growth for each type of development is quite different, with the assessment of the housing requirement being far more prescribed and scrutinised than for employment provision. Whilst both types of development essentially require the intervention of the market to bring forward investment and growth, again these are quite different interventions.

#### Employment Growth

**3.43** Unlike national population and household projections, there are no national equivalents for projected job growth. Notwithstanding this, PPW places important emphasis on ‘economic development’ in supporting activities that generate wealth, jobs and incomes. The main emphasis in PPW is that “the growth of output and employment in Wales as a whole is not constrained by a shortage of land for economic use” (Para 5.4.1).

**3.44** In line with PPW the Council has carried out an Employment Land Review (2016), jointly with the neighbouring Local Authority, Wrexham. This identified landbanks specific to each local authority, assessed existing land supply in terms of its fitness for purpose, and presented projections of sector based job growth, based on prevailing market conditions.

**3.45** Given Flintshire’s gateway location and established role as a sub-regional economic hub, planning policies for economic development have for the last 25 years or so focused on providing developers with scope to make choices about where to locate investment. As a consequence, Flintshire has a broad range of established employment sites and Principle Employment Areas that together add up to a comprehensive employment land portfolio.

**3.46** Notwithstanding this established pattern of employment land availability, the Employment Land Review has assessed all land within the portfolio (including sites with planning permission) in terms of its continued availability, attractiveness to the market, contribution to choice, and whether there are any suitable/preferable alternative uses for the land. The Review concluded

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that the portfolio of sites/land in Flintshire were fit for purpose and/or there were no preferable/suitable alternative uses that should warrant the de-allocation of the land for employment purposes.

- 3.47** The ELR did not indicate a significant need for new employment land or significant potential for job growth. This is perhaps not unsurprising given the trend periods coincided with a significant and prolonged economic recessionary period in the UK/globally. Given the sub-regional ambition for growth and investment (including jobs) and Flintshire's commitment to this, these low levels of growth indicated by the evidence base do not in any way represent a growth ambition within the County, or a meaningful contribution to the wider ambitions of the sub-region.
- 3.48** Given that the work involved in putting together the North Wales Economic Ambition Board (NWEAB) Growth Vision and Growth Deal Bid to the UK and Welsh Government involved the identification of key strategic sites, within Flintshire there are two strategic sites where outline consent already exists at Northern Gateway, Deeside and Warren Hall, Broughton. Both sites have already been allocated as part of the LDP Preferred Strategy in order to focus attention on these sites and to bring them forward to deliver the growth committed to them.
- 3.49** Whilst the Plan's job target of 8-10,000 jobs is ambitious in the context of job projections scenarios prepared for the Council, it is not that far in excess of the upper projection (7,200) to raise concerns about deliverability, remembering the difficulties of predicting such levels precisely. Whilst the Council's target could be provided by the potential capacity of the strategic sites, the policy of maintaining a large and varied employment land portfolio provides the safeguard to expect that for the economy as a whole, such a job target is achievable and deliverable over the plan period. Another role for the strategic sites is to act as a stimulus or catalyst for growth in general given their location within the Deeside Enterprise Zone, the Deeside Triangle referred to in WSP, and in terms of their location in proximity to other key sites within the employment land portfolio. This job growth ambition is also set in the context of the North Wales Growth Vision to create 120,000 jobs by 2035.
- 3.50** Compared to the projected employment land need in the Employment Land Review of 28.5ha and the forecast job growth/employment land need of 7,200 jobs/50.6 hectares of employment land identified by the Further Employment Growth Scenarios Assessment work, the target is deliberately more aspirational in order to reflect Flintshire's role as a sub-regional economic hub, contributor to the Growth Vision and also as a major contributor to output and growth in the Welsh economy as a whole. In relation to achieving the target, a further benefit of having a comprehensive employment land portfolio to support the strategic site commitments, is that the Plan does not need to identify 'new' land or sites, and therefore is not in conflict with key sustainability issues such as ecology, flood risk, ALC, and



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general environmental impacts. The emphasis in the strategy is on ensuring that already committed sites deliver their job potential hence focussing on sites within or adjacent to the DEZ, and why the Growth Deal bid incorporates significant requests for enabling funding to assist sites coming forward.

- 3.51** The ELR has also looked at the existing extent of the employment land portfolio from the perspective of identifying potential suitable alternative uses for some of the sites/locations within the portfolio. With the exception of sites already developed, or with constraints, or sites likely to be held for the expansion of individual firms or proposed for alternative (non B-Class) uses such as Maes Gwern in Mold, Flintshire's portfolio of sites/land is not suitable for other uses such as housing, due to its location away from existing settlements, the degree to which the sites are already established employment areas, and the existence of constraints such as flood risk. Given that most of the portfolio is therefore already part of long standing established employment sites and locations, there is technically no 'over-provision' of employment land in the plan.

#### Housing Growth and its Sustainable Location

- 3.52** In terms of determining housing growth in the Plan, national policy is more specific/prescriptive in relation to this. Whilst PPW talks broadly about not constraining economic development through a lack of land supply, in terms of housing it requires LPAs to have a clear understanding of the factors influencing housing requirements in their area over the Plan period. PPW also requires very specifically in para 4.2.15 that an LPA must maintain a minimum 5 year supply of housing land, although the basis for and methodology for determining this is currently subject to review.
- 3.53** PPW also advises that reference should be made to the latest Welsh Government Population and Household Projections in determining the appropriate housing requirement for the Plan, alongside consideration of the outcomes of the LPA's latest Local Housing Market Assessment (LHMA). The LDP Manual also advises that as part of the plan making process, the housing requirement figure or housing growth level should be arrived at through the consideration of different growth options, in order to arrive at the most sustainable or preferred option.
- 3.54** For housing these 'options' involved looking at the appropriateness of different levels of growth, as well as different approaches to distributing this growth spatially. The growth options considered were part of the consultation on the Strategic Options. The outcome of this process is central to the Plan as it sets the context for identifying the amount of development land that is required, as well as the most sustainable places to allocate this land. Whilst this is a matter of planning judgement, this has to be informed by the main purpose of the Plan, set out by the vision and strategic objectives, as well as the context and evidence for how the housing can be delivered.



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- 3.55** In terms of growth options, these are informed by demographic trends and projections and the effect of different assumptions in producing options. A further consideration is the ability of the market and development industry to deliver the development that the Plan will make provision for. This is a judgement call as there are external influences that are beyond the control of the Plan or the Local Planning Authority. These influences include the economic conditions prevailing, availability of development finance, or the capacity of local and regional developers to respond to the provision made by the Plan, set against a local landbank as well as a significant amount of land being made available by Flintshire’s neighbours, in England and Wales, at a similar point in time. The key is to ensure that growth is ultimately viable and deliverable and in feedback from a number of developers operating locally to the Strategic Growth Options, there was a general consensus that the higher growth options were not appropriate or achievable.
  
- 3.56** In terms of the sustainable distribution of this growth, the Plan has identified a framework or hierarchy of sustainable settlements based on a comprehensive set of settlement audits. A range of spatial options were considered as to their appropriateness in bringing about a sustainable pattern of development and growth. This is again based on the drivers that influence the vision and strategic objectives of the Plan, which focus on the needs of Flintshire’s economy and communities, balanced against the need to respect and protect the environment and ensure the well-being of Flintshire’s current and future generations.
  
- 3.57** Growth and spatial options have been developed and tested that are considered to be both realistic and sustainable. These have been the subject of engagement and consultation as part of the Strategic Options consultation carried out in late 2016. These options were presented with no preference identified by the Council for any particular option, instead presenting the key assumptions and evidence behind each, as well as highlighting ‘pros and cons’ for each, to give guidance on the factors that may be used to judge each option. The feedback from this consultation has been assessed and used to develop a consensus view to feedback into the Council’s decision making process, to assist in selecting its preferred option, as set out in the Council’s Preferred Strategy published in November 2017. The growth and spatial options considered are set out in summary tables below:

Table 6

Growth Options				
Option	Explanation	Household Growth	Households to Dwellings	Annual Figure
1	2011 based 10 year migration trend	3,600	3,750	250

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2	2014 based 15 year migration trend	4,650	4,800	320
3	2014 based 15 year migration trend – 2008 headship rates	8,000	8,250	550
4	2014 based 10 year highest migration trend	6,400	6,600	440
5	2014 based 10 year highest migration trend – 2008 headship rates	10,050	10,350	690
6	Employment-led projection 8-10,000 new jobs	6,350-7,100	6,550 – 7,350	440 - 490

Table 7

Spatial Options			
Option	Spatial Option	Explanation	Spatial Expression / Settlements Affected
1	Proportional Distribution	Utilising the settlement hierarchy to allow for a proportional distribution of development	Based on the 5 tier settlement hierarchy.
2	Focussed Urban Growth	Directing all development to urban centres i.e. the upper two tiers of the settlement hierarchy	Based on the top 2 tiers of the 5 tier settlement hierarchy.
3	Growth Area	Development focused by directing all development based on a rigid definition of the growth area triangle embodied in the Wales Spatial Plan.	Based on delineating a boundary in map form which is based on the growth area triangle in the Wales Spatial Plan.
4	Hubs and Corridors, Settlements along Transport Routes	Development distributed based on a strict interpretation of key road and rail transport hubs and routes.	Based on identifying the settlements at key strategic transport hubs and on corridors and would focus on both public transport and key roads.
5	Sustainable Distribution plus Refined Approach to Rural Settlements	Development focused on the first three tiers of the settlement hierarchy, based on identifying the most sustainable settlements and sites. In rural settlements a more refined policy approach would be	Based on the first three tiers of the settlement hierarchy.

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		developed to ensure a more flexible approach is taken to delivering local needs housing.	
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- 3.58** A principal element of the Plan is to determine how much growth the Plan should make provision for, particularly in relation to housing. Local demographic, housing and economic information has been used to derive the six different growth options, based on realistic and sustainable projection scenarios. The first of these options comprised the latest Welsh Government population and household projections (2011) for Flintshire at that time, which the Council is required to use as a starting point for considering future growth.
- 3.59** That said, the latest Welsh Government household projections showed in general, and particularly for Flintshire, a low level of population and household growth given their use of negative recession-based trend data, and were accompanied by Ministerial guidance advising authorities like Flintshire not to project recessionary trends forward throughout their plan periods. Whilst updated Welsh Government projections (2014 based) indicate slightly higher household growth than the 2011 figures, this can easily be accommodated within the options generated for assessment.
- 3.60** The Council recognises that to simply rely on a relatively low level of projected household growth would not provide a sound basis to develop and support the growth ambition for the LDP, triggered by the need for economic recovery and job growth, capitalising on Flintshire’s location and role in the local and wider sub-regional economy. This is recognised through Flintshire’s Enterprise Zone status, its pivotal role in both the North Wales Economic Ambition Board, as well as the ongoing cross-border collaborative ambition to highlight the growth opportunities in the wider Mersey Dee sub region, and the links and role they can play in supporting the Northern Powerhouse principle and Growth Vision.
- 3.61** Similarly, evidence from Flintshire’s Employment Land Review, carried out jointly with Wrexham, does not provide reasonable or positive assessments of employment land need or job growth to support Flintshire’s economic status or ambition, again due to the sector based projections of need relating to the recessionary period, with commensurate flat or negative growth trends in key sectors. The strategy instead highlights key employment sites in Flintshire, which are central to the North Wales and Sub-regional Growth Ambitions, and focusses on ensuring their delivery through the Plan period, identifying the level of jobs that will be created and the level of housing needed to support that level of growth.
- 3.62** Five of the six options that have been the subject of engagement and consultation are demographic based projections, where projected population growth is then converted into household growth, and then into dwellings. The options have been derived by varying key assumptions about migration levels and household formation rates. The sixth option is employment led

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and has been derived by projecting the population, households and dwellings required to produce a job growth ranging between 8,000 and 10,000 jobs. This range derives from follow up work (Flintshire Further Employment Growth Scenarios Assessment) relating to the Employment Land Review, where, guided by job growth projection scenarios, the likely job yield has been calculated from two key strategic employment sites that are part of Flintshire's sub-regional growth ambition and that the plan aims to ensure are delivered during the plan period. Whilst not derived from projections, this range is only just above the upper job forecast and aims to reflect Flintshire's contribution to the Growth Vision for the North Wales economy to create 120,000 jobs by 2035. A separate Background Paper: Population and Household Projections, which accompanied the Strategic Options consultation, is available which explains the projections in more detail. Furthermore, a separate background paper summarises and explains how the growth and spatial options were derived and assessed, in order to arrive at the preferred growth and spatial option, is also available as part of the Preferred Strategy documentation.

#### The Preferred Strategy

**3.63** The Plan's Preferred Strategy has been developed with reference to the following:

- The Vision and Strategic Objectives;
- National Policy and Guidance;
- The Regional and Local context and main issues;
- The assessment of growth and spatial options;
- Pre-deposit consultation and engagement;
- The LDP evidence base;
- An understanding of Flintshire's development pressures and context, including an assessment of settlement capacity.

**3.64** The Strategy aims to promote economic development and the County's contribution to the wider regional economic Growth Vision, with the need to enable the delivery of jobs, homes and where necessary, infrastructure, required to accommodate this growth sustainably. Whilst the details of the approach taken to assessing the Plan's growth level and spatial strategy are documented in Preferred Strategy background papers, the main elements of the strategy are:

Table 8

Jobs Growth	<ul style="list-style-type: none"> <li>• Maintain an employment land portfolio of 139.67 hectares to reflect Flintshire's strategic location, historical pattern</li> </ul>
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	<p>of development, and provision of a choice of investment opportunities.</p> <ul style="list-style-type: none"> <li>• Aim to facilitate Flintshire’s contribution to the regional Growth Vision job creation aspiration, by enabling 8-10,000 jobs to be created.</li> </ul>
<p>Housing Growth</p>	<ul style="list-style-type: none"> <li>• Ensuring a housing land supply to provide for 7,950 dwellings to meet an LDP housing requirement of 6,950 dwellings.</li> <li>• This requirement is derived from the employment led growth option and provides sufficient housing to support economic growth.</li> <li>• This equates to an average build rate of 463 dwellings per annum over the Plan period. In comparison, the average annual build rate over the last 10 years has been 427, and 573 over the last 5 years. Completions in the first three years of the Plan period have averaged 563 (1,691 in total), showing that the Plan is on track in terms of enabling delivery.</li> <li>• There is capacity for a further 1771 dwellings on sites with planning permission (commitments) which are either under construction or expected to be delivered within 5 years.</li> <li>• The Plan makes modest allowances for windfall and small sites development and the evidence base shows that greater potential capacity exists here.</li> <li>• Whilst the residual requirement for new sites is 879, the Plan has allocated 1,874 dwellings on sustainable new sites, providing as a consequence for an overall flexibility of 14.4%. This is a generous over-provision and will help ensure the overall deliverability of the Plan’s housing requirement.</li> </ul>
<p>Spatial Strategy</p>	<ul style="list-style-type: none"> <li>• The Plan has chosen a sustainable and flexible approach to distributing growth in the upper three tiers of the sustainable settlement hierarchy, within the main and local service centres, as well as the sustainable villages.</li> <li>• Part of the approach to enabling growth has been to allocate sufficient sites to provide a range of choice of viable development options, whilst also ensuring that the significant land bank of undelivered permissions is also brought forward. Whilst the Plan also has two strategic site allocations with significant elements of housing, the Plan is not over-reliant on these, and in any event a significant element of delivery of housing on the larger of the two sites at Northern Gateway is imminent via two applications for large phases of housing. The Plan’s aim</li> </ul>

### 3 Introduction

	<p>of a 15% flexibility allowance will also help balance this strategic commitment.</p> <ul style="list-style-type: none"> <li>The spatial strategy comprising two strategic sites and a range of smaller housing allocations is considered to sit comfortably alongside the spatial strategy of Chester West and Chester Council which includes a strategic mixed use development at Wrexham Road, Chester and that of Wrexham County Borough Council which includes two strategic allocations at Wrexham town and a range of smaller housing allocations.</li> </ul>
Managing Growth	<ul style="list-style-type: none"> <li>Green Barriers (wedges) have been reviewed and designated to strategically manage growth and urban form, and to fulfil their role in maintaining the openness of the area they cover.</li> </ul>
Infrastructure	<ul style="list-style-type: none"> <li>The Council has worked with infrastructure providers in the development of the Plan to ensure that there is sufficient capacity to accommodate growth, or that capacity can be increased, how, and when, in order for development to take place.</li> </ul>
Deliverability	<ul style="list-style-type: none"> <li>The sites allocated in the plan to provide for growth are also deliverable, having been independently assessed in terms of their viability. There are therefore no barriers to deliverability within the Plan, and it will be for the development industry to respond positively to the opportunities offered by the Plan.</li> </ul>

**3.65** Whilst the focus of the strategy is on enabling job growth in support of the local and regional Growth Vision, this is adequately supported by a significant but realistic level of housing provision, which is sustainable and deliverable.

**3.66** Whilst there is a relationship between these two elements of growth, they are not so intertwined in terms of dependence, that the Plan cannot deliver one without the other. The nature of the respective provision for each within the Strategy is such that employment investment and jobs can be generated from a number of sources within the employment land portfolio, and in terms of housing a generous over-provision in addition to a higher than projected requirement, ensures ample choice and viability of deliverable sites for the development industry to respond to.

**3.67** To support the delivery of this Strategy, the Plan sets out clear policies and proposals aimed at defining how the growth envisaged by the Plan should take place, and where. Part of this has involved the identification of sustainable sites that also already have a significant degree of developer commitment or interest which can only add to the certainty of their delivery.

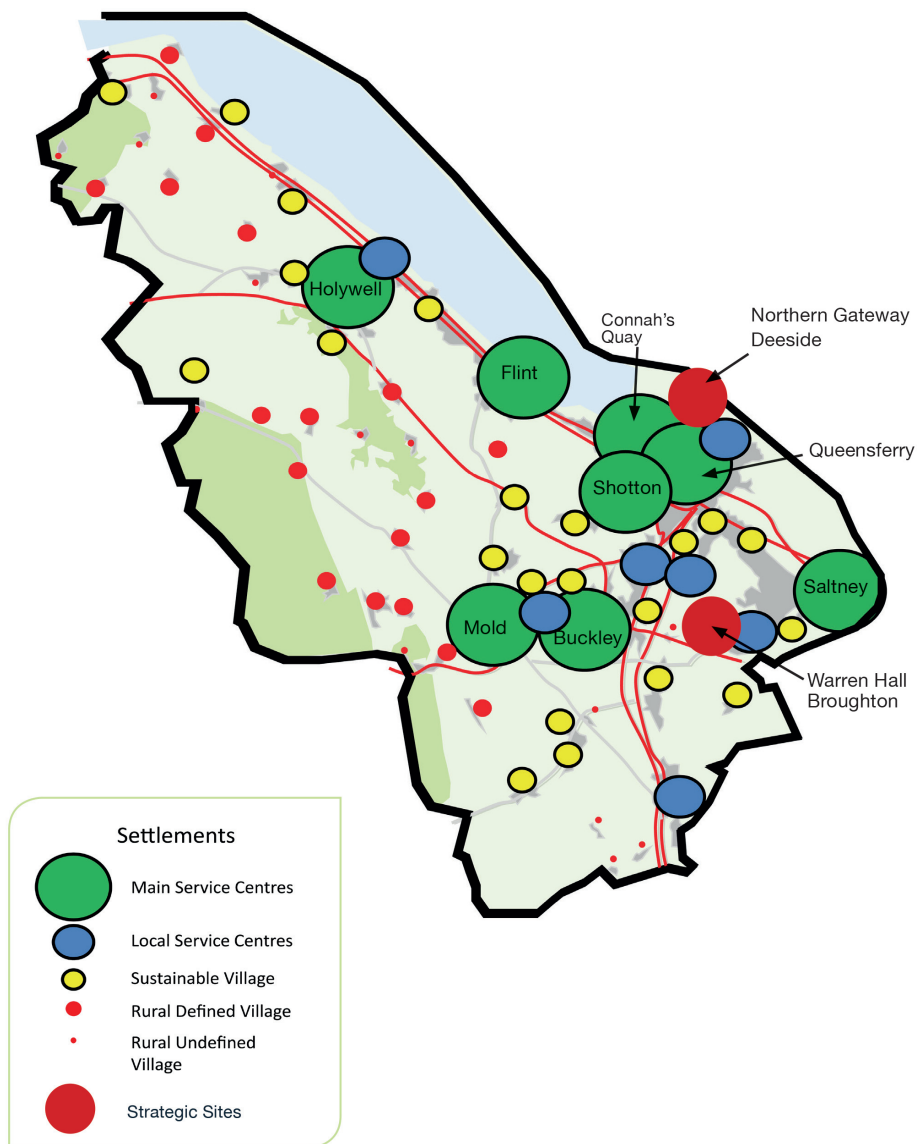
## Introduction 3

- 3.68** The Strategy as far as it can, has included an assessment of the capacity of infrastructure to accommodate the planned growth. It is also the role of the Plan to guide and inform infrastructure providers about where development will happen, in order that they can plan from their perspectives as key statutory undertakers for the consequences of that growth on the services they need to provide.
- 3.69** Developers also have a responsibility to ensure that the impacts that new development has both on a community and the infrastructure that supports it, is adequately and reasonably mitigated for, as part of bringing development forward.
- 3.70** An Infrastructure Plan has been produced to accompany the LDP, which documents the capacity of the various infrastructure required to support development, as well as the requirements and mechanisms needed to increase this capacity where necessary. The detail of this will be developed as part of the Plan process and at the development management stage of delivery. This will include the respective roles that CIL and S106 agreements can play, once the Plan is adopted.
- 3.71** The Plan has also been prepared with a view to minimising the impacts of the planned growth on the area's environmental assets. The Plan not only seeks to protect the natural environment but where possible enhance this through a sustainable approach to development. The Plan also seeks to support the maintenance and enhancement of a green infrastructure network both locally and strategically, recognising the shared benefits of this to biodiversity, amenity, well-being and climate change.
- 3.72** The Key Diagram below helps to demonstrate the Council's Preferred Strategy.



### 3 Introduction

Picture 3.1





## Strategic Policies 4

## 4 Strategic Policies

### Introduction

**4.1** Following the summary of the preferred strategy as set out above, this section of the Plan sets out the Strategic Policies which form the framework for implementing and delivering the Council's Preferred Strategy as well as acting as a the basis for specific policies, allocations and designations in sections 5-8 of the Plan. The Strategic Policies that follow, are logically grouped according to the three elements of Sustainable Development - Community, Economy (which is further subdivided into employment growth and housing growth) and the Environment. The four sections of the Preferred Strategy that define the Council's Strategic Policies are therefore:

- Creating Sustainable Places and Communities
- Supporting a Prosperous Economy
- Meeting Housing Needs
- Valuing the Environment

**4.2** It is inevitable that there will be a degree of overlap between the themes and policies; they need to be read in conjunction with one another in order to gain an understanding of the overall policy direction of the Plan. Each section highlights the relevant strategic policy, the reasoned justification for the policy and the summary table at the end of the strategic policies provides a link back to the relevant LDP objectives. It also provides a link to and framework for the detailed policies.

**4.3** The Wellbeing of Future Generations (Wales) Act 2015, places a duty on all public bodies to 'carry out sustainable development' in order to achieve the Well Being goals of:

- A prosperous Wales;
- A resilient Wales;
- A healthier Wales;
- A more equal Wales;
- A Wales of cohesive communities;
- A Wales of vibrant culture and thriving Welsh Language; and
- A globally responsible Wales.

**4.4** Public bodies must also apply the Five Ways of Working as detailed below:

- Collaboration - Acting in collaboration with any other person (or different parts of the body itself) that could help the body to meet its well-being objectives.
- Prevention - How acting to prevent problems occurring or getting worse may help public bodies meet their objectives.
- Involvement - The importance of involving people with an interest in achieving the well-being goals, and ensuring that those people reflect the diversity of the area which the body serves.

## Strategic Policies 4

- Long term - The importance of balancing short-term needs with the needs to safeguard the ability to also meet long-term needs.
- Integration - Considering how the public body's well-being objectives may impact upon each of the well-being goals, on their objectives, or on the objectives of other public bodies

**4.5** The LDP links into these goals and provides a policy context that allows for the goals to be met. Each strategic policy is therefore cross-referenced to these Wellbeing Goals which relate most to its purpose and implementation. The strategic and detailed policies together, work towards achieving the Placemaking goals within PPW10 in terms of sustainable development, the objectives of good design, and places which in turn contribute to well-being, by creating places where people want to live, work and play (para 2.3 PPW10).

**4.6** The approach to defining the spatial strategy and the choice of development allocations in conjunction with the strategic and detailed policies has also ensured that the 5 Key Planning Principles are achieved in terms of 'Achieving the Right Development in the Right Place'. These are set out below:

- Growing our economy in a sustainable manner.
- Making best use of resources.
- Facilitating accessible and healthy environments.
- Creating and sustaining communities.
- Maximizing environmental protection and limiting environmental impact

**4.7** These relate closely to the structure developed for the Plan, which was drafted for the Preferred Strategy in advance of, but in anticipation of PPW10.

## Strategic Policies - Creating Sustainable Places and Communities 5

## Strategic Policies - Creating Sustainable Places and Communities 5

### Introduction

**5.1** The creation of sustainable places is an important principle that underpins the strategy of the LDP. Sustainable places are created from a balance of environmentally friendly, economically vibrant, and socially inclusive characteristics, that aim to benefit not only current inhabitants but also future generations.

**5.2** The aim of such places is that they:

- Meet the needs of all members of their community;
- Provide access to opportunities;
- Make available services, infrastructure, and support;
- Provide a range of quality, affordable housing;
- Are resilient and adaptable to change;
- Comprise high quality development and spaces;
- Are distinctive and have a sense of place;
- Are attractive, sociable, accessible, active, secure, welcoming, healthy and friendly;
- Have considered global through to local issues and considerations;
- Consider the context, function and relationships between a development site and its wider surroundings.

**5.3** In seeking to create such places that are sustainable both now and into the future, it has to be acknowledged that some places have more potential than others to be sustainable. That is why the Plan has sought to identify and differentiate between the sustainability of places by developing its sustainable settlement hierarchy. This reflects Flintshire's historical and functional pattern of settlement and seeks to achieve more sustainable places in a number of ways. As such, in this section the Plan:

- Directs the majority of development to places that already have good infrastructure, services and facilities, or where this capacity can be provided, specifically through strategic policies:
  - i. STR1 Strategic Growth
  - ii. STR2 The Location of Development
  - iii. STR3 Strategic Sites
- This does not ignore the need for sensitive development in rural locations in order to maintain communities and their future cohesion, and meet locally specific needs for growth and development. This approach to rural development sits alongside the main focus for the spatial distribution of development in the first three tiers of the settlement hierarchy;
- Ensures that all development is well designed and helps deliver more sustainable places, specifically through strategic policies:

## 5 Strategic Policies - Creating Sustainable Places and Communities

- i. STR4 Principles of Sustainable Development and Design
- ii. STR5 Transport and accessibility
- iii. STR6 Services, Facilities, and Infrastructure

**5.4** These policies are aimed at facilitating the delivery of all of the Plan's strategic objectives, whilst at the same time providing broad conformity with the range of Well-Being Goals.

**5.5** Each of the strategic policies is accompanied by a cross reference to the relevant detailed policies. For ease of reference the relevant detailed policies are grouped under the same 'Creating Sustainable Places and Communities' theme in section 9. The relevant policies are:

- PC1: The Relationship of Development to Settlement Boundaries
- PC2: General Requirements for Development
- PC3: Design
- PC4: Sustainability and Resilience of New Development
- PC5: Transport and Accessibility
- PC6: Active Travel
- PC7: Passenger Transport
- PC8: Airport Safeguarding Zone
- PC9: Protection of Disused Railway Lines
- PC10: New Transport Schemes
- PC11: Mostyn Docks
- PC12: Community Facilities

## Strategic Policies - Creating Sustainable Places and Communities 5

### STR1: Strategic Growth

In order to meet Flintshire's economic ambition between 2015 and 2030, the Plan will make provision for:

- i. 8,000 – 10,000 new jobs;
- ii. 139.67 hectares of employment land;
- iii. 7,950 new homes to meet a housing requirement of 6,950.

The focus of this development will be at sustainable employment locations and in accordance with the sustainable settlement hierarchy and spatial distribution strategy.

### Explanation

- 5.6** The LDP is focused on promoting and enhancing Flintshire's role as an economic hub and driver for growth both locally, regionally, and in a national context. The strategy is therefore deliberately focused on supporting employment growth, based around the need to secure continued economic recovery and resilience following a severe period of economic recession and austerity, an uncertain post-Brexit future, and to contribute to regional growth ambitions. It is about taking control of the County's future prospects and economic destiny, by creating the conditions in a land use context, to allow for growth and investment to occur.
- 5.7** The Council has defined this economic ambition via an intention to create a achievable level of new jobs over the plan period. This is based on Flintshire's strategic location and role as a sub-regional economic hub, the attractiveness of this to workers and investors, a wider recognition of the economic importance of Flintshire demonstrated for example by its Enterprise Zone status, and not least the availability of key strategic employment sites that need to be enabled to fulfil their potential.
- 5.8** Flintshire's economic aspirations are also important in the twin regional contexts that Flintshire sits between:
- Flintshire is key to the North Wales Growth Vision, North Wales Economic Ambition and the North Wales Growth Deal Bid, which are Growth Deal bid being jointly promoted supported by all of the North Wales Local Authorities. The Bid has been developed in support of the Growth Vision, which sought to create a single and ambitious programme for economic and employment growth in the region which seeks to deliver strategic sites and infrastructure, based around employment, housing, and sustainable transport;
  - Because of the economic role it fulfils with its neighbours in the North West of England, as part of the Mersey-Dee Alliance, Flintshire is

## 5 Strategic Policies - Creating Sustainable Places and Communities

committed to ensuring that it can and should play its part in attracting strategic infrastructure funding and investment to support the mutual ambition being expressed.

- 5.9** The level of job growth therefore defines the strategy and sets the context for ensuring that sufficient housing is provided (above that projected by Welsh Government) to support the strategy aims. This is a robust and sensible approach for two reasons: firstly the provision of houses, whilst meeting a need for homes per se, is part of the infrastructure required to support and facilitate the achievement of economic growth; secondly, reliance on Welsh Government household projections to set a housing led strategy would fall short of providing the necessary homes to support the economic growth ambition. This is because the projected trends are low for Flintshire, based as they are on a recessionary period, and do not reflect a sufficiently positive intent over the plan period. This also places housing in a proportionate context as a Plan issue, rather than allowing it, as it often does, from becoming the sole or dominant development plan issue.
- 5.10** The ambition reflected in this strategic approach is also intended to be deliverable. Whether through the evidence gained from the Employment Land Review and supplementary work, or the development of a sustainable settlement hierarchy, the Plan aims to recognise the role Flintshire's urban and rural areas can play in delivering this strategy. This will also require a partnership approach between the Council, Government, infrastructure providers, developers and investors, and communities to allow this to happen.

### Policy Context

Table 9

LDP Objectives	<p>1. Ensuring that Flintshire has the right amount, size, and type of housing to support economic development and to meet a range of housing needs</p> <p>2. Ensure that housing development takes place in sustainable locations where sites are viable and deliverable and are supported by the necessary social, environmental and physical infrastructure.</p> <p>8. Facilitate growth and diversification of the local economy and an increase in skilled high value employment in key sectors</p>
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## Strategic Policies - Creating Sustainable Places and Communities 5

	9. Support development that positions Flintshire as an economically competitive place and an economic driver for the sub-region
PPW10	Paras 4.2.1 – 4.2.9  Paras 5.4.3 – 5.4.8
Well Being Goals	A prosperous Wales  A resilient Wales
Key Evidence	PPW Flintshire and Wrexham Employment Land Review Flintshire Further Employment Growth Scenarios Assessment Employment and Housing Advice (2019) Population and Household Growth Projections Background Paper  Housing Land Supply Background Paper  Topic Paper 10 – Population, Household Growth and Housing Topic Paper 7 – Spatial Strategy Growth Vision for the Economy of North Wales (2016) North Wales Growth Deal Bid
Monitoring	The monitoring framework is set out in Chapter 21 Monitoring.
Detailed Policies	HN1 New Housing Development Proposals PE1 General Employment Land Allocations PE2 Principal Employment Areas

## 5 Strategic Policies - Creating Sustainable Places and Communities

### STR2: The Location of Development

#### New development will be directed to the following locations:

- i. **Allocated Sites;**
- ii. **Principal Employment Areas as detailed in policy PE2;**
- iii. **Sustainable settlements based on the first three tiers of the settlement hierarchy, as detailed in the attached table:**
  - a. **Tier 1 - Main Service Centres** will be the main locations for new housing development which reinforces and contributes to sustainable settlements. Provision will include:
    - i. Allocations
    - ii. Windfall market housing
    - iii. Affordable housing on sites above an area / units threshold
  - b. **Tier 2 - Local Service Centres** will be the locations for more modest levels of new housing development. Provision will include:
    - i. Allocations
    - ii. Windfall market housing
    - iii. Affordable housing on sites above an area / units threshold
    - iv. Small Scale Exceptions Schemes for Affordable Housing adjoining settlement boundaries
  - c. **Tier 3 - Sustainable Villages** will be the locations for housing development related to the scale, character and role of the settlement. Provision will include:
    - i. Allocations
    - ii. Windfall market housing
    - iii. Affordable housing on sites above an area / units threshold
    - iv. Small Scale Exceptions Schemes for Affordable Housing adjoining settlement boundaries
  - d. **In Tier 4 Defined Villages** housing development will only be permitted within settlement boundaries related to the scale, character and role of the settlement and which delivers local needs affordable housing. Provision will include:
    - i. Windfall market housing (only permitted when essential to delivering affordable housing)
    - ii. Small Scale Exceptions Schemes for Affordable Housing adjoining settlement boundaries

## Strategic Policies - Creating Sustainable Places and Communities 5

- e. **In Tier 5 Undefined villages** housing development will be limited to sensitive small scale housing development in the form of infill or rounding off where local needs affordable housing only is provided.

### The Settlement Hierarchy

Table 10

Settlement Tier	Main Service Centres	Local Service Centres	Sustainable Villages	Defined Villages	Undefined Villages
Description	Settlements with a strategic role in delivery of services and facilities	Settlements with a local role in the delivery of services and facilities	Settlements which benefit from some services and facilities and are sustainably located	Settlements which benefit from some services and facilities with which to sustain local needs	Settlements which have few or no services and facilities and which are not of a size or character to warrant a settlement boundary
Settlement Boundary	Yes	Yes	Yes	Yes	No
Settlements	Aston & Shotton Buckley Connah's Quay Flint Holywell Mold Queensferry Saltney	Broughton Ewloe Garden City Greenfield Hawarden HCAC Mynydd Isa	Alltami Bagillt Bretton Brynford (Calcoed & Dolphin) Caerwys Carmel Coed Talon / Pontybodkin	Cilcain Flint Mountain Gwernaffield Gwernymynydd Lixwm Nannerch Nercwys Pantymwyn	Afonwen Cadole Cymau Dobs Hill Ffrith Gorsedd Gwaenysgor Gwespyr Halkyn

## 5 Strategic Policies - Creating Sustainable Places and Communities

			Drury & Burntwood	Pentre Halkyn	Llanasa
			Ffynnongroyw	Pen-y-Ffordd	Llanfynydd
			Gronant	Rhosesmor	Pontblyddyn
			Higher Kinnerton	Rhydymwyn	Rhes-y-Cae
			Leeswood	Talacre	Rhewl Mostyn
			Mancot	Trelawnyd	
			Mostyn (Maes Pennant)	Trelogan & Berthengam	
			New Brighton	Whitford	
			Northop	Ysceifiog	
			Northop Hall		
			Pentre		
			Penyffordd / Penymynydd		
			Sandycroft		
			Sychdyn		
			Treuddyn		

### Explanation

- 5.11** The Plan seeks to distribute development spatially across the County having regard to the Spatial Strategy. PPW emphasises the need for a settlement strategy to provide the basis for a sustainable spatial pattern of housing development, balancing social, economic and environmental needs and being resilient to the effects of climate change. Most development will be directed to the top three tiers of the settlement hierarchy as it is these settlements which are evidenced as being the most sustainable settlements in terms of the settlement audits i.e. size, form, character, role and level of services and facilities. In the remaining two tiers of the settlement hierarchy a more refined approach is taken towards providing for predominantly local

## Strategic Policies - Creating Sustainable Places and Communities 5

needs based housing in rural areas. The spatial location of development will enable the Plan’s strategy in terms of the amount of growth, to be realised in a sustainable manner.

- 5.12** A key element in providing for new development is the identification of allocations, and this includes housing, employment, retail, waste and minerals. In the case of housing, only those sites which are capable of accommodating 10 or more units will be allocated, as this ensures consistency with the Joint Housing Land Availability Study definition of large and small sites. In addition, the Plan identifies Principal Employment Areas which are based on existing employment development and where opportunities exist for further employment development. Further guidance on PEA’s is set out in policy PE2.
- 5.13** The Plan does not seek to apportion development spatially by the use of numerical or mechanistic methods relating to growth bands, rates, targets or quotas. Rather, the Plan seeks to distribute development in a sustainable manner having regard to the settlement hierarchy and by identifying the most sustainable settlements and sites. The Plan intentionally avoids creating a perception that every settlement in every tier must contribute towards growth through having a housing allocation. Instead, the Plan looks at each settlement on its merits to determine whether it is able to sustainably accommodate an allocation. The Main Service Centres are the main locations for growth whereas Local Service Centres are where more modest levels of growth are located. Sustainable Villages are the locations for housing development which is related to the scale, character and role of the settlement. The degree to which these three tiers interrelate is also important. The Preferred Strategy detailed a broad brush distribution of housing, based on the settlement and spatial strategy, and is set out below. This compares well with the actual apportionment of growth as set out in the table below, taking into account completions during the first three years of the LDP period, commitments as at April 2018, the housing allocations and anticipated windfalls. A more detailed breakdown is set out in the Housing Land Supply Background Paper.

Table 11

Tier	Preferred Strategy Breakdown	Deposit Plan Breakdown
Tier 1 Main Service Centres	40-45%	47%
Tier 2 Local Service Centres	35-40%	36%
Tier 3 Sustainable Villages	15-20%	14%
Tier 4 Defined Villages	1-2%	2%

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Tier 5 Undefined Villages	0-1%	1%
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- 5.14** The policy provides broad guidance on the scale and type of development in each tier. All of the upper three tiers provide for allocations, windfall market housing and affordable housing on sites above thresholds of units / area that are set by policies in the Deposit Plan. Local Service Centres and Sustainable Settlements are also potential locations for small scale exceptions schemes for affordable housing on the edge of defined settlement boundaries.
- 5.15** A more refined approach is taken towards the bottom two tiers of the settlement hierarchy, which are predominantly rural villages. In Defined Villages new development is related to meeting proven local needs for housing, whether on windfall sites within a settlement boundary or small scale exceptions schemes on the edge of defined settlement boundaries. However, in the case of windfall sites, scope exists for limited market housing where it can clearly facilitate local needs affordable housing. The additional flexibility arising from allowing market housing should help improve the viability of local needs affordable housing.
- 5.16** In Undefined Villages new development is limited to small scale infill development or rounding off where local needs affordable housing is provided. As these settlements do not have a defined settlement boundary the policy allows for both infill development and rounding off in the form of small scale development. In these lower tier settlements, development needs to be sensitively conceived and designed so as to meet local needs for affordable housing and to respect the character and appearance of the site and its surroundings.

### Policy Context

Table 12

LDP Objectives	<p>8. Facilitate growth and diversification of the local economy and an increase in skilled high value employment in key sectors</p> <p>9. Support development that positions Flintshire as an economically competitive place and an economic driver for the sub-region</p> <p>11. Ensuring that Flintshire has the right amount, size, and type of housing to support economic development and to meet a range of housing needs</p> <p>12. Ensure that housing development takes place in sustainable locations where sites are viable and deliverable and are supported by the necessary social, environmental and physical infrastructure</p> <p>13. Promote and enhance a diverse and sustainable rural economy</p>
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PPW10	Paras 3.37 – 3.44 Paras 5.4.9 – 5.4.18 Para 4.3.8
Well Being Goals	A prosperous Wales A resilient Wales
Key Evidence	PPW Topic Paper 7 – Spatial Strategy Settlement Audit Reports
Monitoring	The monitoring framework is set out in Chapter 21 Monitoring.
Detailed policies	PC1 The Relationship of Development to Settlement Boundaries PE1 General Employment Land Allocations PE2 Principal Employment Areas HN1 New Housing Development Proposals HN3 Affordable Housing HN4-C Infill Development in Groups of Houses

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### **STR3: Strategic Sites**

The majority of new development in Flintshire during the Plan period will be provided by a combination of commitments and new sites located in accordance with the sustainable settlement hierarchy. Two key strategic sites will make an important contribution to the overall provision for growth in Flintshire over the Plan period:

STR3A Northern Gateway Mixed Use Development Site: Employment, housing, commercial, community facilities:

- i. 1,325 new homes, including affordable
- ii. 72.4 hectares of B2/B8 employment land
- iii. Commercial development hub adjacent to A550
- iv. District Centre(s) to serve local convenience needs
- v. Strengthened and raised River Dee flood defences
- vi. Provision of internal road infrastructure
- vii. Provision of land and a contribution to extending Sealand CP School
- viii. Sustainable drainage/flood management solution
- ix. Provision of green infrastructure network
- x. Sensitive re-use of John Summers Listed buildings and grounds

STR3B Warren Hall Mixed Use Development Site: Employment and housing:

- i. 300 new homes, including affordable
- ii. 22.7 hectares of B1 and high quality B2 employment land
- iii. Commercial hub involving hotel, leisure, local centre and retail
- iv. Strategic landscaping and green infrastructure network
- v. Sustainable transport links with nearby settlements and a link with the section of the Mold – Deeside Active Travel route between Penymynydd and Broughton.

### **Explanation**

- 5.17** The settlement audit work which underpins the settlement hierarchy reflects the geographic diversity of the County, ranging from larger towns to small rural hamlets. The County is unlike many others in Wales as there is no single settlement which is dominant in terms of size and function. Instead there are several main towns and the urban area of Deeside where a number of settlements are in close proximity to one another. Given the polycentric settlement and development pattern, and as a general rule the lack of suitable new strategic sites, the Council's focus in the Plan is on ensuring that the existing strategic site commitments are fully enabled to deliver development, before considering further strategic scale allocations.



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- 5.18** The relative lack of strategic sites, compared to other LDP's in Wales, should not necessarily be seen as a weakness. The experience of other large sites in Wales suggests they can be difficult to get off the ground and are not delivering development as anticipated. This can have a negative effect on securing and maintaining a 5 year housing land supply from adoption onwards despite the purpose and intention of such sites being soundly based. The adjoining LPA's of Wrexham and Cheshire West and Chester (CWAC) both have planned strategic urban extensions delivering the bulk of new housing in Wrexham and as part of the green belt release on the south western edge of Chester. Further afield, Denbighshire also has a large urban extension at Bodelwyddan. The bulk of the 'new allocations' or residual requirement element of the Plan's overall housing provision will therefore be delivered by a range of deliverable housing allocations that are below the scale of strategic sites. This should enable sites to be delivered and ensure a 5 year housing land supply at adoption and through the Plan period.
- 5.19** The two strategic allocations are both sites where the principle of development has been secured through outline planning consents but where it is vital to revisit both sites in different ways to ensure that they come forward and contribute to the economic growth of the County and also contribute to meeting its housing needs. The Northern Gateway site is a mixed use strategic site at the heart of the Enterprise Zone. The mix and quantum of development has changed since the allocation in the UDP because the two halves of the site are in separate ownership and are being promoted separately and market demand has changed since the site was first allocated. It is considered that a renewed allocation as part of the LDP is required to re-promote the sites which will result in increased market confidence in the scheme, on the back of considerable public sector infrastructure investment.
- 5.20** The Warren Hall site has had planning permission for a business park for a number of years and has seen considerable public sector investment comprising junction improvements at the interchange of the A5104 and A55(T). The delivery of the site has been held up by the effects of the global recession and also the availability of sites elsewhere. However, the site is in a strategic location and is important in contributing economic growth over the Plan period. In order to improve the viability and deliverability of the development, the site is being re-presented as an allocation for mixed use development comprising employment, housing and commercial hub as well as an extension to the site area .
- 5.21** The Northern Gateway site represents a large area of brownfield and under-utilised land adjacent to Deeside Industrial Park and Garden City. The site is located adjacent to the A494 Trunk Road and in close proximity to the Wrexham Bidston and North Wales Coast railways lines. It therefore sits at the heart of a sub-regional economic hub and at the Gateway to Flintshire and Wales. The site forms a key part of the Deeside area, being designated as an Enterprise Zone. The promotion of the site as a mixed use development enhances the sustainability credentials arising from its location.

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- 5.22** The mixed use site provides for 1,300 new homes and will include affordable housing. The site benefits from two outline permissions and is a 'commitment' but the 1,300 dwellings will be included as a strategic allocation within the housing balance sheet, rather than as a commitment, in order to avoid double counting. In terms of employment land the site will deliver some 72.4ha of B2 and B8 employment land, which reflects the general nature of employment development in the locality and the fact that B1 high quality employment land is available elsewhere in the County. In order to support the employment and housing development the scheme will provide a commercial hub and district centre adjacent to the A550. Land will also be provided along with a financial contribution to enable the provision of an extension to the existing primary school. Infrastructure investment has taken place by strengthening and raising the River Dee flood defences and internal access roads are also being delivered by Welsh Government. A sustainable drainage and flood management scheme will also be secured as part of the detailed design of the scheme.
- 5.23** The Warren Hall site is located on the south side of the A55(T) and Broughton and is located on the south side of the A5104 which runs between Chester and Penyffordd / Penymynydd. The site presently has outline planning consent for a 76,395 sqm business park comprising of B1 units as well as a hotel and leisure facilities. As part of this allocation the mix of land uses has been amended and site area extended to 74ha to also include housing development and a broader range of supporting uses including retail as part of a commercial hub. The mixed use element will improve the viability and deliverability of the site. The employment element will still comprise B1 development and will need to be of high quality in terms of siting, form, design and materials which respects the setting of the site.
- 5.24** The Warren Hall strategic site provides a unique opportunity to embody placemaking principles in creating a large scale, high quality mixed use development. Although the Northern Gateway strategic site is progressing within the context of its outline and subsequent permissions, there is still an opportunity for the principles of placemaking to be applied as subsequent phases come on stream.

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### Policy Context

Table 13

LDP Objectives	<p>8. Facilitate growth and diversification of the local economy and an increase in skilled high value employment in key sectors.</p> <p>9. Support development that positions Flintshire as an economically competitive place and an economic driver for the sub-region.</p> <p>10. Ensure that housing development takes place in sustainable locations where sites are viable and deliverable and are supported by the necessary social, environmental and physical infrastructure.</p>
PPW10	<p>Para 4.1.37</p> <p>Para 4.8.4</p> <p>Paras 5.4.14 – 5.4.15</p>
Well Being Goals	<p>A prosperous Wales</p> <p>A resilient Wales</p>
Key Evidence	<p>Flintshire and Wrexham Employment Land Review Study</p> <p>Flintshire Further Employment Growth Scenario Assessment</p> <p>PPW</p> <p>TAN23</p> <p>Deeside Plan</p> <p>Topic Paper 7 – Spatial Strategy</p> <p>Topic Paper 8 – Economy and Employment</p> <p>Topic Paper 10 – Population, Household Growth and Housing</p> <p>Northern Gateway Masterplan and Development Statement</p> <p>Warren Hall Masterplan and Delivery Statement</p>
Monitoring	<p>The monitoring framework is set out in Chapter 21 Monitoring.</p>
Detailed Policies	<p>This strategic policy will need to be read alongside a broad range of detailed policies on relevant and specific issues.</p>

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### **STR4: Principles of Sustainable Development, Design and Placemaking**

To promote and create new sustainable places, all development will be designed to a high standard in line with the sustainable placemaking design principles and should achieve local distinctiveness, be inclusive and accessible, and mitigate and adapt to climate change.

To achieve this, all development should:

- i. Be designed to be adaptable, safe and accessible, to respond to climate change, and for housing, adapt to changing needs over time;
- ii. Respond to local context and character, respect and enhance the natural, built and historic environment, and be appropriate in scale, density, mix, and layout;
- iii. Be accessible and connected, allowing ease of movement;
- iv. Make the best use of land, materials and resources;
- v. Contribute to the well-being of communities, including safeguarding amenity, the public realm, provision of open space and recreation, landscaping and parking provision in residential contexts;
- vi. Incorporate new, and connect to existing green infrastructure, promoting biodiversity;
- vii. Incorporate where possible on-site energy efficiency and renewable energy generation;
- viii. Ensure there is capacity and availability of infrastructure to serve new development;
- ix. Manage water and waste sustainably;
- x. Ensure that it supports and sustains the long term well being of the Welsh language.

### **Explanation**

**5.25** Sustainable development is in essence, development that meets the needs of the present, without compromising the ability of future generations to meet their own needs. Sustainable development can be interpreted in many different ways, but the key principle is that development should seek to balance different, and often competing needs, against an awareness of environmental, social and economic limitations. The implications of not living within environmental limits can be seen with the increasing impacts of climate change and planning has a role to play in minimising and mitigating these impacts. Whilst the environment is a key factor, sustainable development is also about ensuring a strong, prosperous, healthy and fair society which meets the needs of all.

**5.26** The LDP is subject to an Integrated Impact Assessment incorporating a statutory Sustainability Appraisal (SA), the purpose of which is to appraise the environmental, social and economic impacts of the LDP and to find ways

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to mitigate these to improve the Plan's overall sustainability. It is an on-going process carried out at various stages and looks at the overall plan strategy and individual policies and proposals to ensure that these fit in with the principles of sustainable development. The SA also incorporates a Strategic Environment Assessment (SEA) which enables the LDP to be formally assessed in order to manage the impact on the environment.

- 5.27** It is therefore a fundamental principle that sustainable development should form the basis of planning policy. In a planning context Planning Policy Wales defines sustainable development as the process of improving the economic, social and cultural well-being of Wales by taking action, in accordance with the sustainable development principle, aimed at achieving the well-being goals. The Well Being of Future Generations (Wales) Act 2015 contains seven goals that public bodies must work towards and are integral to planning policies and decisions as it brings an enhanced duty for Local Planning Authorities. These goals are set out in para 4.3 and each strategic policy sets out which goals are relevant to that policy.
- 5.28** Taking into account sustainable development and the purposes of the Well-Being Goals, the LDP policies seek to ensure that development takes place in locations that are appropriate for its scale and nature, and that development is built to ensure positive economic, social, environmental and cultural outcomes. Development should be delivered in such a way that it provides a safe, attractive, cohesive and inclusive environment which is sustainable and minimises that impact on the environment, as well as mitigating the impacts of climate change.
- 5.29** This strategic policy, and the more detailed policies that support it, are intended to ensure that development proposals can achieve positive economic, social, environmental and cultural outcomes, and can minimise adverse ones. They will form the basis of all planning decisions.
- 5.30** It is important that people live in places which are attractive and distinctive, and incorporate the changing requirements of those living there. This means that high quality, well thought out and sustainable design which improves the environment and people's health and well-being is essential. This can be achieved by ensuring that new developments incorporate the objectives of good design and sustainable development, and that the character of existing built development is conserved or enhanced. Development should achieve high standards of design and layout, incorporating basic principles such as parking requirements, whilst supporting local distinctiveness, character and sense of place.
- 5.31** Flintshire contains many historic settlements and a rural landscape with a high quality built environment which it is important to protect. The LDP contains detailed policies relating to the protection of heritage assets from loss and damage. These historic assets include listed buildings, conservation areas, archaeological sites, historic gardens and landscapes, as well

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as unprotected assets which add character and significance to the County. The design of new development should reflect this and be of a good design which has regard to local distinctiveness and site context.

- 5.32** There are national targets for the production of energy from renewable sources which need to be met. In terms of resources and energy, development should seek to minimise the use of these, both during construction and afterwards, and should take into consideration the embodied energy of materials. Site locations and layout should take into account such matters as solar gain and microclimate in order to reduce the energy needed for light and heating. In some instances it might be appropriate to install renewable energy technologies on a site which serves the development as a whole. In other cases, the incorporation of renewable energy technologies should be considered, and in all instances, development should seek to attain the highest level of energy efficiency possible.
- 5.33** Similarly, measures to reduce water use and to conserve water should be incorporated into new developments. It should also be ensured that developments do not increase run off and flooding, decrease water quality or affect water courses detrimentally. Development also requires infrastructure in the form of roads, community facilities, open space etc. and there can be infrastructure constraints which inhibit the scale and location of development. In order to meet the well-being and sustainable development goals it is important that new development is well served by infrastructure.
- 5.34** The Welsh language is part of the social and cultural fabric of Flintshire and is spoken on average by 13.2% of the population (2011 Census) although the language is more prevalent in certain parts of the County. The Plan's strategy recognises the need for new development to support and sustain local linguistic and cultural identity. The Plan's evidence base and approach to the Welsh language is set out in a Welsh Language Background Paper.

### Policy Context

Table 14

LDP Objectives	<p>15. Minimise the causes and impacts of climate change and pollution.</p> <p>16. Conserve and enhance Flintshire's high quality environmental assets including landscape, cultural heritage and natural and built environment.</p> <p>17. Maintain and enhance green infrastructure networks.</p> <p>18. Promote good design that is locally distinct, innovative and sensitive to location.</p> <p>19. Support the safeguarding and sustainable use of natural resources such as water and promote the development of brownfield land.</p>
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<p>PPW10</p>	<p>Inclusivity &amp; Accessibility 3.5 – 3.6                  Environmental sustainability 3.7 - 3.8                  Character 3.9 – 3.10                  Community Safety 3.11                  Movement 3.12 – 3.13                  Appraising context 3.14                  Considering Design Issues 3.15 – 3.16                  Promoting healthier places 3.21                  Open space 4.5.3 – 4.5.6                  Car parking 4.1.51                  Adaptable 5.11.7                  Mix 4.2.1                  Energy efficiency 5.7.14, 5.7.17                  Infrastructure 3.57                  Water resources 6.6.5                  Renewable energy 5.7.14, 5.7.15, 5.7.5</p>
<p>Well Being Goals</p>	<p>A globally responsible Wales                  A healthier Wales                  A Wales of cohesive communities                  A more equal Wales</p>
<p>Key Evidence</p>	<p>TAN12 Design                  Flintshire Renewable Energy Assessment 2019                    Welsh Language Background Paper</p>
<p>Monitoring</p>	<p>The monitoring framework is set out in Chapter 21 Monitoring.</p>
<p>Detailed Policies</p>	<p>PC2 General Requirements for Development                  PC3 Design                  PC4 Sustainability and Resilience of New Development                  PC5 Transport and Accessibility                  HN2 Density and Mix of Development                  EN1 Sports, Recreation and Cultural Facilities                  EN2 Green Infrastructure                  EN6 Sites of Biodiversity Importance                  EN8 Built Historic Environment and Listed Buildings                  EN12 New Development and Renewable and Low Carbon Energy Technology</p>

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### **STR5: Transport and Accessibility**

Sustainable economic growth and development can only be delivered by the maintenance and enhancement of an integrated, accessible, usable, safe and reliable transport network. The development of Flintshire's transport infrastructure therefore underpins the Council's economic ambition and in turn, informs the provision of a sustainable pattern of development. Where appropriate new development and associated transport infrastructure should therefore:

- i. Facilitate accessibility to employment, homes, services, and facilities by locating development in places with access to integrated transport infrastructure, thereby reducing the need to travel;
- ii. Promote the implementation of an integrated transport solution in Flintshire, involving road, rail, bus, park and ride / share and active travel improvements;
- iii. Promote road and rail improvements to support Flintshire's sub-regional role as a strategic gateway and hub;
- iv. Ensure that the local highway network either has, or can be upgraded, to provide capacity to accommodate sustainable levels of development;
- v. Facilitate improvements to the quality, attractiveness and availability of public transport options;
- vi. Provide walking and cycling routes, linking in with active travel networks and green infrastructure networks;
- vii. Adopt a sustainable approach to the design, function and layout of new development, including providing appropriate levels of parking;
- viii. Support the movement of freight by rail or water.

### **Explanation**

**5.35** Land use planning and development is closely linked with transport and PPW requires development plans to set out an integrated planning and transport strategy. The location of development can have a significant influence on transport choice in terms of the way in which people go about their everyday lives. However, the historic pattern of development and the accompanying transport network and infrastructure is a given in that it cannot change so the Plan cannot start afresh, therefore it must work with what exists now, or is planned to happen during the Plan period. The role of the Plan is therefore to identify sustainable locations for new development and to control the siting, layout and design of development in order to work towards achieving an integrated and efficient transport system and pattern of land use.

**5.36** The Plan is being prepared at a time of change with the focus on achieving growth and economic prosperity both at County level and at sub-regional and regional levels. Deeside is designated as an Enterprise Zone and the County is involved in a number of economic growth initiatives including Northern Powerhouse, the Mersey Dee Alliance, Growth Track 360 and the



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Growth Deal bid. A key part of the Enterprise Zone is the Northern Gateway Strategic Site (see policy STR3) and this is receiving transport infrastructure investment by Welsh Government along with a range of other transport improvements in the Deeside area to improve accessibility to employment opportunities. The sub-regional and regional initiatives, as well as the Deeside Plan, recognise the need for investment in transport to help deliver continued economic growth. In the longer term Welsh Government has announced plans for a Metro system for North East Wales involving a network approach across a range of transport modes and projects.

**5.37** In March 2017 Welsh Government consulted on options for a blue route (which involves widening the A494 and A55 with junction improvements at Ewloe, and a range of associated improvements) and a red route (which involves increased capacity along the existing A548 and a new road between the A55 and A548 and modifications / improvements to junctions). Welsh Government announced in September 2017 its intention to pursue the red route and the Council has more recently been instructed to protect the line of the preferred route. The Deeside Plan, recently published by the Council, is useful in setting out a range of transport measures in the short, medium and long term.

**5.38** The Transport objectives for the Deeside area are to:

- Maximise benefits of regional transport infrastructure investment.
- Use transport infrastructure investments to unlock economic growth opportunities.
- Support modal shift from the private car to more sustainable means of movement.
- Devise solutions to reduce congestion and ensure transport, economic growth and housing are considered in parallel.
- Encourage active travel through green infrastructure corridors and investment in cycling and pedestrian infrastructure.

**5.39** Some of the key transport proposals in the Deeside Plan include:

- Deeside Parkway – development of a lorry park, new railway station and bus station to serve the northern part of DIP.
- Garden City – new bus interchange to serve Northern Gateway and southern part of DIP.
- Shotton / Hawarden Bridge – improvements to railway stations.
- DIP / Northern Gateway – shuttle bus services.
- Wrexham – Bidston line – service improvements and light rail / tram service.
- Active travel – pedestrian and cycling infrastructure improvements.

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- 5.40** The Deeside Plan provides further detail on each aspect of the key transport proposals and references the need for a forward looking transport solution which captures available funding opportunities and ensures that all transport interventions lead towards the central goal of an integrated transport system.
- 5.41** Most of these initiatives will and are being undertaken as transport schemes in the context that they can be delivered through other mechanisms and legislation and for instance are within adopted highways land. The role of the LDP is to identify those instances where there are schemes which require land to be safeguarded and protected to enable them to be delivered during the Plan period. The Plan's detailed policy, PC10 New Transport Schemes, identifies those projects which require safeguarding. In Broughton further assessment is underway to examine how junction 36a can be upgraded, or other options investigated, to improve access to the settlement, the shopping park and Airbus. As part of a wider cross-border assessment of the Chester Broughton Growth Corridor consultants have been employed jointly by Welsh Government, Highways England, Flintshire and CWAC to investigate options to deliver improved vehicular access to Chester and Broughton.
- 5.42** The focus on Deeside in the commentary above is not to divert attention away from the rest of the County. Rather, it reflects the fact that it is Deeside which has the most challenging transport issues whereby the performance of strategic through routes is being affected by congestion which is hampering journey to work times. It also reflects the fact that schemes and projects are being drawn up in the Deeside area as part of existing and emerging economic initiatives. Transport interventions and schemes throughout the County are set out in the North Wales Joint Local Transport Plan 2015. In the rural part of the County a key concern is that of social exclusion in terms of accessing services, facilities and employment, which can be difficult in the absence of a private car. This is particularly so in the context of continuing budget pressures for the Council and the impact on bus services. Although other transport initiatives are being pursued such as community based transport schemes, this emphasises the need for new development to be located in those rural settlements which are genuinely accessible by means other than the private car and which have the necessary services and facilities to sustain everyday needs.
- 5.43** The Council is also developing its Active Travel initiative. A network of walking and cycling routes has been identified and proposals formulated to add missing links to or extend this network. These routes seek to improve linkages between homes and employment and facilities and services. Walking and cycling routes will also assist in creating healthy lifestyles and will have health benefits. New development may have a role to play in delivering some of these proposals. Paragraphs 4.1.25 – 4.1.34 of PPW provide guidance on making new development highly accessible by walking and cycling.

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**5.44** The policy therefore sets out general transport principles to be considered both in preparing the Plan and subsequently in determining planning applications. The underlying principle is ensuring that both the Plan as a whole and individual planning allocations and decisions have regard to the goal of an integrated transport system and supported by improvements to the highways and transport infrastructure. The strategic policy is supplemented by detailed policies, as set out in the table below.

### Policy Context

Table 15

LDP Objectives	<p>1. Ensure communities have access to a mix of services and facilities, such as education and health, to allow community life to flourish, and meet the needs of particular groups such as the elderly.</p> <p>3. Promote a sustainable and safe transport system that reduces reliance on the car</p> <p>4. Facilitate the provision of necessary transport, utility and social / community infrastructure</p> <p>7. Create places that are safe, accessible and encourage and support good wealth, well-being and equality</p> <p>8. Facilitate growth and diversification of the local economy and an increase in skilled high value employment in key sectors</p> <p>9. Support development that positions Flintshire as an economically competitive place and an economic driver for the sub-region.</p> <p>15. Minimise the causes and impacts of climate change and pollution.</p>
PPW10	<p>Para 3.45 – 3.48 Accessibility</p> <p>Paras 4.1 – 4.1.55</p>
Well Being Goals	<p>A healthier Wales</p> <p>A Wales of cohesive communities</p> <p>A more equal Wales</p>
Key Evidence	<p>Welsh Government Transport Plan and Strategy</p> <p>Welsh Government Transport Strategy</p> <p>North Wales Joint Local Transport Plan 2015</p> <p>Deeside Plan</p> <p>Topic Paper 16 – Transport</p> <p>Topic Paper 7 – Spatial Strategy</p> <p>FCC Active Travel</p>
Monitoring	<p>The monitoring framework is set out in Chapter 21 Monitoring.</p>

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Detailed Policies	PC5 Transport and Accessibility PC6 Active Travel PC7 Passenger Transport PC8 Airport Safeguarding Zone PC9 Protection of Disused Railway Lines PC10 New Transport Schemes PC11 Mostyn Docks
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### **STR6: Services, Facilities and Infrastructure**

An essential element in planning for sustainable places is to ensure that the physical and social infrastructure exists, or can be provided, to ensure that when and where development occurs, it can be sustainably accommodated within communities.

Delivered through a combination of recognised infrastructure providers, public organisations, and private investment, new development will contribute to the provision of a range of key infrastructure, where necessary to mitigate the impacts of new development, comprising:

- i. Affordable housing;
- ii. Green infrastructure including open space and play space;
- iii. Education and health facilities;
- iv. Highways, walking and cycling and public transport improvements and electric vehicle charging points;
- v. Ecological mitigation;
- vi. Water management (supply, drainage, treatment);
- vii. Electricity and gas;
- viii. Telecommunications and Broadband;
- ix. Community and town centre facilities;
- x. Public realm and public art.

### **Explanation**

**5.45** It is important that the Plan directs new development to locations that benefit from good access to appropriate services and facilities. This is key to the successful implementation of the Plan's ambition, strategy and policies.

**5.46** PPW advises in para 3.57 that 'Adequate and efficient infrastructure, including services such as education and health facilities along with transport, water supply, sewers, sustainable waste management, electricity and gas (the utilities) and telecommunications, is crucial for economic, social and environmental sustainability'. Development proposals should enable opportunities for residents to have good access to a range of services and facilities within their local area. However, it must be recognised that there are some facilities such as the provision of certain health services, which have to be in locations that have a wider catchment and cannot be provided locally e.g. Primary Health Facilities. The physical and social infrastructure and services that are needed to make places function efficiently and sustainably must be fully understood. Consultation with other infrastructure providers as part of the preparation of the Deposit plan has helped identify those capacity issues. The provision of necessary infrastructure improvements will require the Council to work in partnership with public and private

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investment and strategically with the Welsh Government. Any requirements must be reasonable and developers will only need to address the needs arising from their specific development. As part of the LDP process the Council has created an Infrastructure Plan which sits alongside the LDP and identifies the infrastructure required to support and sustain the County's projected level of growth.

- 5.47** A key principle in planning for sustainable development is the well-being of communities. Development will only be permitted where there is adequate existing physical and social infrastructure, or where there are suitable proposals to increase provision to accommodate any additional demand deriving from proposed development and, where reasonable, to address deficiencies.
- 5.48** Planning obligations are useful arrangements to overcome obstacles which may otherwise prevent planning permission from being granted. Contributions from developers may be used to offset negative consequences of development, to help meet local needs or to secure benefits which will make development more sustainable. It is essential that arrangements are fair to both the developer and the community, that the process is as transparent as possible and that development plans provide guidance on the types of obligations which authorities may seek from developers. Further guidance on Education Contributions is contained in a Supplementary Planning Guidance Note. When granting planning permission local planning authorities may seek to enter into a planning obligation with a developer to:
- restrict development or use of the land;
  - require operations or activities to be carried out in, on, under or over the land;
  - require the land to be used in a specified way; or
  - to require payments to be made to the authority either in a single sum or periodically.
- 5.49** The Community Infrastructure Levy (CIL) Regulations came into force on 6th April 2010 and is a system of development tax to be paid by all developers on a £ per square meter basis on developments with Gross Internal Areas of more than 100sq m. The contributions are pooled and are used for all types of infrastructure needs in the county. For the simple reasons of time, resources and practicality, the Local Authority will examine the viability of developing, once the LDP is adopted, a workable CIL Schedule, setting out the infrastructure priorities for the county to guide how those contributions will be spent. The practicality and level of a CIL charge will depend on the viability of the development market and will vary across the County, and the CIL schedule will need to take that into account.
- 5.50** The options for the delivery of infrastructure through Planning Obligations (Section 106 agreements) and / or Community Infrastructure Levy (CIL) and the pros and cons of each will be considered as part of this process, following

## Strategic Policies - Creating Sustainable Places and Communities 5

LDP adoption. The Council will explore the suitability of establishing a CIL to clarify the required financial contributions from developers to help fund infrastructure provision. The mechanism for determining and prioritising infrastructure needs, whether strategic or local, will be a key part of assessing the options for CIL.

### Policy Context

Table 16

LDP Objectives	<p>1. Ensure communities have access to a mix of services and facilities, such as education and health, to allow community life to flourish, and meet the needs of particular groups such as the elderly</p> <p>17. Maintain and enhance green infrastructure networks</p>
PPW10	Paras 3.57 – 3.59
Well Being Goals	<p>A healthier Wales</p> <p>A Wales of cohesive communities</p> <p>A more equal Wales</p> <p>A Wales of vibrant culture and thriving Welsh Language</p>
Key Evidence	<p>PPW</p> <p>TAN2 Planning and Affordable Housing</p> <p>TAN4 Retail and Commercial Development</p> <p>TAN5 Nature Conservation and Planning</p> <p>TAN16 Sport Recreation and Open Space</p> <p>TAN18 Transport</p> <p>TAN20 Planning and Welsh Language</p> <p>Topic Paper 4 - Open Space</p> <p>Topic Paper 7 - Spatial Strategy</p> <p>Topic Paper 9 - Health, Well-being and Cohesion</p> <p>Topic Paper 11 - Retailing and Town Centres</p> <p>Topic Paper 12 – Infrastructure</p>

## 5 Strategic Policies - Creating Sustainable Places and Communities

	<p>Topic Paper 16 – Transport</p> <p>Flintshire Infrastructure Plan</p>
Monitoring	The monitoring framework is set out in Chapter 21 Monitoring.
Detailed Policies	<p>PC3 Design</p> <p>PC5 Transport and Accessibility</p> <p>PC6 Active travel</p> <p>PC7 Passenger Transport</p> <p>PC12 Community Facilities</p> <p>HN3 Affordable Housing</p> <p>EN1 Sports, Recreation and Cultural Facilities</p> <p>EN2 Green Infrastructure</p> <p>EN6 Sites of Biodiversity Importance</p> <p>EN15 Water Resources</p>



## Strategic Policies - Supporting a Prosperous Economy 6

## 6 Strategic Policies - Supporting a Prosperous Economy

### Introduction

- 6.1** Economic growth and resilience are key priorities for Flintshire driven by the need to shake off the effects of a global economic recession and the need to plan for recovery and an economic upturn. These effects are not limited to Flintshire and, with its neighbours both in North Wales and the North West of England, Flintshire is part of a common ambition to attract investment, create jobs, improve strategic infrastructure, and increase prosperity. The County's economy will obviously be subject to the influence and impacts of the national and international economies. At the present time the impact of Brexit cannot be predicted but this plan has set out a strategy and robust policies to create the right conditions for growth and/ or recovery which will be flexible enough to deal with any economic changes in the future.
- 6.2** Flintshire's role in this wider ambition is significant – both in terms of its strategic location as an economic hub and gateway, and in the strength of its economic base and sectoral mix, making it a significant generator of GVA (Gross Value Added) locally, regionally, and nationally. Part of this ambition is based on the availability of strategic sites on Deeside and within and adjacent to the Enterprise Zone. The key point is that their potential for growth is real and immediate, and the role of the LDP will be to create the land use conditions to facilitate this.
- 6.3** The Joint Employment Land Review (Oct 2015) carried out with Wrexham CBC, presented sectoral growth forecasts for Flintshire to 2030, based on Cambridge Econometrics and Institute of Employment Research data. Given that the trend period that informed these forecasts coincided with the recessionary period, and that there was negative growth nationally within key sectors such as manufacturing, neither of these factors give a positive basis to look ahead and plan for economic recovery and upturn. Further work was commissioned to examine the job creation potential of Flintshire's strategic sites located at Northern Gateway on Deeside and Warren Hall, Broughton. This demonstrated a cumulative potential for the two sites to yield between 8,000 – 10,000 jobs over the plan period. Both sites are already commitments in that they both benefit from outline planning permissions, but it is a central role of the LDP to ensure that these sites can be fully implemented and for this reason both sites are allocated as strategic allocations by policy STR3 .
- 6.4** The ELR examined Flintshire's extensive portfolio of existing employment sites and did not conclude that there was either a need or indeed significant opportunity to consider other uses for undeveloped employment land. Where this can be done it has, but in the main it is appropriate, given Flintshire's economic context, to maintain a significant range and choice of locations for employment development.

## Strategic Policies - Supporting a Prosperous Economy 6

- 6.5** The LDP also recognises the contribution that service sector employment can make, particularly in relation to retail and commercial jobs within Flintshire's town, district, and local centres. That said there is pressure on these traditional service centres from recession and from alternative ways of shopping, and the Plan provides a sufficiently flexible but positive framework for the development of town centre uses. Equally, sustainable tourism development is and has the potential to be a significant contributor to Flintshire's economy. Tourism development also has the potential to contribute positively to the range of social, economic, and environmental objectives of the Plan, as well as many of the Well Being Goals. There are opportunities that can arise from the AONB and Flintshire's attractive rural landscape, its significant heritage assets, attractive villages and market towns, and a growing demand for outdoor activities and recreational development.
- 6.6** In this section the Plan's strategy in relation to supporting economic growth is defined by the following strategic policies:
- i. STR7 Economic Development, Enterprise, and Employment
  - ii. STR8 Employment Land Provision
  - iii. STR9 Retail Centres and Development
  - iv. STR10 Tourism, Culture, and Leisure
- 6.7** Each of the strategic policies is accompanied by a cross reference to the relevant detailed policies. For ease of reference these detailed policies are grouped under the same 'Supporting a Prosperous Economy' theme in section 10. The relevant policies are:
- PE1 General Employment Land Allocations
  - PE2 Principal Employment Areas
  - PE3 Employment Development Outside Allocated Sites and Principal Employment Areas
  - PE4 Farm Diversification
  - PE5 Expansion of Existing Employment Uses
  - PE6 Protection of Employment Land
  - PE7 Retail Hierarchy
  - PE8 Development within Primary Shopping Areas
  - PE9 Development outside Primary Shopping Areas
  - PE10 District and Local Centres
  - PE11 Edge and Out of Town Retail Development
  - PE12 Tourist Accommodation, Facilities and Attractions
  - PE13 Caravan Development in the Open Countryside
  - PE14 Greenfield Valley

## 6 Strategic Policies - Supporting a Prosperous Economy

### **STR7: Economic Development, Enterprise, and Employment**

In order to sustain Flintshire's role as a sub-regional economic hub, the Plan will support this by:

- i. Facilitating the delivery of jobs from key strategic sites at Northern Gateway, Deeside, and Warren Hall, Broughton;
- ii. Providing a range of general employment sites to enable a range of businesses to start-up, invest, innovate, expand and grow, benefitting from Flintshire's strategic location and positive quality of life;
- iii. Emphasising Deeside and its area of influence as the economic focus for Flintshire's long term economic ambition;
- iv. Providing the opportunity to realise the creation of 8-10,000 jobs in key sectors, over the plan period;
- v. Supporting the role of Flintshire's main towns as Main Service Centres, providing a range of employment, retail, leisure development, and services and facilities that are accessible to the wider communities they serve;
- vi. Supporting development related to the provision of higher/further education facilities which offer vocational skills training and direct links to key employers;
- vii. In rural areas, recognise the continued contribution agriculture makes to the rural economy, whilst also supporting wider rural enterprise, tourism and diversification;
- viii. Supporting the widespread provision of high speed broadband infrastructure across Flintshire, as well as consistent telecommunications connectivity.

### **Explanation**

- 6.8** The Flintshire economy is a key contributor of GVA to the Welsh Economy and the planning system needs to continue supporting economic development in the County so that it can aim to achieve prosperity at the regional and national level. Economic prosperity is fundamental to creating well-being across a range of demographic groups in Flintshire and in order for Flintshire to continue to be a prosperous County, a strong local economy is required with a sound knowledge and skills base which will provide the foundation for building success. It is therefore right to plan ahead for economic recovery and growth and build upon the County's economic strengths.
- 6.9** Flintshire acts as a key focal point for the wider regional economy of North Wales and the North West, providing, for example, 'high-value' manufacturing employment at Deeside Industrial Park and Airbus at Broughton. Flintshire's economy has a positive outlook relative to the backdrop of global recession with some of the key economic indicators suggesting that Flintshire's economy is currently strong and performing well: unemployment is relatively low, GDP (Gross Domestic Product) and economic activity are relatively high. This

## Strategic Policies - Supporting a Prosperous Economy 6

positivity is also demonstrated by the designation of Enterprise Zone status for the area from Deeside Industrial Park, south eastwards to Hawarden Industrial Estate. This area has the highest concentration of manufacturing jobs in the UK and a level of innovation that attracts highly skilled, advance manufacturing jobs. The extension of the time period for the Enterprise Zones is further evidence of the success this has already brought in terms of economic activity and job creation and the opportunity for the LDP to assist this further.

- 6.10** In this context the LDP strategy is about looking forward with a growth ambition that is realistic, achievable and deliverable in order to make a sustained and long term positive contribution to Flintshire's economy. In achieving this, the Northern Gateway and Warren Hall mixed use development sites are important to the economic growth ambitions of the region and have the potential to help deliver up to 10,000 new jobs and up to 1,600 new homes. The Council in partnership with the owners, developers and the public sector have a shared interest in maximising the economic impact of these sites, the quality and range of jobs created and the quality and value of development secured.
- 6.11** The Plan needs to consolidate and build upon that economic role by providing for a level of economic growth that is aspirational but credible. This needs to be supported by an appropriate amount of housing development which is appropriate in terms of location and type in order to support economic growth whilst at the same time providing for the housing needs of the County. A strategic focus for the Plan is therefore the growth zone between Deeside, Wrexham and Chester, but this should not be at the expense of the remainder of the Plan area. The Plan also needs to ensure that the benefits of economic growth are distributed to sustainable settlements and locations throughout the County, by maintaining a wide portfolio of employment sites.
- 6.12** In economic terms, town centres are critical to the perception and image of Flintshire as well as the focus of social and economic activity and as vital providers of services and employment. The LDP follows PPW10 advice and seeks to ensure that Flintshire town centres are vibrant and attractive with successful businesses serving the needs of the local community through a 'town centres first' approach. Given that much of the County is rural the Plan must ensure that the economic and housing needs of rural areas are provided for in a sustainable and innovative manner. Agriculture will inevitably remain the major user of land however the need to sustain rural communities has focused attention on ways of improving and diversifying the rural economy. In rural areas it is difficult to match demand with supply, e.g. through advance provision of business premises, as many rural businesses are embryonic in nature. Therefore a positive policy approach to rural diversification initiatives is taken where this is sustainable and contributes to general wellbeing.

## 6 Strategic Policies - Supporting a Prosperous Economy

### Policy Context

Table 17

LDP Objectives	<p>1. Ensure communities have access to a mix of services and facilities, such as education and health, to allow community life to flourish, and meet the needs of particular groups such as the elderly</p> <p>2. Encourage the development of town and district centres as the focus of regeneration</p> <p>8. Facilitate growth and diversification of the local economy and an increase in skilled high value employment in key sectors</p> <p>9. Support development that positions Flintshire as an economically competitive place and an economic driver for the sub-region</p> <p>10. Redefine the role and function of Flintshire's town centres as vibrant destinations for shopping, leisure, culture, learning, business and transport</p> <p>13. Promote and enhance a diverse and sustainable rural economy</p> <p>14. Support the provision of sustainable tourism development</p>
PPW10	<p>5.2.19 addressing the need for broadband infrastructure</p> <p>5.4.1 – 5.4.18 Economic Development</p> <p>5.6.2, 5.6.6, 5.6.8 employment activities in rural areas; agricultural development proposals and rural diversification</p>
Well Being Goals	<p>A prosperous Wales</p> <p>A resilient Wales</p>
Key Evidence	<p>Technical Advice Note 6, Planning for Sustainable Rural Communities (2010)</p> <p>Technical Advice Note 23, Economic Development (2014)</p> <p>Flintshire Regeneration Strategy 2009 – 2020</p> <p>Deeside Plan (2017)</p> <p>Wrexham and Flintshire Employment Land Review Study</p> <p>Flintshire Further Employment Growth Scenarios Assessment (October 2015)</p> <p>Employment and Housing Advice (April 2019)</p> <p>LDP Topic Paper No. 8 Economy and Employment</p> <p>LDP Topic Paper No. 11 Retailing and Town Centres</p> <p>LDP Topic Paper No. 14 Rural Affairs</p> <p>LDP Topic Paper No. 18 Tourism</p>
Monitoring	The monitoring framework is set out in Chapter 21 Monitoring.

## Strategic Policies - Supporting a Prosperous Economy 6

<p>Detailed Policies</p>	<p>Policies referred to in STR8: Employment Land Provision                  Policy PE1: General Employment Land Allocations                  Policy PE2: Principal Employment Areas                  Policy PE3: Employment Development Outside Allocated Sites and Principal Employment Areas                  Policy PE4: Farm Diversification                  Policy PE5: Expansion of Existing Employment Uses                  Policy PE6: Protection of Employment Land                  Policy PE7: Retail Hierarchy                  Policy PE8: Development within Primary Shopping Areas                  Policy PE9: Development outside Primary Shopping Areas                  Policy PE10: District and Local Centres                  Policy PE11: Edge and Out of Town Retail Development                  Policy PE12: Tourist Accommodation, Facilities and Attractions                  Policy PE13: Caravan Development in the Open Countryside                  Policy PE14: Greenfield Valley</p>
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## 6 Strategic Policies - Supporting a Prosperous Economy

### **STR8: Employment Land Provision**

A strategic and local supply of employment land is identified to satisfy the County's employment needs. Economic development will be guided to the most appropriate locations by providing a range and choice of sites in terms of location, quality, type and size which will comprise:

- i. Land currently committed for employment uses;
- ii. Undeveloped land and existing premises within Principal Employment Areas;
- iii. Employment land allocations including two key strategic sites of sub-regional significance referred to in Policies STR3, and STR7;
- iv. The safeguarding of existing employment sites and premises, where they play an important role in meeting future economic needs;
- v. Land and sites outside settlement boundaries, allocated sites, and Principal Employment Areas which can deliver sustainable employment development through the re-use of suitable buildings and land.

### **Explanation**

**6.13** It is important that the LDP supports and underpins the local and wider regional economic ambition by promoting a strategy that promotes growth beyond Employment Land Review estimates. The LDP also has a role in supporting higher value employment sectors which can result in higher returns for businesses, higher wages for workers, job growth in the County and increased GVA for the local and national economy. It is essential therefore that Flintshire has an adequate employment land provision to accommodate future market demand while allowing choice and flexibility to meet the varying nature of future employment needs and demands.

**6.14** A robust review of existing sites alongside an assessment of the amount and the type of sites likely to be required over the Plan period has been undertaken in order to determine whether existing sites are still capable of meeting the needs of modern employers. An Employment Land Review was jointly commissioned with Wrexham CBC to inform the Councils respective LDPs. The review assessed the supply, need and demand for employment land and premises (Use Class B) and found that the employment land supply in Flintshire was 223.94 ha. Historically the average long term take up levels in Flintshire have been 12 ha a year but since 2000 the average take-up rate has reduced to just over 9 ha. Over the recession, less than 1 ha a year was taken up. Using the projected growth of employment in industry sectors as the main measure of future land needs for the period up to 2030 the ELR indicated that there was a minimum need for 1.9 ha/year or 28.50 ha overall. On the face of it this shows that there appears to be a substantial surplus of employment land in the County, and thus there is no immediate need to identify new land allocations for B1, B2 and B8 uses. Further detail on the plan's supply of employment land is set out in the explanation to PE1.



## Strategic Policies - Supporting a Prosperous Economy 6

- 6.15** As TAN23 notes, employment sites should only be retained if they are viable and deliverable. However after reviewing the suitability and viability of the sites in Flintshire's land supply the ELR recommended that the Council should be looking to protect (and in some locally specific circumstances increase) their land supply rather than release land for alternative uses to cater for future demand. The ELR also found that in the vast majority of cases there were no suitable alternative uses for existing employment sites within the Council's portfolio of land. The LDP therefore seeks to safeguard existing sites and premises where appropriate and necessary to ensure retention of the employment land portfolio and ensure that economic growth is not constrained by a lack of choice of land. All areas for employment development, local or strategic, are identified in the LDP by the same designation of Principal Employment Area.
- 6.16** Where demand for employment development falls outside settlement boundaries, employment allocations, or Principal Employment Areas the LDP takes a positive approach to proposals, provided they represent sustainable development. In assessing employment proposals the LPA will apply the sequential test where preference is given to locations within settlement boundaries, then edge of settlement sites, and finally land in the open countryside. Market forces do not always conform to land use designations or boundaries and accordingly the LDP has a criteria based policy which caters for this. In rural areas the Plan recognises that economic uses can bring benefits provided that they are sustainably located and where benefits outweigh any adverse impacts of the development.
- 6.17** Employment development in rural areas can make rural communities more sustainable by providing jobs closer to where people live, reducing the distance people travel for their work, and stemming the loss of economic activity from rural areas. The locational requirements of businesses may also be very specific but opportunities should exist through the LDP for other forms of employment and economic activity such as tourism, leisure, services and facilities, and agriculture related. It is not always possible to identify those rural areas where the need for employment diversification will arise in the future. Therefore, rather than allocating specific employment sites where demand may never materialise, the LDP sets out criteria to assess small-scale enterprises and rural employment development proposals, as and when they arise. The important role the re-use and adaptation of existing rural buildings has in meeting the economic needs of rural areas is recognised with a positive approach taken to the conversion of rural buildings for employment re-use. The emphasis will be on those employment uses which genuinely require a rural location given that other employment uses should be located within the settlements.
- 6.18** The Council also recognises that to support the level of growth proposed in the LDP, access and infrastructure improvements will be necessary during the Plan period to support and facilitate economic growth, including employment and housing provision.

## 6 Strategic Policies - Supporting a Prosperous Economy

### Policy Context

Table 18

LDP Objectives	<p>8. Facilitate growth and diversification of the local economy and an increase in skilled high value employment in key sectors</p> <p>9. Support development that positions Flintshire as an economically competitive place and an economic driver for the sub-region</p>
PPW10	<p>5.4.3, 5.4.4 supporting the provision of employment land to meet strategic and local level needs</p> <p>5.4.7 – 5.4.8 Economic evidence and Employment Land Review</p> <p>7.1.3 economic development proposals utilising underused, vacant and previously developed land</p> <p>7.1.4, 7.1.5 employment sites</p> <p>7.3.2, 7.6.5 re-use of buildings in rural areas</p>
Well Being Goals	<p>A prosperous Wales</p> <p>A resilient Wales</p>
Key Evidence	<p>Technical Advice Note 23, Economic Development (2014)</p> <p>Flintshire Regeneration Strategy 2009 - 2020</p> <p>Deeside Plan (2017)</p> <p>Wrexham and Flintshire Employment Land Review Study</p> <p>Flintshire Further Employment Growth Scenarios Assessment (Oct 2015)</p> <p>Employment and Housing Advice (April 2019)</p> <p>LDP Topic Paper No. 8 Economy and Employment</p>
Monitoring	The monitoring framework is set out in Chapter 21 Monitoring.
Detailed Policies	<p>Policy PE1: General Employment Land Allocations</p> <p>Policy PE2: Principal Employment Areas</p> <p>Policy PE3: Employment Development Outside Allocated Sites and Principal Employment Areas</p> <p>Policy PE5: Expansion of Existing Employment Uses</p> <p>Policy PE6: Protection of Employment Land</p>

## Strategic Policies - Supporting a Prosperous Economy 6

### **STR9: Retail Centres and Development**

Retail developments will be guided by the County Retail Hierarchy. This approach will seek to maintain and enhance the vibrancy, viability and attractiveness of Flintshire's town, district, and local centres, supporting the delivery of appropriate comparison and convenience retail, office, leisure, entertainment and cultural facilities.

Retail centres will be the preferred location for new retail, leisure, office, social and other town centre uses. Major development will need to comply with the 'town centres first' principles within PPW in terms of the Needs Test, Sequential Test and Retail Impact Assessment.

Given the changing role of town centres, both Town Centre and Primary Shopping Areas are defined in recognition of the need for a degree of flexibility in maintaining occupancy and footfall, and to enable a tailored approach to be taken for each centre having regard to health checks, masterplans and action plans.

### **Explanation**

- 6.19** The LDP includes a range of social, economic and environmental objectives relating to Flintshire's communities who use town and other service centres for a variety of purposes. Planning Policy Wales (PPW) recognises that the most appropriate location for retail and complimentary uses are within town and other local service centres. In essence they may be multifunctional in respect of retail, commercial, leisure and residential uses and the plan adopts a town centre first approach. This plan, as advised by PPW10, seeks to steer new development to town centres and thereby protect and enhance the viability and vitality of such locations and the businesses within them.
- 6.20** Unlike some of our neighbours Flintshire does not have one principal town centre which functions as a major shopping destination, although the retail and commercial provision at Broughton Shopping Park does perform a sub-regional role. Instead there are a number of towns (Main Service Centres) within the Plan area which have relatively small and sometimes overlapping shopping catchment populations such as Buckley and Mold. All of Flintshire's town centres compete for comparison goods retail with the large shopping park at Broughton and retail draw from surrounding centres at Chester, Ellesmere Port and Wrexham. The Flintshire Retail Study (2019) carried out by Peter Brett/Stantec consultants showed that Broughton Shopping Park is the main comparison shopping destination within the study area, achieving a market share of 21.7%. Broughton Shopping Park therefore retains a good proportion of expenditure within the County which would otherwise leak out to adjoining authority areas.

## 6 Strategic Policies - Supporting a Prosperous Economy

- 6.21** Town centres are evolving centres of economic activity and are located in the heart of the County's largest towns serving community needs in the town and the wider catchment areas. Flintshire's town centres are important centres of employment that also provide access to shopping, food and drink, social and health facilities. There is variety in terms of their individual history and character and differences in role and function which suggests that it is necessary to tailor the retail strategy to recognise their different functions. That said it is accepted that the town centres can be vulnerable to out of centre/out of town retail competition such as Broughton and Chester as well as to modern ways of shopping via the internet.
- 6.22** Amongst other things PPW requires Local Planning Authorities to identify a retail hierarchy for the Plan area. Consequently the "town centres first" principle in tandem with a sequential approach to the selection of sites has been used to promote town centres as the main locations for new retail, office, leisure, social and health facilities. In doing so the aim is to create more reasons why people should visit such centres with a resultant increase in social and economic activity thereby retaining its viability. The Retail Hierarchy comprises three tiers. The upper tier comprises the traditional Town Centres where there is a recognisable town centre and a wide range of uses such as retail, leisure, office, cultural and transport facilities. The middle tier comprises District Centres where there are distinct groupings of retail and other uses but on a smaller scale and with less variety and offer. The lowest tier is that of Local Centres which range from small shopping parades in residential areas to loose clusters of retail including local convenience, and other uses in village centres. The retail hierarchy is set out in policy PE7.
- 6.23** In many respects the biggest retail and leisure offering within the County is that of Broughton Shopping Park. This out of town shopping park has been omitted from the retail hierarchy in previous development plans, in order to reinforce its 'out of town' location and to prevent it attracting smaller scale retail and other uses which might compete with nearby defined centres, by controlling the scale and nature of retail and other proposals which arise. Although the scale and composition of the shopping park has changed since its inception with the sub-division of retail units and a broader shopping and leisure 'offer', concerns remain about the effect of further retail development and the effect it could have on nearby traditional retail centres. For this reason, Broughton Shopping Park remains outside the retail hierarchy.
- 6.24** Core Retail Areas (CRA) have previously been used in the UDP to delineate the primary shopping areas where retail development is encouraged and non- A1 development is controlled to ensure the availability of premises for retailing. In recognising the dynamic changing trends in retailing such as increases in home delivery services and internet retailing can impact upon the role of town and other centres, the CRA policy and their associated boundaries have been reviewed to assess whether it is still an effective means of ensuring that a focus of retail uses is retained in key parts of

## Strategic Policies - Supporting a Prosperous Economy 6

Flintshire’s town centres. In order to ensure greater consistency with PPW10 it is proposed that the policy tool be retitled ‘Primary Shopping Areas’. The Retail Study identifies that there is only a small need for further comparison retail floorspace over the Plan period and a negative need for convenience retail floorspace. However changes to the retail industry in recent years have made it difficult to predict the most appropriate areas to allocate for retail uses. Since there are options for comparison retail sites within the plan area, the council is also working to encouraging appropriate retail uses and the plan has a flexible approach to retail windfall sites it is considered that no retail allocation is needed. The implementation of the Plan’s retail policies will be informed by its evidence base for example health checks, and existing town centre masterplans and the up to date Retail Study.

- 6.25** There are also a number of district shopping centres within the County as well as smaller local centres and in some instances village shops. All of these perform an important role for top up shopping particularly for those people without access to a car. Pubs can also provide an economic and social role as a hub of community activity.
- 6.26** The strategic policy should be read in conjunction with STR5 Transport and Accessibility and STR7 Economic Development, Enterprise and Employment and is also supported by a suite of detailed policies.

### Policy Context

Table 19

LDP Objectives	2. Encourage the development of town and district centres as the focus of regeneration 3. Promote a sustainable and safe transport system that reduces reliance on the car 10. Redefine the role and function of Flintshire’s town centres as vibrant destinations for shopping, leisure, culture, learning, business and transport
PPW10	Paras 4.3.1 – 4.3.42 Retail & Commercial Development
Well Being Goals	A prosperous Wales A resilient Wales

## 6 Strategic Policies - Supporting a Prosperous Economy

Key Evidence	<p>Technical Advice Note 4 Retailing and Town Centres (2016)          Technical Advice Note 23 Economic Development (2014)          Flintshire Town Centre Surveys and Health Checks (2003 and 2008)          Flintshire Retail Capacity Assessment (2010)          Buckley Masterplan (2011)          Connah's Quay &amp; Shotton Masterplan (2010)          Deeside Plan (2017)          Flint Strategy and Masterplan (2012)          Holywell Town Centre Assessment (2010)          Queensferry Streetscape Environmental Improvements and Design Guidelines (2010)          Mold Sense of Place Study (2010)          Mold Town Plan (2017)          Mold Strategic Sites Assessment (2014)          Annual Town Centre Benchmarking Reports (2011 – Present)          LDP Topic Paper No 11 – Retailing and Town Centres          Flintshire Retail Study (2019)</p>
Monitoring	The monitoring framework is set out in Chapter 21 Monitoring.
Detailed Policies	<p>PE7 Retail Hierarchy          PE8 Development within Primary Shopping Areas          PE9 Development outside Primary Shopping Areas          PE10 District and Local Centres          PE11 Edge and Out of Town Retail Development</p>



## Strategic Policies - Supporting a Prosperous Economy 6

### **STR10: Tourism, Culture, and Leisure**

The intrinsic appeal of Flintshire's natural and built environment makes the County an attractive destination for sustainable tourism development. Development that capitalizes on these assets and creates a year round broad appeal will be supported.

Particular emphasis will be placed on:

- i. Supporting new and extended tourism development which is appropriate to its location and enhances the existing offer within Flintshire;
- ii. Support development that promotes accessibility to Flintshire's landscape, cultural and historic assets, including the Clwydian Range AONB, coastline, rights of way, cycling and active travel networks;
- iii. Promote and enhance the maintenance and diversification of a sustainable rural economy;
- iv. Conserving and enhancing Flintshire's natural, built and cultural heritage;
- v. Enabling a range and choice of tourism accommodation to meet a variety of needs from short visit to long stay.

### **Explanation**

**6.27** Tourism has a key role to play in the economy of Flintshire and in particular it is important in supporting and diversifying rural communities and the rural economy. Welsh Government recognises that tourism is 'vital to economic prosperity and job creation' and 'can be a catalyst for regeneration, improvement of the built environment and environmental protection' (Para 5.5.1 PPW10). Tourism in Flintshire covers a range of attractions, such as, historic market towns like Mold and Holywell/ Greenfield Valley, coastal caravan holidays at Talacre, walking and cycling along the coastal path or more active pursuits throughout the AONB. In terms of cultural identity and cultural attractions, Flintshire has a relatively small but strong and distinctive Welsh speaking community. This cultural identity manifests itself through the demand for Welsh language education, a wide variety of Welsh language or bilingual community groups and events throughout the year from the Cadi Ha Springtime Festival in May to the Taith y Fari Llwyd in December and many more in between.

**6.28** Tourism has the potential to increase economic activity, assist regeneration and conservation, and raise general health and well-being. There can also be some negative impacts of tourism, as a result of visitor pressure, in terms of traffic congestion, harm to sensitive natural environments (for example in undeveloped coastal areas and protected areas), and to local communities. Detailed policies later in the Plan aim to direct tourism development to locations to avoid such impacts, or seek to control development to reduce negative impacts.

## 6 Strategic Policies - Supporting a Prosperous Economy

- 6.29** The LDP provides the framework for the provision and protection of well-located, good quality, tourism, sport, recreation and leisure facilities and to diversify tourism in the County. The LDP seeks to ensure that proposals for new tourism related development are located in sustainable and accessible locations and that local communities are not adversely affected.
- 6.30** Any proposed development for tourism, sport and recreation uses located on previously used land will be encouraged where appropriate. All proposed development must be appropriate to its location and surrounding environment and not have negative landscape or environmental impact with particular regard to the Clwydian Range Area of Outstanding Natural Beauty (AONB) and European Designated Sites. Development which is likely to generate high levels of traffic and which is more akin to retail development, should be located within town centres where possible. Unlike housing or employment uses, it is more difficult to allocate land for specific tourism /leisure uses as the industry is more trend based and footloose.

### Policy Context

Table 20

LDP Objectives	13. Promote and enhance a diverse and sustainable rural economy 14. Support the provision of sustainable tourism development 18. Promote good design that is locally distinct, innovative and sensitive to location
PPW10	Paras 5.5.1 – 5.5.7 Tourism
Well Being Goals	A Wales of cohesive communities A Wales of vibrant culture and thriving Welsh Language
Key Evidence	Flintshire Tourism Strategy Active Travel Survey, Topic Paper 1 - Biodiversity and Nature Conservation, Topic Paper 3 - Built and Historic Environment, Topic Paper 4 - Open Space, Topic Paper 14 - Rural Affairs, Topic Paper 18 - Tourism, TAN 5 Nature Conservation and Planning. TAN 6 Planning for Sustainable Rural Communities TAN 13 Tourism TAN16 Sport Recreation and Open Space
Monitoring	The monitoring framework is set out in Chapter 21 Monitoring.



## Strategic Policies - Supporting a Prosperous Economy 6

Detailed Policies	PE12: Tourist Accommodation, Facilities and Attractions PE13: Caravan Development in the Open Countryside PE14: Greenfield Valley EN1: Sports, Recreational and Cultural Facilities EN2: Green Infrastructure
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## Strategic Policies - Meeting Housing Needs 7

## Strategic Policies - Meeting Housing Needs 7

### Introduction

- 7.1** This section of the Plan focusses on meeting housing needs both as a need in itself, generated from changing population characteristics, and also from the perspective that housing is an important part of the support infrastructure necessary to achieve the Council's economic ambitions. The range of policy responses to this need includes sustainable provision for both market and affordable housing, as well as the provision of accommodation for the Gypsy and Traveller community.
- 7.2** Housing is central to people's lives. Quality, affordable housing contributes directly to community cohesion and sustainability, and to people's health and well-being. The LDP aims to strike the right balance between sustainability, community cohesion and growth, by directing the right amount and type of new housing development to the most sustainable sites and settlements. This will be balanced with the commitments that the County already has within the land bank, which need to come forward and deliver the homes they are intended for. In this context, existing commitments have been the subject of a rigorous review whereby only those which are capable of being delivered within the Plan period are included. For instance, a number of UDP allocations are not carried over into the LDP as they are at this point in time not considered to make a realistic contribution to supply.
- 7.3** The physical delivery of new housing is the responsibility of housing developers and it is the role of the LDP to ensure that sufficient provision of sites is made to meet a genuine demand from the industry, in the most sustainable and viable locations. This includes the need to ensure that the infrastructure is in place, or can be provided, to accommodate development and also that the impacts that development can have on communities is properly assessed and mitigated through the provision of developer obligations.
- 7.4** In setting out to achieve this, the LDP draws from a number of sources or key drivers which include demographic trends at work in Flintshire, the need to support economic growth and create jobs, the evidence of need for affordable housing set out in the Local Housing Market Assessment, and the Flintshire Local Housing Strategy. The latter focusses on three key priorities:
- Increase the supply to provide the right type of homes in the right location
  - Provide support to ensure people live and remain in the right type of home
  - Improve the quality and sustainability of our homes.
- 7.5** The Council commissioned a Local Housing Market Assessment jointly with its Wrexham County Borough Council neighbours in 2015. For Flintshire, this identified a need for 246 affordable units per annum (over the life of the assessment), for both social rented and intermediate affordable tenures. The

## 7 Strategic Policies - Meeting Housing Needs

Local Housing Market Assessment for Flintshire was updated in 2018, which has shown an annual need for 228 affordable units. This evidence informs the detailed policies for affordable housing, including the appropriate level of affordable housing to be sought via the planning system, the identification of viable thresholds and proportions, as well as the contribution from other sources including the Registered Social Landlords and the Council's own initiatives, specifically the Strategic Housing And Regeneration Programme (SHARP) where the delivery of 500 new council affordable homes on surplus Council land is already underway.

**7.6** In this section the Plan's strategy in relation to meeting housing needs is defined by the following strategic policies:

- STR11 Provision of Sustainable Housing Sites
- STR12 Provision for Gypsies and Travellers

**7.7** Each of the strategic policies is accompanied by a cross reference to the relevant detailed policies. For ease of reference the relevant detailed policies are grouped under the same 'Meeting Housing Needs' theme in section 11:

- HN1: New Housing Development Proposals
- HN2: Density and Mix of Development
- HN3: Affordable Housing
- HN4 Housing in the Countryside
- HN4-A Replacement Dwellings
- HN4-B Residential Conversion of Rural Buildings
- HN4-C Infill Development in Groups of Houses
- HN4-D Affordable Housing Exceptions Schemes
- HN5: House Extensions and Alterations
- HN6 Annex Accommodation
- HN7 Houses in Multiple Occupation
- HN8: Gypsy and Traveller Sites
- HN9 Gypsy and Traveller Accommodation

## Strategic Policies - Meeting Housing Needs 7

### **STR11: Provision of Sustainable Housing Sites**

As part of implementing the Sustainable Settlement Hierarchy, and to ensure that communities have access to sufficient, good quality, affordable housing to meet a range of needs and support economic growth, new housing will be directed to sustainably located, economically viable and deliverable housing sites.

The delivery of new housing on these sites will be expected to:

- i. Facilitate the provision of affordable housing relative to local needs and viability;
- ii. Making the most efficient use of land through appropriate density of development;
- iii. Provide balanced developments through a mix of housing units;
- iv. Make provision for specific housing needs, where appropriate, including for example small family and elderly housing, extra care and supported accommodation, live-work units;
- v. Provide or contribute to physical, environmental and social infrastructure necessary to integrate new development into communities;
- vi. Ensure in rural areas, that genuine and proportionate needs for housing are met in a sustainable manner.

The availability of housing land will be monitored and maintained over the plan period as part of the Annual Monitoring Report (AMR) process, to ensure a continuous and adequate supply to enable the delivery of the overall housing requirement. This will involve maximizing the delivery of sustainable and viable commitments already within the landbank, balanced against the allocation of sustainable, viable and deliverable new sites.

### **Explanation**

**7.8** A home is a vital part of people's lives as it affects their health and well-being, quality of life and the opportunities open to them. The Welsh Government's approach, set out in the National Housing Strategy is to: provide more housing of the right type and offer more choice; improve homes and communities, including the energy efficiency of new and existing homes; and improve housing-related services and support, particularly for vulnerable people and people from minority groups.

**7.9** A key function of the Plan is to provide an appropriate and sustainable supply of housing land. PPW and TAN1 specifically requires that the Council secures and maintains a 5 year supply of housing land. Para 4.2.15 of PPW states 'This means that sites must be free, or readily freed, from planning, physical and ownership constraints, and economically viable in order to support the creation of sustainable communities'.

## 7 Strategic Policies - Meeting Housing Needs

- 7.10** As set out in policy STR1 the Plan seeks to meet a requirement of 6,950 dwellings by making provision for 7950 units, through applying a 14.4% flexibility allowance. This requirement will be met in practice through a variety of sources of supply. This will include commitments (existing planning permissions) that are genuinely capable of being delivered, new allocations and realistic allowances for windfalls (unidentified small and large sites coming forward during the Plan period). Of the new allocations policy STR3 identifies two existing key strategic mixed use allocations and the remainder will be small to medium allocations. This mix of delivery, and the lack of over-reliance on new strategic sites, backed up by evidence from developers relating to viability and deliverability, will enable a 5 year supply to be secured and maintained. The deposit Plan is supported by a housing trajectory setting out (as best it can) how and when housing will be delivered through the Plan period.
- 7.11** A Housing Balance Sheet is set out below which shows how the Plan's housing requirement figure is met through a mix of commitments, completions to date, allowances for small sites and windfalls, strategic allocations and detailed allocations.

Table 21

Element	Amount	Notes
<b>REQUIREMENT</b>	<b>6950</b>	
Less completions 15-16	662	Includes large and small site completions.
Less completions 16-17	421	Includes large and small site completions.
Less completions 17-18	608	Includes large and small site completions.
<b>Revised Requirement:</b>	<b>5259</b>	
Less commitments	1771	This reflects a review of large sites whereby only sites with planning permission as at 01/04/18 which are considered to be realistically capable of development, are included. The figures do not include the 1325 consented units at Northern Gateway, nor sites at Well Street, Buckley and Highmere Drive and Broad Oak Holding, Connah's Quay as these are included in the strategic sites and allocations figures. Housing commitments are detailed in Appendix 1 and shown on the proposals map.
<b>Revised Requirement</b>	<b>3488</b>	
Less Small sites allowance (<10 units) 60 pa	720	Small sites allowance represents a conservative but realistic allowance of 60 units per annum (as per UDP) over the remaining Plan period.

## Strategic Policies - Meeting Housing Needs 7

Less Windfall allowance (>10 units) 50 pa	600	Windfalls allowance (large sites) represents a conservative but realistic allowance of 50 units per annum (as per UDP) over the remaining Plan period.
<b>Residual Requirement</b>	<b>2168</b>	
Less LDP Strategic Allocations	1294	Includes Northern Gateway 1325 units and Warren Hall 300. However, Northern Gateway discounted by 331 units which may be delivered beyond the Plan end date – 131 units on Praxis and 200 units on Pochin.
New allocations Requirement	874	
LDP Allocations	1874	See policy HN1
Overall allocation / flexibility	1000/14.4%	

**7.12** The policy highlights that new housing will be distributed in accordance with the settlement hierarchy and spatial strategy in policy STR2 to sustainable locations and settlements having regard to accessibility, services, facilities which can support economic growth areas. The aim is to ensure that communities have access to sufficient, good quality, affordable housing to meet a range of needs by ensuring that new housing is economically viable and deliverable. The provision of new sites has also been informed by the amount and distribution of existing commitments, particularly where ‘speculative’ sites have been granted planning permission on the back of TAN1.

**7.13** In identifying detailed new allocations in the Plan a site search sequence has been followed in line with the advice in para 3.39 of PPW ‘...In developing their spatial strategy planning authorities must prioritise the use of suitable and sustainable previously developed land and/or underutilised sites for all types of development. When identifying sites in their development plans planning authorities should consider previously developed land and/or underutilised sites located within existing settlements in the first instance with sites on the edge of settlements considered at the next stage’. Given the lack of suitable brownfield land in Flintshire particular regard has to be had to para 3.40 of PPW which states ‘Where there is a need for sites, but it has been clearly demonstrated that there is no previously developed land or underutilised sites (within the authority or neighbouring authorities), consideration should then be given to suitable and sustainable greenfield sites within or on the edge of settlements’.

**7.14** The delivery of affordable housing is also an integral part of the general provision of housing in the Plan. The Local Housing Market Assessment Update identified a need of 228 units per annum and consideration is given in the detailed policies as to the affordable housing target to be met by the

## 7 Strategic Policies - Meeting Housing Needs

Plan, recognising that the LDP will not be the only delivery mechanism for bringing about affordable housing. Detailed policies set the thresholds at which development will be required to provide affordable housing and the quotas to be applied within different housing market areas, having regard to viability considerations. The approach is set out in policy HN3.

- 7.15** As a general principle, in line with para 4.2.2 of PPW, the Plan seeks to ensure that the most efficient use is made of land. The role of the Plan is to set a housing density which is challenging but which is also sympathetic in terms of not harming the amenity standards of residents nor harming the character and appearance of the locality. Alongside achieving the highest appropriate density on a development is the requirement to ensure an appropriate mix of housing on developments in terms of house types and sizes. For instance the Local Housing Market Assessment identifies a need for smaller one bedroom properties and two bedroom properties and this needs to be balanced against developer preferences for predominantly larger dwellings. This will help work towards achieving inclusive, balanced cohesive communities.
- 7.16** In circumstances where a need has been established (and on appropriate sites), new development will also be required to provide for more specialist needs housing. In particular this is required to take account of the ageing population and the strong messages about the need for bungalows, or other forms of housing suited to meeting the general housing needs of elderly residents, or more specialist forms of accommodation such as sheltered housing. However, it would not be appropriate for specialist housing to be required on every development, as this will depend on the location of the site, the type of development and whether a need exists. The Local Housing Strategy identifies the need for specialist housing and sets out the Council's approach to meeting these needs.
- 7.17** As set out in policy STR6 the Plan will seek to ensure that appropriate and necessary infrastructure will be secured alongside new development. The key planning principles in fig. 3 of PPW recognizes 'Our communities need the right mix of good quality/well designed homes, jobs, services, infrastructure and facilities so that people feel content with their everyday lives'.
- 7.18** A significant part of the County is rural in character with a large number of small settlements. The revised settlement hierarchy seeks to take a more sensitive approach to categorising settlements based on their relative sustainability. The Plan's spatial strategy seeks to accommodate the majority of built development in the upper three tiers of the settlement hierarchy but recognises the need for smaller scale sensitive development to take place in rural settlements. The focus is still on meeting local needs housing i.e. for specific rural enterprise based needs or for affordable housing in Tier 4 Defined Villages and Tier 5 Undefined Villages, but additional flexibility is



## Strategic Policies - Meeting Housing Needs 7

built into policy STR2 to allow for potential ‘cross subsidy’ on windfall sites in Tier 4 Defined Villages by allowing small amounts of market housing where it is necessary on viability grounds to deliver local needs housing.

- 7.19** In addition to affordable housing being delivered through LDP mechanisms, the Council is also delivering affordable housing through a variety of other initiatives and projects. Principal amongst these is the Council’s Strategic Housing and Regeneration Programme (SHARP) whereby the Council is working with a preferred development partner Wates Residential to build innovative and high quality new affordable homes. The scheme will deliver 500 new homes across the County by 2021 of which 300 will be affordable rent (owned and managed by North East Wales Homes Ltd) and 200 social rent (managed by FCC). The Affordable Housing Background Paper provides further detail on Flintshire’s approach to affordable housing delivery alongside the LDP. A further Background Paper on Housing Land Supply sets out how the Plan will seek to facilitate the delivery of the housing requirement figure. The Background Paper will include a detailed housing trajectory alongside a 5 year housing land supply calculation. It will also contain a detailed apportionment of the housing development having regard to the settlement hierarchy.

### Policy Context

Table 22

LDP Objectives	11. Ensuring that Flintshire has the right amount, size, and type of housing to support economic development and to meet a range of housing needs 12. Ensure that housing development takes place in sustainable locations where sites are viable and deliverable and are supported by the necessary social, environmental and physical infrastructure
PPW10	Spatial Strategy and Site Search Sequence Paras 3.37 – 3.44 Housing Delivery Paras Para 4.2.2, 4.2.10 – 4.2.24 Affordable Housing Paras 4.2.25 – 4.2.34
Well Being Goals	A more equal Wales A globally responsible Wales
Key Evidence	Local Housing Market Assessment 2015 Local Housing Market Assessment Update 2019 Affordable Housing Background Paper Housing Land Supply Background Paper New Housing Occupancy Survey

## 7 Strategic Policies - Meeting Housing Needs

	<p>Study Concerning the Economic Viability of Providing Affordable Housing Across Flintshire (District Valuer Services) 2019</p> <p>Housing Land Monitoring Statement, April 2018</p>
Monitoring	The monitoring framework is set out in Chapter 21 Monitoring.
Detailed Policies	<p>HN1 New Housing Development Proposals</p> <p>HN2 Density and Mix of Development</p> <p>HN3 Affordable Housing</p>

## Strategic Policies - Meeting Housing Needs 7

### **STR12: Provision for Gypsies and Travellers**

The accommodation needs of Gypsies, Travellers and Travelling Showpeople has been assessed and addressed appropriately, as part of Flintshire's overall needs for housing.

Under the duty identified in the Housing Act (Wales) 2014, Flintshire has assessed the future accommodation needs which informs the basis for detailed policies. The Plan makes site specific provision for permanent and transit pitches, and a criteria based policy to judge the appropriateness of planning applications for new sites as they arise.

The Council will seek to work with the Welsh Government and with neighbouring Authorities on key travelling routes, to ensure that the wider regional needs of Gypsies and Travellers are being consistently and responsibly met.

### **Explanation**

- 7.20** The accommodation of Gypsies and Travellers is often a contentious issue, not just in Wales but UK wide. Nevertheless an important role of planning is to ensure accessibility for all members of the community to key facilities such as housing, health, education and leisure. When making provision for housing the LDP needs to recognise the specific accommodation needs of Gypsies and Travellers. These groups follow a particular lifestyle often associated with travelling. A common perception is that there are insufficient sites for people who wish to pursue a nomadic lifestyle. North Wales is a popular location for "stop overs" for Gypsies and Travellers as a principal travelling route passes through all the local authority areas in North Wales.
- 7.21** Part 3 of the Housing (Wales) Act 2014 places a duty on all local authorities to assess the accommodation needs of gypsy families by undertaking a Gypsy and Traveller Accommodation Assessment (GTAA). In recognition of this National Planning Guidance requires LDP's to make adequate provision for the unmet accommodation needs of Gypsy and Traveller families. To meet this duty the Council commissioned a GTAA study to identify the housing needs from across Flintshire, and a further update of the GTAA was commissioned in 2018.
- 7.22** The GTAA data has been used to identify the number of Gypsy and Traveller households which require additional pitches, within five years of the date of the Study and also over the Development Plan period. In terms of provision across Flintshire, there was one Local Authority site, six private authorised sites, one private temporary authorised site and three unauthorised sites. Two of the authorised sites were being redeveloped.

## 7 Strategic Policies - Meeting Housing Needs

- 7.23** The GTAA update identifies an unmet need over a 5 year period of 8 pitches and over the Plan period an unmet need of 26 pitches as well as the need for a small site for transit provision. No need for pitches for travelling showpeople was identified in the Study and any need that does arise over the Plan period can be assessed against a criteria based policy.
- 7.24** In relation to this evidence of need, the Council has made site specific provision by extending existing authorised sites and by a detailed criteria based policy in order to meet any future or unexpected demand. Site and service provision to Gypsies and Travellers in Flintshire is the responsibility of a number of Council functions (housing, education and environment) together with external partners and stakeholders. The Council will work with its partners and neighbouring authorities over the Plan period to ensure appropriate accommodation for Gypsies and Travellers is provided within the County. In identifying sites for allocation, or dealing with subsequent proposals, the ability of Gypsies and Travellers to access services and facilities has been an important consideration in terms of ensuring cohesive communities.

### Policy Context

Table 23

LDP Objectives	<p>1. Ensure communities have access to a mix of services and facilities, such as education and health, to allow community life to flourish, and meet the needs of particular groups such as the elderly</p> <p>7. Create places that are safe, accessible and encourage and support good health, well-being and equality</p> <p>11. Ensuring that Flintshire has the right amount, size, and type of housing to support economic development and to meet a range of housing needs</p> <p>12. Ensure that housing development takes place in sustainable locations where sites are viable and deliverable and are supported by the necessary social, environmental and physical infrastructure</p>
PPW10	Gypsies and Travellers para 4.2.35
Well Being Goals	A more equal Wales
Key Evidence	<p>Housing (Wales) Act 2014</p> <p>Welsh Assembly Government Circular 30/2007 – Planning for Gypsy and Traveller Caravan Sites</p> <p>Gypsy and Traveller Site Selection Background Paper</p> <p>Flintshire Gypsy and Traveller Accommodation Assessment 2016</p>

## Strategic Policies - Meeting Housing Needs 7

	Flintshire Gypsy and Traveller Accommodation Assessment Update 2018 LDP Topic Paper No 10 – Population, Household Growth and Housing
Monitoring	The monitoring framework is set out in Chapter 21 Monitoring.
Detailed Policies	HN8 Gypsy and Traveller Sites HN9 Gypsy and Traveller Accommodation

## Strategic Policies - Valuing the Environment 8

## Strategic Policies - Valuing the Environment 8

### Introduction

- 8.1** Flintshire has a high quality natural and built environment which is one of its primary assets. This provides a context for protecting important landscapes, biodiversity and habitats, attracting investment, promoting tourism and ensuring the County is a sustainable place to live and work. Clearly it also plays a key role in the health and well-being of its communities. Protecting and enhancing the mineral, natural and historic resources which make Flintshire special is key to the role the LDP will play, and is particularly important in the context of climate change.
- 8.2** The County contains significant areas of international and national statutory environmental designations, as well as many sites of local wildlife importance, which the Plan identifies to ensure their protection and where possible, enhancement. In parts of Flintshire, important towns, urban areas and employment uses sit side by side with these sensitive assets, and where development needs to happen in proximity to this context, the Plan ensures that all reasonable steps are taken to balance the need for protection, whilst providing for sustainable economic growth and development.
- 8.3** The Plan must also seek to reduce the causes and adapt to the consequences of climate change and have due regard to issues such as flood risk, the need for greater energy efficiency in development, sustainable water management, air quality and reducing the need to travel by car in planning for the location of development safely and sustainably.
- 8.4** The Plan also has an important role to facilitate the provision of sustainable waste management facilities that allow the waste we generate to be managed as high up the waste hierarchy as possible.
- 8.5** Flintshire is also a key location for important mineral resources that are important not only in a local or regional economic sense, but nationally, as these resources can only be worked where they occur. As part of the wider regional assessment of supply, on top of reserves Flintshire currently has, a relatively modest additional provision is identified in the LDP to maintain the contribution the County makes.
- 8.6** In this section the Plan's strategy in relation to valuing the environment is defined by the following policies:
- STR13 Natural and Built Environment, Green Networks and Infrastructure
  - STR14 Climate Change and Environmental Protection
  - STR15 Waste Management
  - STR16 Strategic Planning for Minerals

## 8 Strategic Policies - Valuing the Environment

**8.7** Each of the strategic policies is accompanied by a cross reference to the relevant detailed policies. For ease of reference the relevant detailed policies are grouped under the same 'Valuing the Environment' theme in section 12. The relevant policies are:

- EN1 Sports, Recreation and Cultural Facilities
- EN2 Green Infrastructure
- EN3 Undeveloped Coast and Dee Estuary Corridor
- EN4 Landscape Character
- EN5 Area of Outstanding Natural Beauty
- EN6 Sites of Biodiversity Importance
- EN7 Development Affecting Trees, Woodland and Hedgerows
- EN8 Built Historic Environment and Listed Buildings
- EN9 Development In or Adjacent to Conservation Areas
- EN10 Buildings of Local Interest
- EN11 Green Barriers
- EN12 New Development and Renewable and Low Carbon Energy Technology
- EN13 Renewable and Low Carbon Energy Development
- EN14 Flood Risk
- EN15 Water Resources
- EN16 Development on or near Landfill Sites or Derelict and Contaminated Land
- EN17 Development of Unstable Land
- EN18 Pollution and Nuisance
- EN19 Managing Waste Sustainably
- EN20 Landfill Buffer Zone
- EN21 Locations for Waste Management Facilities
- EN22 Criteria for Waste Management Facilities and Operations
- EN23 Minerals Safeguarding
- EN24 Minerals Buffer Zones
- EN25 Sustainable Minerals Development
- EN26 Criteria for Minerals Development
- EN27 Secondary and Recycled Aggregate



## Strategic Policies - Valuing the Environment 8

### **STR13: Natural and Built Environment, Green Networks and Infrastructure**

Environmental networks can, and do, have a variety of roles in protecting and enhancing biodiversity, defining the landscape setting of places, defining the transition from urban to countryside, and facilitating well-being through amenity, recreation and active leisure. The key is to balance these sometimes conflicting roles, achieving a sustainable balance.

Development will identify, respect, protect, enhance and connect Flintshire's environmental assets, to create a multifunctional network of natural and historic resources.

To achieve this all development will:

- i. Protect open countryside and the undeveloped coastline;
- ii. Protect the open character and appearance of green barriers;
- iii. Conserve, protect and enhance the quality and diversity of Flintshire's natural environment including landscape, biodiversity, the Dee Estuary and the Clwydian Range and Dee Valley AONB;
- iv. Promote opportunities to enhance biodiversity and ensure resilience;
- v. Maintain, enhance, and contribute to green infrastructure;
- vi. Create and protect green spaces and open space / play environments that encourage and support good health, well-being, and equality;
- vii. Conserve, protect and enhance the local distinctiveness and quality of Flintshire's built and historic environment including listed buildings, conservation areas, registered historic parks, gardens and landscapes, scheduled ancient monuments and other locally important historic assets;
- viii. Make financial contributions where appropriate, to facilitate and maintain the favourable conservation status of key environmental assets;
- ix. Support measures to minimise the consequences of climate change;
- x. Protect playing fields and open space from development; and
- xi. Ensure adequate new open space and playing fields are provided as part of new housing development.

### **Explanation**

- 8.8** This policy covers a wide range of differing, but often inter-connected, elements of the natural and built environment in Flintshire. Achieving an environment that is both attractive and ensures the protection and enhancement of the historic and natural environment requires an understanding of the issues involved and needs to take a long term holistic view.

## 8 Strategic Policies - Valuing the Environment

- 8.9** This policy recognises the intrinsic character and beauty of the countryside and coastline of Flintshire, and aims to conserve and enhance the natural environment and local landscape. It also aims to protect natural features and green spaces within urban environments. One way of doing this is to protect and enhance green infrastructure and this is assisted by the Green Infrastructure Plan. This is a network of green spaces in both urban and rural areas, which are capable of delivering a wide range of environmental benefits. It can include parks, open spaces, playing fields, woodlands, allotments and gardens, as well as land along water courses and hedgerows. Many of the elements which make up green infrastructure also help improve the quality of life and well-being of communities and it is important that these individual elements are also protected and new facilities such as allotments and playing fields are provided.
- 8.10** Linked into the protection of the green infrastructure is the protection and enhancement of biodiversity, which includes wildlife and habitats. This is a core theme which supports the sustainable development principle and the protection of some species is enshrined in law. Development should be undertaken in a way that respects designated nature conservation sites and ensures the protection and enhancement of the diversity and abundance of wildlife habitats and protected species. It should also conserve and enhance natural resources such as geodiversity, and water, soil and air quality.
- 8.11** All of the above have a role to play in minimising the causes of climate change and to mitigate the effects of it. For example, the planting of trees in river basins can reduce run off and therefore reduce flooding further downstream.
- 8.12** In terms of the historic environment, the conservation of historic assets is essential. These assets can range from historic landscapes and castles through to smaller features such as water pumps which provide a sense of history and character to places. The archaeology of the area is also important and Flintshire's long and interesting history means that there are many important archaeological sites and features which are known about, and many which have not yet been discovered. Historic assets are irreplaceable resources and their conservation provides social, cultural, economic and environmental benefits. Historic assets include listed buildings, conservation areas, historic parks, gardens and landscapes, and also many undesignated assets which provide character to the area. They are not only affected by change and neglect, but also by changes to their setting and this is an important consideration in making decisions on proposals which affect this. The historic environment can also be susceptible to the impacts of climate change and taking action to minimise the potential damaging effects of this is essential. Development which affects the historic environment should enhance and protect both historic assets and their settings. Taken together, the various elements which make up the natural and built environment can ensure that local distinctiveness, character and sense of place are retained, or created in new developments.

## Strategic Policies - Valuing the Environment 8

**8.13** The Plan seeks to ensure that existing playing fields and open space are protected from development. Furthermore, as part of new residential development, open space and play facilities are required to be provided at a scale and type related to the location, scale and type of development. This links in with ensuring distinctive and high quality residential environments which provide the basis for play and healthy lifestyles. The policy does not include reference to the protection of best and most versatile agricultural land as this is set out as national policy in paras 3.54 and 3.55 of PPW10.

### Policy Context

Table 24

LDP Objectives	<p>17. Maintain and enhance green infrastructure networks</p> <p>18. Promote good design that is locally distinct, innovative and sensitive to location</p> <p>19. Support the safeguarding and sustainable use of natural resources such as water and promote the development of brownfield land</p>
PPW10	<p>Para 6.5.9 Development on the Coast</p> <p>Para 3.56 Development in the Countryside</p> <p>Paras 3.60 – 3.74 Managing Settlement Form – Green Belts and Green Wedges</p> <p>Para 6.1 Historic Environment</p> <p>Para 6.4.5 Biodiversity and Resilience of Ecosystems Duty</p> <p>Paras 4.5.3 &amp; 4.5.5 Open Space</p> <p>Para 6.02 Distinctiveness</p> <p>Paras 2.7 and 3.33 Climate Change</p> <p>Paras 6.3 Landscape and AONB</p>
Well Being Goals	<p>A healthier Wales</p> <p>A Wales of vibrant culture and thriving Welsh Language</p> <p>A globally responsible Wales</p>
Key Evidence	<p>Welsh National Marine Plan: Draft Nov 2015</p>

## 8 Strategic Policies - Valuing the Environment

	Green Infrastructure Plan 2019
Monitoring	The monitoring framework is set out in Chapter 21 Monitoring.
Detailed Policies	<p>PC1 The Relationship of Development to Settlement Boundaries</p> <p>EN1 Sports, Recreation and Cultural Facilities</p> <p>EN2 Green Infrastructure</p> <p>EN3 Undeveloped Coast and Dee Estuary Corridor</p> <p>EN4 Landscape Character</p> <p>EN5 Area of Outstanding Natural Beauty</p> <p>EN6 Sites of Biodiversity Importance</p> <p>EN7 Development Affecting Trees, Woodland and Hedgerows</p> <p>EN8 Built Historic Environment and Listed Buildings</p> <p>EN9 Development In or Adjacent to Conservation Areas</p> <p>EN10 Buildings of Local Interest</p> <p>EN11 Green Barriers</p>

## Strategic Policies - Valuing the Environment 8

**STR14: Climate Change and Environmental Protection**

The Council will seek to mitigate the effects of climate change and ensure appropriate environmental protection in the County through:

- i. Ensuring new development is sustainably located and designed so as to reduce the need for travel by private car;
- ii. Supporting the use and development of appropriate or suitable brownfield land;
- iii. Adopting a sustainable approach to water resource management including supply, surface water run-off and waste water treatment;
- iv. Directing development away from flood risk areas, assessing the implications of development in areas at risk of flooding and ensuring that new development does not increase the risk of flooding elsewhere;
- v. Encouraging energy efficient development, environmentally acceptable renewable and zero / low carbon energy generation and combined heat and power and communal / district heating networks;
- vi. Ensuring that new development has regard to the protection of the environment in terms of air, noise and light pollution, unstable and contaminated land and former landfill sites;
- vii. Designing development to be adaptable and resilient to future effects of climate change.

**Explanation**

**8.14** One of the themes embodied in the Wellbeing of Future Generations Act is the need for 'a resilient Wales' whereby there is capacity to adapt to change such as climate change. A key principle of sustainable development, as recognised in PPW is the sustainable development of land, and the need for new development to be resilient to climate change and para 5.0.2 of PPW10 states 'Our homes, businesses and communities need to be powered and heated by low carbon energy sources, which also includes reducing and optimising our use of energy within them. Use of non renewable sources of energy will need to be curtailed if we are to meet our carbon reduction targets and international obligations on climate change'. Welsh Government advises that 'climate change will have potentially profound environmental, economic and social justice implications and failure to address it will make planning for sustainability impossible'.

**8.15** Climate change is being experienced in many forms. Typical 'events' include increasingly intense rainfall, more severe storms, rising sea levels and increasing average temperatures. These have a number of effects including flash flooding and storm damage, changes to landscape and wildlife habitats and the health impacts of increasing average temperatures. Parts of Flintshire are particularly vulnerable to the effects of climate change particularly along

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the Dee Estuary and River Dee where there is the risk of flooding but there are also more localised risks to property and life as a result of fluvial and surface water flooding.

- 8.16** The planning system has a role to play in planning to minimise the underlying causes of climate change and planning for the consequences of climate changes. A key role of the LDP is to ensure a spatial strategy put in place that reflects 'resilient locational choices which embed considerations of climate change, biodiversity and ecological resilience, sustainable use of resources and protecting the health, amenity and wellbeing of communities' (PPW10 3.43). Put simply this means locating development in settlements which are accessible to a range of services and facilities whereby people can reduce private car usage and thereby reduce the harmful effects of carbon emissions. The development of brownfield land, where suitable, can also reduce the need for greenfield sites to be developed.
- 8.17** Despite the County having a large amount of brownfield land this is generally not suitable for development due to its location or because of other constraints. Much of this brownfield land is along the coastal strip and is constrained by flood risk, nature conservation and contamination, as well as being poorly related to the existing pattern of development. The County has a number of market towns and a large number of smaller villages. Within these settlements there are not significant amounts of brownfield land. Rather, the opportunity for the redevelopment of brownfield land is achieved through small site or windfall developments, and as part of the Council's Strategic Housing and Regeneration Programme. The Employment Land Review undertook a review of existing employment allocations in terms of whether sites should be retained for employment or developed for other purposes and with the exception of Maes Gwern, Mold little potential was identified. The Plan's strategy in the context of identifying new sites, is focused on edge of settlement greenfield sites.
- 8.18** As set out above a key effect of climate change is the risk of flooding and this brings with it issues relating to the likelihood of flooding as well as the intensity of flooding. The Development Advice Maps accompanying TAN15 identify the flood risk zones as set out in the TAN and this has been supplemented by a Strategic Flood Consequences Assessment. This information has had an important influence on where development allocations are located, along with the type of development, and also informed policies on flood risk whereby subsequent development proposals, in the form of planning applications can be assessed. The approach of the Plan is to steer highly vulnerable development away from flood risk areas, to assess the implications of development in areas at risk of flooding and to ensure that new development does not increase the risk of flooding elsewhere. Neither of the strategic sites involve areas of C2 flood risk and whilst Northern Gateway is within a C1 flood risk area, this has been and will be mitigated through the recent flood defence embankment strengthening and raising

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along the River Dee and on-site drainage and land raise mitigation measures. A Strategic Flood Consequences Assessment has informed the identification and assessment of subsequent housing allocations for the Plan as a whole.

- 8.19** It is also necessary for the Plan to have regard to the whole water environment as an important resource. Ensuring a reliable water supply is an important component of everyday life but needs to be balanced with effects on ground water and surface water in terms of levels and quality and any associated ecological effects. In locating and designing new development it is also necessary to ensure that the waste water network and treatment capacity is adequate to serve development and to ensure that surface water run-off from new development is adequately managed. Given the implementation of schedule 3 of the Flooding and Water Management Act, the Council now operates as a SuDS Approving Body (SAB) and all relevant development must first seek SAB approval for its approach to surface water management before any development can commence.
- 8.20** The principles of energy efficiency measures and renewable energy in new development are now incorporated into Building Regulations. However, the LDP will ensure that new development has regard to broader principles of sustainable design in order to reduce energy usage and carbon emissions. The Plan also encourages, where appropriate renewable energy generation technology, subject to a range of material planning considerations. An assessment of the potential for renewable energy generation, using the Welsh Government Toolkit, is being undertaken in terms of identifying specific areas of search or the potential for particular types of renewable and low / zero carbon energy. Such policy approaches can also help ensure that new development is designed to be resilient to future climate change effects.
- 8.21** The County has an industrial heritage which has resulted in large areas of brownfield land and associated environmental risks such as contamination and pollution. Parts of the County also experienced coal mining and this has left a legacy of potential risks associated with unstable land. Landfill operations have taken (and continue to take) place, resulting in problems associated with leachates and gas emissions. The Plan therefore recognises the need to have regard to environmental protection and this has been set out more fully in subsequent detailed policies. These policies will also address general environmental protection associated with noise, air, water and light pollution.



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### Policy Context

Table 25

LDP Objectives	<p>1. Ensure that housing development takes place in sustainable locations where sites are viable and deliverable and are supported by the necessary social, environmental and physical infrastructure</p> <p>14. Minimise the causes and impacts of climate change and pollution</p> <p>19. Support the safeguarding and sustainable use of natural resources such as water and promote the development of brownfield land</p>
PPW10	<p>Paras 3.45 – 3.46 Accessibility</p> <p>Paras 3.51 – 3.52 Previously developed land</p> <p>Paras 3.6 Flood Risk</p> <p>Paras 4.2.2 / 5.0.2 / 5.7 Energy Efficiency and Renewable Energy</p> <p>Paras 6.7.1 Air Quality and Soundscape</p> <p>Para 6.9 Lighting</p> <p>Paras 6.9.16 – 6.9.21 Land Contamination</p> <p>Paras 6.9.22 – 6.9.28 Physical Ground Conditions and Land Instability</p>
Well Being Goals	<p>A globally responsible Wales</p> <p>A healthier Wales</p> <p>A resilient Wales</p>
Key Evidence	<p>TAN 15 Development and Flood Risk (2004)</p> <p>Development Advice maps (TAN15)</p> <p>Flintshire Local Flood Risk management Plan (2015)</p> <p>Dee Catchment Flood management Plan (2010)</p> <p>NW England and N Wales Shoreline Management Strategy</p> <p>Welsh Water Surface Water Management Strategy</p> <p>Strategic Flood Consequences Assessment</p> <p>Topic Paper 2 - Flooding and environmental protection</p> <p>Topic Paper 15 - Energy</p>
Monitoring	The monitoring framework is set out in Chapter 21 Monitoring.
Detailed Policies	<p>EN12 New Development and Renewable and Low Carbon Energy Technology</p> <p>EN13 Renewable and Low Carbon Energy Development</p> <p>EN14 Flood Risk</p> <p>EN15 Water Resources</p> <p>EN16 Development on or near Landfill Sites or Derelict and Contaminated land</p> <p>EN17 Development of Unstable Land</p> <p>EN18 Pollution and Nuisance</p>



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### STR15: Waste Management

The LDP will facilitate the sustainable management of waste by:

- i. Securing opportunities to minimise the production of waste in all development and ensuring the sustainable management of waste once it has been produced;
- ii. Supporting proposals for waste management which move the management of waste up the waste hierarchy;
- iii. Supporting proposals which reduce the impacts of existing waste management on communities and the environment;
- iv. Directing new waste management facilities towards existing and allocated industrial sites which are suitable for waste management facilities;
- v. Recognising that some types of waste facility may need to be located outside development boundaries;
- vi. Protecting strategically important sites through the use of buffer zones where necessary; and
- vii. Encouraging the co-location of heat producers and the development of heat networks through the identification of appropriate sites.

### Explanation

- 8.22** Waste reduction is a cross cutting issue and opportunities to prevent or reduce the generation of waste should be made in all development, in line with guidance in PPW paragraph 5.11.4. Despite efforts to encourage waste reduction at the national level, there are still significant quantities of waste being produced within the County. Taking a 'circular economy' approach at the design stage would help minimise the use of resources and ensure that they can be reused in future.
- 8.23** Flintshire accommodates a range of waste facilities across the waste hierarchy with a number of facilities which are of strategic importance, including Parc Adfer on Deeside Industrial Park, which will manage North Wales local authority collected residual waste. The sustainable management of waste can bring economic benefit and given Flintshire's location in the sub-region, it is well located to accommodate strategic facilities which serve a wider area. It is important, however, that provision does not compromise the amenity enjoyed by communities through careful location and siting of new facilities or result in the overprovision of disposal and recovery capacity since this may encourage wastes being managed further down the waste hierarchy than they could be.
- 8.24** National policy and guidance has moved away from requiring LDPs to identify prescriptive land areas for waste management and now requires that waste management needs are considered as part of wider employment land surveys. Any specific needs of Flintshire as a Waste Collection and Disposal authority

## 8 Strategic Policies - Valuing the Environment

and any need arising from local authority procurement programmes should also be considered. There is no identified need for further recovery or disposal infrastructure within the County given the progress which has been made in terms of Parc Adfer which will manage residual waste from across North Wales and the Anaerobic Digestion facility developed at the Waen in Denbighshire which manages food waste arising in Flintshire, Denbighshire and Conwy. Planning permission has also been secured and is in the process of being implemented for landfill at Parry's Quarry. Therefore, no strategic allocations for waste management are identified within the LDP.

- 8.25** Flintshire has met its statutory recycling targets, landfill allowance scheme targets and Parc Adfer will enable targets for landfill diversion to be met when it becomes operational in 2019. The majority of wastes arising in Flintshire are now recycled or recovered in some way which is a distinct contrast to the position when the UDP was being prepared. Planning permissions have recently been granted for a number of merchant waste management facilities in Flintshire which would move the management of waste up the waste hierarchy. In 2015 Flintshire had more permitted waste facilities than any other authority in North Wales and makes a significant contribution towards the sustainable management of waste. Whilst significant progress has been made, a policy approach is being developed as part of the LDP to ensure the County can respond to changing technologies and changing demand, optimising the economic benefits that sustainable waste management can bring.

### Policy Context

Table 26

LDP Objectives	5. Facilitate the sustainable management of waste
PPW10	Paras 5.12 Design Choices to Prevent Waste Paras 5.13 Sustainable Waste management facilities
Well Being Goals	A globally responsible Wales
Key Evidence	North Wales Regional Annual Monitoring Report (April 2016) Topic Paper 5: Waste
Monitoring	The monitoring framework is set out in Chapter 21 Monitoring.
Detailed Policies	EN19 Managing Waste Sustainably EN20 Control of Waste Development and Operations EN21 Locations for Waste management Facilities

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	EN22 Criteria for Waste Management Facilities and Operations
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### **STR16: Strategic Planning for Minerals**

Flintshire's important mineral resources will be sustainably managed by:

- i. Protecting minerals from unnecessary sterilization by directing new development away from areas underlain by mineral of economic importance or where this is not possible through the requirement for prior extraction;
- ii. Reducing the conflict between mineral development and sensitive development through the use of buffer zones;
- iii. Contributing towards the regional supply of mineral through the allocation of 1.4 million tonnes of sand and gravel and 3.84 million tonnes of crushed rock through the extension to existing quarries, in collaboration with Wrexham County Borough Council;
- iv. Ensuring new mineral extraction is located so as minimise impacts on communities and the environment;
- v. Securing appropriate restoration which can deliver specific environmental and community benefits;
- vi. Maximising the use of secondary and recycled aggregate.

### **Explanation**

- 8.26** Flintshire is underlain by a wealth of minerals where many settlements have historically been shaped by mining. The mineral industry is still very active in the County with limestone and sand and gravel still being worked at a number of different sites. Minerals are an important resource which should be protected for future generations by locating non-mineral development away from areas which are underlain by mineral of economic importance. Given the distribution of mineral within Flintshire and the location of existing settlements it is considered inevitable that there will be some loss of mineral, however this will be minimised through careful site selection. A detailed safeguarding policy is included to ensure that the need to protect the mineral resource is considered prior to any non-mineral development, outside allocated sites or identified development boundaries. Within development boundaries the need to undertake prior extraction to address issues of instability is also addressed.
- 8.27** The North Wales Regional Technical Statement identifies the level of need for mineral at the regional level and then apportions this to individual local authorities. A need for additional sand and gravel has been identified in Flintshire as well as a need for crushed rock shared between Flintshire and Wrexham (see Statement of Common Ground – Crushed Rock). It is proposed to meet the shared need for crushed rock within Flintshire through the extension of existing quarries rather than through the allocation of a new site, since the tonnage required would not support the creation of a new

## Strategic Policies - Valuing the Environment 8

quarry site and this has been formally agreed with Wrexham, forming part of their LDP Strategy. Detailed allocations are identified in the Plan and on the proposals map.

- 8.28** The LDP will seek to minimise the impact of mineral extraction on communities and the environment by directing mineral extraction towards those locations which have the least impact and ensuring that high quality restoration is undertaken. Buffer zones will be identified around existing quarries, in line with Minerals Technical Advice Note 1: Aggregates, and proposals for new quarries / extensions to existing quarries will be required to identify a suitable buffer between mineral extraction and sensitive development. Detailed policies set out the criteria against which proposals will be assessed.

### Policy Context

Table 27

LDP Objectives	9. Support development that positions Flintshire as an economically competitive place and an economic driver for the sub-region 13. Promote and enhance a diverse and sustainable rural economy 19. Support the safeguarding and sustainable use of natural resources such as water and promote the development of brownfield land
PPW10	Para 5.14 Minerals
Well Being Goals	A globally responsible Wales
Key Evidence	BGS Mineral Resource Maps BGS Aggregate Safeguarding Maps Topic Paper 6: Minerals Regional Technical Statement 2014
Monitoring	The monitoring framework is set out in Chapter 21 Monitoring.
Detailed Policies	EN23 Minerals Safeguarding EN24 Minerals Buffer zones EN25 Sustainable Minerals Development EN26 Criteria for Minerals Development EN27 Secondary and Recycled Aggregates

## Development Management Policies - Creating Sustainable Places and Communities 9

## Development Management Policies - Creating Sustainable Places and Communities 9

### **PC1: The Relationship of Development to Settlement Boundaries**

New development will be generally permitted within settlement boundaries as defined on the Proposals Maps, on allocations and within Principal Employment Areas subject to complying within other Plan policies.

Outside settlement boundaries new development will be permitted for:

- a. the specific forms of housing development as set out in policy HN4-A/B/C/D;
- b. the specific forms of employment development as set out in employment policies;
- c. development related to agriculture, minerals extraction, rural diversification, tourism, leisure and recreation, and existing educational and institutional establishments, provided there is no unacceptable impact on the social, natural and built environment and subject to complying with other Plan policies;
- d. other development which is appropriate to the open countryside and where it is essential to have an open countryside location, rather than being sited elsewhere.

- 9.1** Settlement boundaries are designed to set clear limits to towns, villages and urban areas by defining the extent of land where in principle new development will be permitted subject to policies in the plan and material planning considerations. The settlement boundaries are shown on the proposals maps. The Plan also permits development on allocated sites and Principal Employment Areas, both of which are identified on the Proposals Maps.
- 9.2** Outside settlement boundaries land is usually referred to as open countryside. Planning Policy Wales paragraph 3.56 directs that 'new building in the open countryside away from existing settlements or areas allocated for development in development plans must continue to be strictly controlled'. The Plan therefore seeks to strictly control new development by identifying a number of specific types of development which may be acceptable in open countryside.
- 9.3** 'Appropriate' development in the open countryside will include those types of development which by virtue of their scale and nature, can sit comfortably in an open countryside location without harming its character and appearance. 'Essential' development will include those types of development where there is a locational or resource requirement to be sited within open countryside.

## 9 Development Management Policies - Creating Sustainable Places and Communities

### **PC2: General Requirements for Development**

All development should, where appropriate:

- a. harmonise with or enhance the character, local distinctiveness and appearance of the site, existing building(s) and surrounding landscape/ townscape;
- b. not have a significant adverse impact on the safety and living conditions of nearby residents, other users of nearby land/property, or the community in general, through increased activity, disturbance, noise, dust, vibration, hazard, or the adverse effects of pollution;
- c. take account of personal and community safety and security in its design and layout;
- d. maximise sustainable travel choice by having safe and convenient access by foot, cycle, public transport and vehicles;
- e. not have an unacceptable effect on the highway network or highway safety as a result of problems arising from traffic generation, inadequate and poorly located parking spaces, servicing and manoeuvring;
- f. not result in or be susceptible to problems related to foul and surface water drainage, land stability, contamination, flooding, or pollution of light, air and water, either on or off site.

**9.4** This policy provides a comprehensive set of development considerations that can generally be applied to all development proposals. It needs to be specifically read in conjunction with the following two policies which cover design (PC3), and sustainability and resilience considerations (PC4).

**9.5** The policy criteria should also be read in conjunction with the Plan's policies as a whole as it seeks to provide a single reference point for commonly used criteria. This prevents the need for such criteria to be repeated in other detailed policies throughout the Plan.



## Development Management Policies - Creating Sustainable Places and Communities 9

### PC3: Design

All new development should, where appropriate:

- a. be of a high quality, distinctive and inclusive design which respects and enhances the site and its surroundings in terms of its siting, layout, scale, height, design, density, use of materials and landscaping, and creates a sense of place;
- b. retain existing landscape and nature conservation features and incorporate opportunities to enhance biodiversity and ecological connectivity;
- c. ensure that new materials are appropriate, durable and sympathetic to the character and context of the site;
- d. protect and enhance the townscape, architectural, historic and cultural built environment;
- e. incorporate suitable provision of space about dwellings, amenity space, landscaping and planting;
- f. create attractive, accessible and safe and healthy places with natural surveillance, visibility and sensitive lighting;
- g. incorporate Sustainable Urban Drainage Schemes to bring about multiple benefits as an integral part of the development.

**9.6** Following on from the General Requirement for Development policy, this policy focuses on ensuring that good design is a key consideration in all new development proposals.

**9.7** The policy accords with the principles in PPW and TAN12 Design, by seeking to deliver good sustainable design. Para 2 of PPW10 emphasises that 'Design is not just about the architecture of a building but the relationship between all elements of the natural and built environment and between people and places. To achieve sustainable development, design must go beyond aesthetics and include the social, economic, environmental, cultural aspects of the development, including how space is used, how buildings and the public realm support this use, as well as its construction, operation, management, and its relationship with the surroundings area'. The design of new development is important in defining the quality of the County's natural and built environment. This goes hand in hand with creating distinctive development which enables a sense of place, quality of life and well-being.

**9.8** The policy sets out a number of criteria which, when read together, will ensure a logical and robust checklist to ensuring that new development embraces the objectives of good design, and is sustainable. It recognizes that there will be some forms of development where not all of the criteria will be applicable, such as simple utilitarian buildings. Nevertheless, the policy should ensure that such development is still respectful of its context in terms of siting, scale, form and materials.

## 9 Development Management Policies - Creating Sustainable Places and Communities

- 9.9** Applicants are encouraged to take advantage of the Council's pre-application advice service, as a means of ensuring that design and placemaking considerations can be raised at the earliest opportunity in the schemes progression. Further guidance on Space Around Dwellings is contained in a Supplementary Planning Guidance Note.
- 9.10** The requirement for Sustainable Urban Drainage Schemes should be incorporated at the outset into the design process for new development from the earliest stages. This will ensure that that SuDS is considered as an integral part of the scheme in conjunction with open space and green infrastructure and bring about multiple benefits such as recreation, health, sense of place, air quality, reduced noise, biodiversity and flood management.

### **PC4: Sustainability and Resilience of New Development**

Development should ensure that:

- a. it is sustainably located and accessible to non – private car means of travel, so as to reduce carbon emissions;
- b. it is designed so as to be resilient and adaptable to the effects of climate change;
- c. it incorporates planting, landscaping and design features which mitigate the effects of climate change such as increased rainfall events and high temperatures;
- d. it makes efficient use of resources through sustainable construction techniques and materials, including layout, siting and orientation to maximise solar gain, water conservation and waste reduction; and
- e. it incorporates renewable energy technologies and carbon sinks where appropriate.

- 9.11** The principles of sustainable development are intended to reduce resource use and address the causes and effects of climate change. It is a fundamental principle that underpins all development and this policy is intended to set out how new development can ensure that this principle is taken into account and incorporated from an early stage of the design process. This Policy provides a framework for new development by identifying all the issues associated with sustainable growth that mitigates the causes of climate change and which is able to adapt to its likely effects. It would be expected that developments use the Design and Access Statements (DAS) accompanying relevant applications to demonstrate how proposals deliver the intentions of this policy by explaining how the design of the proposal responds to environmental sustainability. This long-term approach is part of the Council's commitment to achieve a sustainable and lasting balance which provides for the economic, social, and environmental needs of the county as set out in the Plan's Vision.

## Development Management Policies - Creating Sustainable Places and Communities 9

- 9.12** In the first instance, the location of new development close to services and facilities will help to reduce car use and therefore carbon emissions. Layout, siting and orientation to achieve optimal solar gain will help to reduce energy use in new development. Also resilient design, adapting to the implications of climate change will provide buildings which are able to cope with the likely increased temperature ranges, more frequent and severe flooding and increased extreme weather events. Buildings and related infrastructure should be designed to be flexible not only to climatic change, but also to accommodate a variety of uses over their lifetime rather than being suitable for one sole application.
- 9.13** Landscaping will be a critical issue which can mitigate against extreme weather, trees can provide protection by shading and active cooling in hot weather and open green space can provide soakaways for high rainfall events. The County's open spaces, trees and soils play a crucial role in mitigating the effects of climate change at the local level.
- 9.14** High standards of energy efficiency in new development will be required in accordance with national guidance and as further amplified in other relevant Plan policies and supporting guidance. The incorporation of renewable energy generation, will also reduce carbon emissions.

### **PC5: Transport and Accessibility**

New development proposals must be supported by appropriate transport infrastructure, and depending on the nature, scale, location and siting of the proposal, will be required to:

- a. Reduce reliance on the car by incorporating more sustainable modes of travel first by walking and cycling, then by public transport and finally by private motor vehicle;
- b. mitigate any significant adverse effects upon the transport network that arise from the proposed development including improvements to transport infrastructure and traffic management where required;
- c. do not compromise the safe, effective and efficient use of the highway network and do not have an adverse impact on highway safety or create unacceptable levels of traffic generation;
- d. provide appropriate levels of parking, servicing and manoeuvring space and in non-residential development, a minimum of 10% of parking spaces to have electric vehicle charging points;
- e. create well designed people orientated streets and make provision for people with restricted mobility including those with characteristics as defined by the Equality Act 2010;
- f. safeguard, enhance and expand the active travel network, particularly by means of improving connectivity to and from the proposed development.

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- 9.15** The policy seeks to ensure that the new development proposals are assessed in terms of the transport hierarchy. Para 4.1.8 of PPW10 explains that 'The Welsh Government is committed to reducing reliance on the private car and supporting a modal shift to walking, cycling and public transport. Delivering this objective will make an important contribution to decarbonisation, improving air quality, increasing physical activity, improving the health of the nation and realising the goals of the Well-being of Future Generations Act'.
- 9.16** It is inevitable that new development leads to an increase in demand for travel and place additional pressure on existing transport services and infrastructure. The policy reflects the hierarchy by ensuring that new development will in the first instance be accessible by walking and cycling, then public transport and then the private car. It seeks to ensure that sufficient transport infrastructure either exists or can be provided so that the development can function and be accessed in a sustainable manner. New development should create well-designed people friendly streets by responding to the urban design principles in Manual for Streets and the Active Travel Design Guidance
- 9.17** The policy recognises the role of Active Travel whereby everyday essential journeys, such as to work, can be undertaken by walking and cycling. It also recognises the need for new developments to be inclusive in terms of being accessible to all members of society. All developments will be required to provide appropriate levels of parking, manoeuvring and servicing space in accordance with the maximum parking standards approach embodied in para 4.1.53 of PPW10 which stresses that 'Parking standards should be applied flexibly and allow for the provision of lower levels of parking and the creation of high quality places'. The Council's parking standards are set out in Supplementary Planning Guidance.

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### **PC6: Active Travel**

New development proposals should ensure that people have access to employment, education, healthcare and other essential services and facilities as a result of:

- a. the provision of appropriate walking and cycling routes being an integral part of the scheme and connecting the development with key destinations;
- b. the provision of infrastructure and facilities that promote walking and cycling such as signing, lighting, secure and convenient cycle storage and parking and where appropriate, shower and changing facilities;
- c. the provision of appropriate travel choice information relating to cycling and walking for all or part of journeys as part of Travel Plans;
- d. the incorporation of measures to reduce the dominance and speed of vehicles affording increased priority to pedestrians and cyclists;
- e. the development and enhancement of the Active Travel routes identified on the Integrated Network Map connecting communities to essential services including public transport, employment and education opportunities;
- f. the incorporation of existing public rights of way as an integral part of the design and layout of the development.

**9.18** The Council has invested considerable time and resources into developing its Active Travel network. The Council has produced an Active Travel Existing Route Map which focuses on 15 defined settlements, rather than the whole County. This is supplemented by the Active Travel Integrated Network Map which is a 15 year vision to improve infrastructure for walkers and cyclists across the County. It aims to encourage people to walk or cycle for short journeys to access a workplace or to access key services and facilities such as education and health. This is expressed in the form of 6 'area' maps and an 'overview' map.

**9.19** The purpose of this policy is twofold. Firstly it seeks to ensure that new development does not impinge on the Active Travel programme and where possible, can dovetail with its findings in terms of creating missing links and new routes. Secondly, it adds more detail to the previous policy in terms of setting out how new development will be required to incorporate proposals for pedestrian and cycling links. The policy also seeks to ensure that existing public rights of way are sensitively incorporated into new development. Where new development has a role in delivering elements of the Active Travel Network, the provision of infrastructure will be secured through planning conditions, planning obligations, Community Infrastructure Levy (once adopted) and matching transport funding.

## 9 Development Management Policies - Creating Sustainable Places and Communities

- 9.20** In this manner, new development should bring about improved accessibility by foot and cycle and contribute to the Active Travel network. New development will therefore contribute to health and well-being goals.

### **PC7: Passenger Transport**

New development proposals should seek to promote the use of passenger transport services and depending on the nature, scale, location and siting of the proposal, will be required to:

- a. ensure enhanced or new passenger transport facilities and services connecting communities to areas of opportunity including employment, education, health facilities, retail, leisure and social activities;
- b. ensure appropriate new highway infrastructure improvements that afford priority to bus based passenger transport over the private car;
- c. provide appropriate pedestrian and cycling infrastructure that improves connectivity to and from rail and bus stations;
- d. provide strategically sited park and ride infrastructure where appropriate, supported by attractive, frequent and reliable bus services on key bus routes, and
- e. promote and market public transport alternatives to the private car through travel plans.

- 9.21** The second strand of the Welsh Government Transport Hierarchy is public transport. The Plan is not able to directly influence existing public transport facilities and services. However, the Plan is able to ensure that new development is accessible by and to public transport. This policy sets out a number of measures by which new development will have good links with public transport and can facilitate, where appropriate, infrastructure improvements which will be beneficial to public transport services.
- 9.22** The policy must be read and implemented in the context of budgetary pressure on public transport services, particularly bus services. Recent years have seen services removed or the frequency reduced, and this can make it difficult for some parts of society to be able to access work and essential services and facilities.
- 9.23** An integrated and co-ordinated bus network is essential to the vitality of the County's key settlements and improved connectivity has a vital role to play in accessing work, and for access to services and facilities such as education and health. The effects of improved bus services in terms of travel times, reliability, comfort and fares, will help in providing a realistic alternative to the car.



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### **PC8: Airport Safeguarding Zone**

Development will not be permitted which would prejudice the safe and efficient operation of Hawarden Airport.

- 9.24** Airbus owns the airport and is the main user. However, other uses include Police, Air Ambulance and Military helicopters, Military Training Jets and Private Business Jets, as well as flight training. Alongside Airbus other companies based at Hawarden include Aerocare, Raytheon UK and NWMAS all of whom provide aircraft maintenance facilities on site. Aviation Park Group offer a range of services including Aircraft handling, overnight parking, hangerage and passenger services. There is a need to control the location and scale of development in the vicinity of the flightpaths of aircraft in order to prevent physical obstacles or distraction. A Safeguarding Zone has been identified for Hawarden Airport within which development proposals will be closely scrutinised to ensure that they would not affect the safe and efficient operation of the airport and airfield. Consultation will be carried out with the Civil Aviation Authority.

### **PC9: Protection of Disused Railway Lines**

Development proposals should not prejudice the re-use of a disused railway line for a walking, cycling, horse riding or other transport schemes, unless it can be demonstrated that the re-opening of the line is either necessary or realistic.

- 9.25** The County has a number of former railway lines, some of which are already in use as walkways or cycleways but there are others which have potential. This policy aims to protect disused railway lines to allow for the possibility of returning them to a transport function such as walking, cycling or horse riding routes or other forms of transport such as light rail. The on-going Active Travel work may result in proposals for some of these routes. Any planning applications for development on or affecting a disused railway line should be accompanied by an assessment in order to establish whether there is any reasonable prospect of the line being brought back into use.

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### PC10: New Transport Schemes

The following transport schemes are safeguarded on the proposals maps:

1. A494(T) / A55(T) / A548 Northop to Shotwick Interchange Improvement;
2. Plough Lane link road;
3. A548 Greenfield to Ffynnongroyw;
4. A5104 Penyffordd Station to Padeswood Junction;
5. A494(T) Improvement Ewloe to River Dee.

- 9.26** The Primary highway network in the County comprises the A494(T), A55(T), A548 and the A550 / A541. This is supported by a core highway network of the A5119, A543, A5151, A5104, A549, A5118 and A5026. The following highway improvement schemes have been safeguarded in the Plan and on the proposals map to enable them to be delivered over the Plan period.
- 9.27** **A494(T) / A55(T) / A548 Northop to Shotwick Interchange Improvement-** Following a consultation on the red or blue route, Welsh Government has announced its intention to pursue the red route. This involves a new road from the A548 Dee Bridge at Kelsterton linking with the A55(T) at the A5119 Northop junction and also a new section of road at the junction of the A548 and A494(T) at Deeside Industrial Park. The new dual carriageway road will take pressure of the existing A494 / A55 particularly at Aston Hill which experiences congestion frequently and experiences more traffic than it was designed for, and is below modern standards. The aims of the scheme are to:
- improve capacity, reliability and journey times;
  - improve safety;
  - improve connections for businesses;
  - improve access between residential areas and places of employment;
  - reduce carbon emissions along the road; and
  - make more efficient use of the existing transport infrastructure.
- 9.28** Welsh Government directed on 26/07/18 that the route should be protected. Any planning application within 67m of the proposed route should be referred to Welsh Government. The Plan therefore safeguards the protected route on the proposals maps in order to prevent development from prejudicing its progression and implementation. The scheme is being promoted by Welsh Government.
- 9.29** **Plough Lane Link Road** - Land is safeguarded for a possible road improvement from the A494(T) via Plough Lane and Aston Park Road and alongside the railway line to the B5129 Chester Road West. The scheme would remove traffic from the B5129 through Shotton. It has 'Preferred Route' status but planning permission has lapsed. The B5129 through Deeside is



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identified as a Strategic Route for transport improvements within the Local Transport Plan. The scheme can be considered further as part of the present A494(T) / A55(T) / A548 improvements, and as part of a number of current studies and works including the Chester Broughton Growth Corridor study and the Flintshire Integrated Transport Proposals. The route also has fallback potential as a sustainable transport corridor such as a walking / cycling route.

- 9.30 A548 Greenfield to Ffynnongroyw** - The A548 coast road is an important route through the Plan area, linking many of the main centres of population with major employment sites. It carries an increasing volume of industrial and holiday traffic, and during summer months is prone to severe congestion in places. The careful design of limited improvements can ensure the safe and efficient movement of traffic along its length. Stage 1 of the scheme extends the dual carriageway at Greenfield to Llannerch y Mor and has Preferred Route status. The National Transport Plan 2015 has identified a proposal to potentially Trunk the A548 from Connahs Quay to Mostyn and is also listed as a Strategic Route for Transport improvement in the Local Transport Plan. The improvement should remain as a protected route until a decision on the trunking of the A548 is made by Welsh Government. Stage 2 is not in the road programme at present, but aims to extend through to Ffynnongroyw, including a link to Mostyn Docks.
- 9.31 A5104 Penyffordd Station to Padeswood Junction** - A small part of the A550 road improvements which were completed in the 1980's remains unimplemented. This is a short section of improved road alignments on the A5104 to the west of Penyffordd Station. The scheme links in with the Mold to Broughton Cycleway Study and Flintshire's Integrated Transport Proposals.
- 9.32 A494(T) Improvement Ewloe to River Dee** – In order to ensure improvements by Welsh Government to the existing bridge which carries the A494(T) over the R. Dee, land is safeguarded on the proposals maps in the form of a preferred route. In the UDP land was safeguarded from Drome Corner to Ewloe, although only a small section from the Queensferry Interchange northwards to the R. Dee has been carried over to be safeguarded in this Plan.

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### **PC11: Mostyn Docks**

Development proposals which enhance the transport and employment role of the docks will be permitted provided that such proposals do not have a significant adverse effect on the ecological, landscape, historic, recreational integrity and water and air quality of the Dee Estuary.

- 9.33** The development of Mostyn Docks offers an opportunity to increase the volume of goods which are moved by sea and rail, thereby reducing the impacts of heavy lorries on the local community. Mostyn Docks is also an important source of existing and proposed employment as recognised by the Principal Employment Area designation and employment allocation. New development should therefore seek to enhance the transport and employment role of the docks whilst not harming the Dee Estuary which is important for its wildlife, landscape, historic and recreational interests.

### **PC12: Community Facilities**

The development of new education, health and community facilities will be permitted on suitable sites within settlement boundaries. Outside settlement boundaries such developments will only be permitted:

- a. through the conversion of existing buildings; or
- b. by extension to an existing facility; or
- c. adjoining a settlement boundary or on suitable brownfield or previously developed land;

provided that no suitable facility, land or building exists within a settlement boundary which could accommodate the proposed use.

The following sites are allocated for new community facilities:

1. Community Centre at Wood Lane, Ewloe.
2. Land for a cemetery extension at Greenfield;
3. Land for a cemetery extension at Treuddyn.

The loss of neighbourhood or village shops, halls, public houses and other community facilities (or parts thereof) will only be permitted where:

- a. the local community would continue to be served by accessible alternative facilities; or
- b. the facility has been vacant or un-used for a minimum of one year; and
- c. genuine attempts to market the facility for a community use for a minimum of one year have been unsuccessful.

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- 9.34** Community facilities are an essential part of the sustainability and well-being of local communities and new development or a change of use should not result in the loss of community facilities. For communities to be sustainable, they need to contain or have access to a range of community facilities and services such as shops, public houses, village halls etc. This policy seeks to protect and retain community facilities and allow the creation of new facilities in appropriate and sustainable locations. Community facilities are those which:
- i. play an important role in meeting an identified need;
  - ii. benefit, and are of value to, the community;
  - iii. contribute to the character of the local area;
  - iv. provide a location for social functions and meetings; and
  - v. benefit the local economy.
- 9.35** The Council wishes to encourage the development of new social and community facilities, but is keen to ensure that any new development is located close to where people live and work, and does not place unnecessary demands on undeveloped land. The preference is clearly for sites to be located within a settlement boundary. However, there may be circumstances where new community facilities can be located outside settlement boundaries and these will involve the conversion of existing buildings, a site adjoining a settlement boundary, the extension of an existing community facility, or through the development of suitable brownfield or previously developed land. In each case it will be necessary to ensure that there are no existing opportunities within a nearby settlement and that the proposal is on a suitable site or building and in a sustainable location. New community facilities should normally be proportionate to, and appropriate for, the locality in which they are proposed.
- 9.36** Where proposals for the loss of change of use of part of a community facility would prejudice the long term-viability and sustainability of the facility as a whole, they will not be permitted, unless certain criteria are met. In respect of the marketing of community facilities, these criteria apply whether the facility is still in use or vacant. Applicants will have to demonstrate that the facility has been actively marketed at a realistic price based on an appropriate market value which reflects the existing use. An SPG provides further information and guidance on the retention of local facilities.
- 9.37** A site has been identified at Wood Lane, Ewloe, as shown on the proposals map for a community centre to serve Ewloe, and two sites have been identified for cemetery extensions at Greenfield and Treuddyn respectively and these are also identified on the proposals map.

# Development Management Policies - Supporting a Prosperous Economy 10

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### PE1: General Employment Land Allocations

The following sites, as defined on the proposals map, are allocated for B1, B2 and B8 employment uses:

Ref No.	Site		Area (ha.)
STR3A	Northern Gateway Mixed Use Development Site		72.40
STR3B	Warren Hall Mixed Use Development Site		22.70
Ref No.	Settlement / Location	Site	Area (ha.)
1	Broughton	Chester Aerospace Park	5.72
2	Broughton	Manor Lane/Hawarden Park Extension	18.20
3	Buckley	Drury New Road	1.40
4	Greenfield	Greenfield Business Park, Phase II	1.20
5	Greenfield	Greenfield Business Park, Phase III	4.40
6	Mold	Broncoed Industrial Estate	0.70
7	Mold	Mold Business Park	3.90
8	Mostyn	Adjacent Mostyn Docks	3.00
9	Queensferry	Chester Road East	3.15
10	Rhydymwyn	Antelope Industrial Estate	1.10
11	Saltney	River Lane	1.10
12	Shotton	Rowley's Drive	0.70
<b>Total</b>			<b>139.67</b>

**10.1** The Employment Land Review (2015) found that there was a realistic employment land supply of 223.94 hectares when constrained land was removed from the supply. This is explained in the reasoned justification to the Plan's strategic policy STR1 Page 157. At the start of the Plan

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period Flintshire's realistic employment land supply was made up of employment allocations and unconstrained commitments. However at the time of deposit Flintshire's employment land supply has reduced to 139.67 hectares due to sites being developed, having constraints or being proposed for alternative (non B-Class) uses as shown in the table below.

Table 28

Site	Cumulative Total Land Supply (ha.)	Justification for Site Exclusion from Supply
Baseline	223.94	-
<b>Sites Already Developed or With Constraints</b>		
Land to the East of Shotton Paper	-9.37	Site developed for an Energy Recovery Facility
St David's Park, Ewloe	-0.80	Site developed for offices Wales & West and Anwyl Homes
Greenfield Business Park (III) Extension	-6.60	Site is within an area of C2 flood risk
Land East of Saltney Ferry Road, Saltney	-14.60	Site is within an area of C2 flood risk
Prince William Avenue, Sandycroft	-1.80	Site developed for industrial/business units
Chester Aerospace Park, Broughton	-3.28	3.28 ha of this 9.00 ha site developed for industrial units
Land to the North West of Garden City	-25.60	25.60 ha of this 98.00 ha site has been removed from the supply of employment land on the site because of increased provision of housing across the whole site.
Chester Road East, Queensferry	-0.35	0.35 ha of this 3.50 ha site has been lost to development of an embedded Short Term Operating Reserve generating plant.
Unconstrained commitments	-4.62	These sites have been developed.

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<b>Reduced Supply Total</b>	<b>156.92</b>	-
<b>Sites Proposed for Alternative (Non B-Class) Uses</b>		
Crumps Yard, Connah's Quay	-3.45	Site allocated for a solar farm.
Warren Hall, Broughton	-13.80	13.80 ha of this 36.5 ha site has been removed from the supply of employment land on the site because of increased provision of other uses across the whole site.
<b>Final Reduced Supply Total (Realistic Supply)</b>	<b>139.67</b>	-

### Policy PE2: Principal Employment Areas

Within principal employment areas, as defined on the proposals map and listed below, the following types of employment development will be permitted:

- a. B1 business use;
- b. B2 general industry;
- c. B8 storage and distribution

provided that the proposal is of an appropriate type and scale for both the site and its surroundings.

**10.2** This policy seeks to identify on the proposals map the areas where most employment development is likely to take place. The Principal Employment Areas, which are listed in table 18.3, comprise a mixture of:

- existing employment land and buildings;
- land or buildings with planning permission (commitments);
- undeveloped employment allocations;
- other undeveloped / unannotated land.

**10.3** Although the Plan aims to be flexible to employment proposals through policy PE3 it is considered that by identifying key areas where new employment development will generally be acceptable, the Plan aims to provide a greater degree of certainty and consistency and avoid the need to identify numerous small allocations or commitments. The policy is applicable to the use of land, new build, conversion, redevelopment and extension or expansion. Within these areas, employment development will generally be acceptable, unless

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it is allocated for a specific use by virtue of another policy. However, it will still be necessary for proposals to be of a type and scale which respects the local environment and amenity of other land uses and residents.

Table 29

<b>Principal Employment Areas</b>	
<b>Ref No.</b>	<b>Area</b>
PE2.1	Ewloe Barns (Industrial Estate), Alltami
PE2.2	Alltami Depot, Alltami
PE2.3	Manor Industrial Estate, Bagillt
PE2.4	Broughton Mill, Broughton
PE2.5	Catheralls Industrial Estate and Pinfold Industrial Estate, Buckley
PE2.6	Drury Lane Industrial Estate, Buckley
PE2.7	Little Mountain Industrial Estate, Buckley
PE2.8	Spencer Industrial Estate, Buckley
PE2.9	Evans Business Centre, Chester West
PE2.10	Dock Road, Connah's Quay
PE2.11	Deeside Industrial Park and DARA
PE2.12	St Davids Park, Ewloe
PE2.13	Ashmount Industrial Estate, Flint
PE2.14	Castle Park/Ashmount Industrial Centre, Flint
PE2.15	Greenfield Business Park, Greenfield
PE2.16	Hawarden Industrial Park, Chester Aerospace Park and Hawarden Airport, Hawarden
PE2.17	Broncoed Industrial Estate, Mold
PE2.18	Mold Business Park, Mold



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PE2.19	Mold Industrial Estate, Mold
PE2.20	Mostyn Docks, Mostyn
PE2.21	Pentre Industrial Estate, Pentre
PE2.22	Queensferry Industrial Estate, Pentre
PE2.23	Expressway Business Park, Queensferry
PE2.24	Antelope Industrial Park, Rhydymwyn
PE2.25	Brynmau One, Two, and Three Estates and Glen Industrial Estate, Saltney
PE2.26	The Borders Industrial Park, Chesterbank Industrial Park and Brynmau Four Estate, Saltney
PE2.27	Engineer Park and St Ives Park, Sandycroft
PE2.28	Glendale Business Park, Sandycroft
PE2.29	Sandycroft Industrial Estate, Sandycroft
PE2.30	Rowley's Drive, Shotton

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### **PE3: Employment Development Outside Allocated Sites and Principal Employment Areas**

New industrial, office and warehousing development proposals will be permitted within settlement boundaries where there are no suitable or available allocated sites or sites within Principal Employment Areas and which conform to Policies PC2, PC3 and PC4.

Outside settlement boundaries new industrial, office and warehousing development will be permitted through the:

- i. conversion of existing buildings provided that:
  - a. the building is structurally sound and capable of conversion without major or complete reconstruction, tantamount to the erection of a new building; and
  - b. the building is suitable for the specific re-use; and
  - c. any inherent traditional historic or architectural features of merit in the building are retained;
- ii. development of land on the edge of settlement boundaries of tier 2 local service centres, tier 3 sustainable villages, and tier 4 defined villages provided that:
  - a. there are no more suitable sites or buildings available either within a nearby settlement boundary or on brownfield land; and
  - b. it is specifically for a rural activity which cannot be located elsewhere; and
  - c. the development is of an appropriate scale and well related to the form of the settlement and does not exacerbate ribbon development or result in a fragmented pattern of development; and
  - d. a logical new site boundary is formed, utilising existing features wherever possible, or suitable boundary treatment, supplemented by sensitive landscaping measures.

In all cases the development should not involve external storage or operations which would be harmful to residential amenity or to the character and appearance of the area.

- 10.4** Most employment development will take place on employment allocations and in Principal Employment Areas, however there will be instances where proposals need to be located on other land and buildings in settlement boundaries. Outside settlement boundaries employment development can help to create a more diverse range of jobs to offset those that may be lost

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from agriculture. However, it is essential that proposals do not impair the quality of the local environment, and that access and parking facilities are satisfactory. The scale of development permissible under this policy will depend on its location and it will generally need to harmonise with its immediate surroundings and avoid detriment to local quality of life. However, there are likely to be circumstances particularly in main service centres, where larger scale developments may be acceptable provided there is no detrimental impact on the locality.

- 10.5** Outside of settlement boundaries new employment development in the countryside can help strengthen and diversify the rural economy, however such benefits must be balanced against the need to protect rural areas from inappropriate development. The conversion of existing buildings can provide opportunities to support new employment development, including home based working, whilst minimising the impact of development upon the countryside. The plan takes a flexible approach to new employment developments on the edge of tier 2, 3 and 4 settlements by allowing the development of land adjoining settlement boundaries. Proposals will need to demonstrate that there are no prospects of suitable sites within identified settlement boundaries becoming available for employment purposes and that it genuinely requires a rural or open countryside location.

### **PE4: Farm Diversification**

Proposals for farm diversification comprising the conversion and / or the limited extension of existing buildings, or in exceptional circumstances sensitively located and designed new build, will be permitted where:

- a. the proposed diversification activity is run in conjunction with the main farm enterprise; and
- b. any retail proposals are small scale, and specifically related to the farm operation or farm diversification scheme, and do not unacceptably harm local shops or facilities; and
- c. the proposal does not involve external storage or operations which would be harmful to residential amenity or the character and appearance of the area; and

In the case of new build the buildings are of a scale, siting, design and materials appropriate to the site and surroundings and are well related to existing buildings in the main farm complex.

In the case of conversions the building is suitable for the specific re-use and any inherent traditional historic or architectural features of merit are retained.

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- 10.6** In order to ensure long term viability, many farm holdings are embarking on farm diversification schemes as a way of supplementing farm income. This can take many forms such as providing serviced or self-catering accommodation, food and timber related commercial activities, business uses, storage and distribution, and tourist attractions such as outdoor activities or arts and crafts.
- 10.7** The policy is aimed at facilitating genuine farm diversification schemes and speculative proposals which do not have a specific use or user will not be considered acceptable. The policy intentionally does not attempt to define 'small scale' as each proposal must be assessed on its own merits taking into account location, characteristics of the site (including buildings) and surroundings, the nature and intensity of the proposal.
- 10.8** The preference will be for proposals which involve the conversion of existing buildings or the limited extension of existing buildings. It is essential that in the case of conversions, existing buildings are suitable for the specific re-use proposed. Proposals which involve poor quality, prefabricated or temporary buildings and structures will not be considered acceptable for conversion. However, where an existing building is considered acceptable for re-use, the Council will seek to secure improvements to the external appearance of such buildings as part of the scheme.
- 10.9** Where there are no existing buildings which can be extended or converted, then consideration may be given to new build proposals of a sensitive and appropriate design. Any new buildings must be well related to existing buildings in the main farm complex and sensitive in terms of scale, siting, design and materials to the site and surroundings. The diversification element must be run in conjunction with the main use of the farm and applicants may be requested to submit a 'farm plan' in order to demonstrate how the proposal fits in to the operation of the farm and the contribution the activity will make to the viability of the farm. The inclusion in a 'farm plan' of details of the proposed diversification will make it easier for the pros and cons of the proposal to be assessed, and possibly speed up the decision making process. Notwithstanding that the opportunities for reducing car use and increasing the use of public transport, walking and cycling are more limited in rural areas, it is considered that wherever possible, diversification schemes should be accessible by means of travel other than the car.
- 10.10** In certain instances, retailing may be permissible where it is related to either the farm operation or to the diversification activity e.g. the sale of farm produce or value added food products, the sale of arts and crafts or the sale of equipment in association with a particular outdoor activity. The retailing element should remain ancillary to the main farm operation and the proposed use should not harm either existing local or village shops or district shopping centres.

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### **PE5: Expansion of Existing Employment uses**

Outside allocated sites or Principal Employment Areas the expansion of employment uses will be permitted only where:

- a. it is located on land within or abutting the boundary of existing premises; and
- b. the resultant scale of development is in keeping with the existing operation, site and its surroundings; and
- c. any new site boundary is logical, utilising existing features wherever possible, or incorporates suitable boundary treatment, supplemented by sensitive landscaping measures.

- 10.11** In many circumstances it will be appropriate to allow employment businesses to extend their existing operation, particularly as expansion on site is cheaper than relocation and makes the best use of existing infrastructure thereby conserving resources. Such an approach forms a key part of the Council's current Economic Development Regeneration Strategy. Within Principal Employment Areas there is unlikely to be a problem with the expansion of existing firms, but in other locations such as mixed use areas, small settlements or rural locations, it will be necessary to assess more carefully the impacts of the expansion. Proposals will be resisted if the continued expansion of a firm would lead to an intensification of use resulting in an unacceptable impact on residential amenity, access, landscape, townscape or environment.

### **PE6: Protection of Employment Land**

The loss of existing, designated, or allocated employment land and buildings to other uses will only be permitted if:

- a. no other suitable site is available for the development proposed; and
- b. the site or building is no longer considered to be suitable for employment purposes; and
- c. it would not result in an unacceptable reduction in the supply and range of employment sites in the area; or
- d. the proposal would bring about the removal or satisfactory relocation of a non-conforming or potentially polluting use from the site or building.

- 10.12** It is important to maintain an adequate supply of B1, B2 and B8 employment land and buildings in the Plan area. Its loss can result in a cumulative reduction in local job opportunities, and people to travel further in search

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of work and harm existing business linkages and support networks. This policy aims to prevent the loss of employment land for uses such as housing and retail which can be located elsewhere.

- 10.13** However, the policy recognises that there will be circumstances where it would be unreasonable to prevent other uses or development. A number of criteria would need to be satisfied such as the availability of other suitable sites for the proposal and whether the existing site or building is still considered to be suitable for employment uses given factors such as its location, accessibility, size, configuration and condition. A further criterion is whether the loss of the site or building would harm the ability of the locality or settlement to attract employment development due to a lack of a range of sites or premises. A final scenario is where the existing use of the site or building is 'nonconforming' or 'potentially polluting' i.e. it has the potential to, or already is, harming the amenity of local residents or land uses or the environment through noise pollution, traffic level or other impact. In such cases, the removal, or relocation of the nonconforming use to a suitable site, enabled by an alternative use, may bring about overall benefit.

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### PE7: Retail Hierarchy

Retail, leisure and commercial development will be directed towards the following hierarchy as identified on the proposals map:

Tier	Centre	
Town Centres	Buckley, Flint, Holywell, Mold, Shotton	
District Centres	Connah's Quay, Queensferry, Saltney	
Local Centres	Bagillt – High Street  Broughton – Broughton Hall Rd  Buckley – Lane End  Caergwrle – village centre  Caerwys – village centre  Connah's Quay – Thornfield Ave  Connah's Quay – Englefield Ave  Connah's Quay – Ffordd Llanarth  Ewloe – The Highway  Ewloe – Holywell Road  Flint – Northop Road	Garden City – Welsh Road  Greenfield – Parade  Hawarden – village centre  Holywell - Holway  Hope – village centre  Mostyn – Maes Pennant  Mynydd Isa – The Square  Penyffordd / Penymynydd – village centre  Shotton – Aston Park Road  Shotton Central Drive

Proposals will be supported where they are appropriate in scale and type for a particular centre.

**10.14** Shopping is an important aspect of everyone's life and the provision of an adequate range of shops is particularly important if an area is to be an attractive place in which to live and work. Retail can also contribute towards the local economy and if located sustainably, reduce the need to travel and

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help maintain cohesive communities. Retail provision within the County is predominantly located at Broughton Shopping Park and the town and district centres. The policy reflects the 'town centre first' principles embedded within PPW10, but recognises the difficulty facing town and district centres as a result of the retailing climate and on line shopping.

- 10.15** In accordance with national planning guidance this policy defines a retail centre hierarchy which recognises the specific role and function of the current retail offer within Flintshire and is a framework for determining the location and acceptability of future development proposals. Such developments include changes of use, redevelopment and extensions for retail, leisure and commercial uses. This policy aims to sustain and enhance the vitality and viability of the town, district and local centres by identifying these centres as the most appropriate locations for retail and other complementary uses such as leisure and other commercial uses.

### **PE8: Development within Primary Shopping Areas**

Within the Primary Shopping Areas, as designated on the proposals map, retail development is the preferred ground floor use. Proposals that seek to diversify from A1 retail uses and activities, will be considered in terms of:

- a. the nature of the use and how it positively complements the existing retail offer; and
- b. the level and distribution of existing non- A1 retail uses; and
- c. whether, and for how long the premises has been vacant and actively marketed (at least 12 months); and
- d. whether the proposal is for the conversion of an upper floor; and
- e. the amount of retail floor space and frontage that will be lost.

All proposals for development within the Primary shopping Areas, must demonstrate how they will enhance the vibrancy, viability and attractiveness of that centre.

- 10.16** Primary Shopping Areas have been identified in all of the town centres in the retail hierarchy. The Primary Shopping Areas are where there is a concentration of primarily A1 shops along the most important shopping streets. The purpose of these areas is to ensure that retail units located in these key shopping streets are retained for A1 uses (shops) by ensuring that non-retailing uses such as offices, residential, financial, betting shops, hot food take-aways and other similar uses do not become concentrated in the Primary Shopping Areas and displacing shops to more peripheral locations.



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- 10.17** This policy encourages retail occupation at ground floor level in the Primary Shopping Areas and provides an enhanced level of protection for the most important shopping streets whilst preventing too many non-retail uses which could harm the vitality and viability of the retail centres. Proposals should seek to enhance the attractiveness of these centres therefore conversions to residential use on a ground floor unit will not be supported in a Primary Shopping Area and is unlikely to be supported elsewhere in centres. Proposals for residential conversions on first floor level and above will generally be supported in line with relevant development management policies.
- 10.18** Whilst it is important to protect the retail function of these areas it is also recognised that there has to be some degree of flexibility to address vacancy levels and gaps in town centre 'offer' for example in under-represented services such as cafes and restaurants. These and other leisure uses can attract visitors and shoppers to the centres, support the retail function and help make qualitative improvements to the town centres. This policy provides an opportunity where there can be flexibility for allowing non-retail uses within Primary Shopping Areas provided they do not impact on vitality and viability.
- 10.19** Long term (12 months or greater) vacant shop floor space is a clear indicator of decline which could result in the deterioration of the physical appearance of the street scene. As a consequence this may adversely impact upon perceptions of shoppers and potential investors. Proposals which seek to bring back into beneficial use retail premises which have remained vacant for a long time, despite active marketing for a retail use, will be more favourably considered.

### **PE9: Development outside Primary Shopping Areas**

Within town centre boundaries, but outside the Primary Shopping Areas, (as identified on the proposals map) proposals for ground floor retail, professional services, food and drink and other commercial proposals that would enhance a towns vitality and viability, will be supported.

- 10.20** Flintshire's retail centres are the most sustainable locations to live, work, shop and conduct business, in line with the 'town centres first' principles embodied in PPW10. A concentration of uses in the town centre can help sustain and enhance retail and commercial centres vibrancy, viability and attractiveness supporting the primary retail function. In recent years a number of the town centres in Flintshire have seen an increase in vacancies and a reduction in retail occupiers, and the LDP retail policies and other Council initiatives will seek to assist in regenerating and sustaining those town centres.

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- 10.21** This policy balances the positives a mix of uses can bring to the town centres whilst also protecting against the harmful impacts that can arise from the loss of shops. For example the conversion of a ground floor unit to residential is often permanent and rarely converts back to retail/commercial uses. Not only would this lose potential footfall on a street but would also create a dead frontage, unattractive to shoppers and visitors alike.
- 10.22** Consequently in locations outside of the Primary Shopping Areas and within town centre boundaries, ground floor residential uses may only be supported where it would not harm the viability and vitality of the street and retail centre and satisfactorily comply with relevant development management policies.

### **PE10: District and Local Centres**

Within the designated District Centres of Connah's Quay, Queensferry and Saltney proposals which maintain or improve the range and quality of shopping provision or complimentary commercial and leisure facilities will be supported provided it is appropriate in scale and enhances the centre.

Small scale retail and other commercial uses intended to meet the day to day needs of the local neighbourhood will be directed towards suitable sites or premises within the Local Centres identified in Policy PE7.

- 10.23** The District Centres defined in the Policy are designated on the Proposals Map. It is important that District Centres continue to represent vibrant and attractive locations which can support the communities they serve. This includes providing for an appropriate range and choice of convenience shopping facilities to meet day to day needs.
- 10.24** District Centres also provide opportunities for an appropriate mix of non-retail uses that can play an important role in sustaining vitality and viability. The purpose of this policy is to promote and protect the retail role of the centres whilst supporting a mix of appropriate uses to deliver an offer and balance of facilities in order to encourage the use of these centres by shoppers and investors. A flexible approach will be taken to the consideration of proposed changes of use particularly if it would fill long term vacant units and help address long term decline in a centres performance and attractiveness.
- 10.25** Local Centres are generally smaller in size than District Centres, more residential in nature, and do not typically have the scale or variety of retail and non- retail uses. As a consequence proposals other than A1 may be more difficult to satisfactorily accommodate in such Local Centres, and the importance of safeguarding residential amenity will be a key consideration.

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- 10.26** The boundaries of those Local Centres defined in the policy vary, ranging from a tightly arranged terrace of units at Northop Road, Flint and Central Drive, Shotton to more dispersed arrangements of a similar number of units that cover a larger local neighbourhood area in several locations in Connah's Quay. Whilst the general locations of the Local Centres are shown on the Proposals Map their individual boundaries are not delineated. Applications will be considered on their merits as to whether the proposal can reasonably be described as being sited within the Local Centre in a suitable unit or site, for example having regard to the prevailing arrangements of existing units and the land uses surrounding the site.

### **PE11: Edge and Out of Town Retail Development**

Retail development will only be permitted outside the Town, District and Local Centres, provided that:

- a. There is a need for the proposed floor-space (Needs Test);
- b. That the need cannot satisfactorily be accommodated within or adjacent to the Town and District and Local Centres (Sequential Test); and
- c. The proposal would not cause unacceptable harm to the vitality, attractiveness or viability of the Town District and Local Centres (Retail Impact Assessment).

- 10.27** The vitality and viability of many town centres is currently under significant pressure. Vitality describes how busy a shopping area is and viability refers to its ability to attract continued investment. The ability of existing centres to continue to serve the interests of the whole community in the long term must not be undermined by new retail developments elsewhere.

- 10.28** Planning Policy Wales (PPW) states that the most appropriate locations for retail and other complimentary uses are within town, district and local centres. This approach of focussing such uses within established shopping centres provides the opportunity to enhance the vitality, attractiveness and viability of these centres. However, in the present retail climate and having regards to the findings of the Retail Study, the focus is equally on the protection, retention and minimising the further reduction in retail offer.

- 10.29** This Policy seeks to protect and enhance the designated shopping centres and resist out-of-centre retail developments that could be harmful to their vitality and viability. The sequential test as detailed in PPW aims to direct retail developments to existing centres wherever possible or to the edge of such centres if sites within the centres are not available. Only where need for additional retail floor space has been demonstrated and there are no locations in or adjacent to designated centres that could accommodate that need, should out of centre locations be considered.

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- 10.30** All proposals for edge and out-of-centre development that satisfy the tests of retail need and the sequential approach must demonstrate that they would not harm designated shopping centres either in their own right, or in conjunction with other recent developments or unimplemented permissions. Retail Impact Assessments will be required for developments of 2500m<sup>2</sup> or more. Any proposals that introduce additional retail floor-space, including redevelopment, extensions (including mezzanine floors, where permission for this is required) subdivision, and changes of use would be relevant to this policy.

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### **PE12: Tourist Accommodation, Facilities and Attractions**

The development of new or extensions to existing self-catering and serviced tourist accommodation and tourist attractions and facilities will be permitted within defined settlements where proportionate in scale to the site and its surroundings.

Outside defined settlement boundaries development will be permitted in the form of:

- a. the extension to existing tourist accommodation and facilities; or
- b. the conversion of existing buildings whereby in accordance with TAN6:
  - i. the building is structurally sound and capable of conversion without extensive rebuilding, extension or alteration tantamount to the erection of a new dwelling;
  - ii. any traditional historic or architectural features of merit are retained; and
  - iii. any curtilage included to provide amenity space or associated parking or other facilities should not harm the character and appearance of the area;
- c. non-permanent accommodation such as chalets, pods, glamping and tent camping sites;
- d. new build tourist attractions and facilities outside settlement boundaries if:
  - i. an open countryside location is essential;
  - ii. the proposal cannot be accommodated within an existing building or within a defined settlement boundary;
  - iii. the development is based upon a geographically restricted resource or activity.

The occupancy of tourist accommodation will be restricted to holiday use only.

**10.31** For the purposes of this policy tourist accommodation includes serviced visitor accommodation such as, hotels as well as self-catering visitor accommodation, chalets, cabins, and glamping pods. Tourist facilities and attractions include non-accommodation related tourism development.

**10.32** As a general rule tourism developments, whether accommodation or attractions, will be acceptable within defined settlement boundaries provided the proposal is in keeping with the site and its surroundings and satisfies other Plan policies. Developments that include large – scale year-round all-weather facilities that can also be utilised by local people are most appropriately located in existing defined settlements, as these benefit from

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existing infrastructure and accessibility. Tourism developments within defined settlement boundaries should be appropriate in terms of supporting the settlement's role, function and character. Visitors can use existing facilities and services within a settlement which in turn helps to support the local economy through spending and employment.

- 10.33** It is also necessary to provide clear guidance in respect of tourism proposals arising outside settlement boundaries. This recognises that new tourist development is encouraged because of its contribution to the economy in terms of visitor spending, supporting local business and employment generation, but it can also benefit residents in terms of health and well-being. The Council seeks to ensure that developments are sustainable and do not have an unacceptably adverse impact and effect upon the character and appearance of an area, the natural and historic environment or existing amenities, assets or designations. Non-permanent developments may, for example, include dark skies observatories or eco-friendly woodland camping sites. Outside settlement boundaries, tourism accommodation should comprise the extension to existing buildings or the conversion of existing rural buildings. Guidance on the latter is contained within TAN6. A further form of tourism accommodation acceptable in open countryside will be non-permanent accommodation such as camping pods, glamping units and tent camping sites. These proposals will be assessed against the Plan's other policies in terms of being appropriate for the site and surroundings and not harming landscape, nature conservation or historic environment.
- 10.34** New build tourism attractions or facilities in the open countryside may be acceptable provided that an open countryside location is essential. For instance if a proposal cannot be located within an existing settlement boundary or accommodated within existing buildings, then consideration can be given to new build. In other cases it may be that the development is based on a geographical resource or activity which means that it has to take place in a particular open countryside location. This might relate to water based recreation or some other land based recreational activity.
- 10.35** Tourist accommodation shall not be used for permanent residential accommodation and this will be controlled by a conditional planning consent specifying 'holiday' use only.

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### **PE13: Caravan Development in the Open Countryside**

- a. The development of static caravan accommodation will be permitted outside the Talacre, Gronant and Gwespyr area (as defined on the proposals map) where:
  - i. there would be no material harm to the landscape character and environmental quality of the surrounding area, either individually or cumulatively with other sites in the vicinity; and
  - ii. the scale of the proposal together with the number, siting and layout of units, circulation roads and service buildings is appropriate to the characteristics of the site and locality; and
  - iii. the scheme incorporates substantial internal and structural landscaping; and
- b. New touring caravan sites will be permitted, in addition to the criteria in a. only where:
  - i. it is used for touring caravan purposes and any touring caravans are removed from the site for periods when not in use; and
  - ii. any essential service buildings that are needed can be provided within existing buildings or appropriately sited and designed small new buildings.
- c. The extension of existing caravan related sites will be permitted only where:
  - i. any increase in the number of pitches or units is modest;
  - ii. any physical extension of the site is modest;
  - iii. the scheme incorporates substantial internal and external structural landscaping, demonstrates significant improvement to the environment of the site and a reduction of its impact on the surrounding landscape;
  - iv. the proposal involves improved on-site facilities;
  - v. any touring caravans are removed when not in use.

The occupancy of caravan related developments will be restricted to holiday use only.

- 10.36** Static caravans play an important role in Flintshire's visitor economy, however some static caravan sites can be visually intrusive on the landscape and as such may be detrimental to the overall quality and viability of tourism in Flintshire. To protect Flintshire's landscape and its visitor economy the policy seeks to assess proposals for new static caravan sites and extensions to existing sites to ensure that there will be no material harm to the landscape, either individually or cumulatively, with other sites in the vicinity. In particular,



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there is a concentration of holiday static caravan development in the Talacre, Gronant and Gwespyr area which has compromised the open and undeveloped character of the coast. It is therefore proposed that the policy approach of not permitting new static caravan development within the area defined on the proposals maps is carried over from the UDP into the LDP.

- 10.37** Touring units are defined as touring caravans, tents, trailer tents and camper vans/motor homes. The purpose of the policy is to enable an increase in the number of touring pitches provided that it has no adverse landscape, environmental or amenity impacts.
- 10.38** Extensions will depend on the individual characteristics of each site. Extensions are not quantified as each site has a different site area, unit densities and landscape characteristics and what can be considered as 'modest' extensions will vary. Each will be considered on its merits, but must be in proportion to the existing site.

### **PE14: Greenfield Valley**

Development proposals within or adjoining the Greenfield Valley, as designated on the proposals map, will be permitted where they do not detract from the tourism potential of the Valley or harm areas or features of landscape, nature conservation or historic value.

- 10.39** The Greenfield Valley is a significant tourist attraction based principally on the historic interpretation of the Valley. It is in a highly accessible location, which makes a considerable contribution to the cultural resources of the area. It also performs as a local green infrastructure corridor and has further potential to develop its role as a recreational route. The County Council will therefore favourably consider any proposals which support its continued development as a visitor destination and do not harm the landscape, nature conservation and historic features which contribute to its special character. Other development proposals may be permitted in or adjacent to the Valley provided that they do not harm its special character and features.



## Development Management Policies - Meeting Housing Needs 11

## 11 Development Management Policies - Meeting Housing Needs

### HN1: New Housing Development Proposals

Land is allocated in the following locations as shown on the proposals map to contribute to the delivery of the identified housing requirement over the plan period:

- **Northern Gateway Mixed Use Development Site** (Policy STR3A and Northern Gateway Masterplan and Delivery Statement)
- **Warren Hall Mixed Use Development Site** (Policy STR3B and Warren Hall Masterplan and Delivery Statement)

Ref.	Site Location	Area (ha.)	Units	Summary Guidance
<b>Tier 1 – Main Service Centres</b>				
1	Well Street, Buckley	5.3	159	Access onto Well Street to be designed so as to prevent right turn and use of rural roads to the south / retention and enhancement of strong hedgerow and landscaped boundaries.
2	Broad Oak Holding, Mold Rd, Connah's Quay	1.3	32	n/a – residual of UDP Fairoaks Drive allocation – site now has resolution to grant planning permission subject to s106 being signed.
3	Highmere Drive, Connah's Quay	5.0	150	Access off Highmere Drive with a secondary access at Courbet Drive / provision can be made available to provide improved cycle, pedestrian and emergency access linking onto Courbet Drive / appropriate ecological avoidance and mitigation measures.
4	Northop Road, Flint	9.1	170	Single access off Northop Rd / pedestrian linkages to Halkyn Road / retention of strong hedgerow boundaries / ecological mitigation measures.
5	Maes Gwern, Mold	5.7	160	n/a - site has planning permission and is under construction but unable to be recorded as a commitment as at 01/04/18.

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6	Land between Denbigh Road and Gwernaffield Rd, Mold	12.1	246	New access onto Denbigh Road / retention and enhancement of strong site boundaries particularly along western edge of site / facilitate delivery of Mold flood alleviation scheme / no residential development on land between Denbigh Rd and Pool House Lane.
<b>Tier 2 – Local Service Centres</b>				
7	Holywell Rd / Green Lane, Ewloe	9.9	298	Access off Holywell Rd and Green Lane but no through route / improvements to junction of Holywell Rd and Old Mold Road and junction of Green Lane and Old Mold Rd / retention of field boundary hedgerows and trees / ecological mitigation measures.
8	Ash Lane, Hawarden	10.9	288	Access onto Gladstone Way and Ash Lane / strategic landscaping buffer to provide setting to listed building / retention of hedgerows and mature trees / link to active travel route.
9	Wrexham Road, HCAC	3.5	80	Retention of hedgerows / creation of attractive development frontage / layout to be sensitive to wildlife and break of slope along western edge of site.
<b>Tier 3 – Sustainable Villages</b>				
10	Cae Isa, A5119, New Brighton	3.5	105	New Brighton Road / Bryn Lane Signalised Junction / new section of footway along the western side of New Brighton Road to the south East of site to improve pedestrian access / SuDs pond to collect all surface water run-off via gravity piped networks / retention of boundary trees and new planting / appropriate ecological avoidance and mitigation measures.
11	Chester Road, Penymynydd	7.7	186	n/a - site has planning permission and is under construction but unable to be recorded as a commitment as at 01/04/18.

## 11 Development Management Policies - Meeting Housing Needs

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- 11.1** Policy STR1 identifies that the Plan will seek to provide 7,950 new homes to meet a housing requirement of 6,950 homes, through the application of a flexibility allowance of nearly 15%. Policy STR11 sets out the strategic approach to providing sustainable housing sites. The explanation to policy STR11 includes a housing balance sheet which explains how the Plans overall housing provision will be met in terms of different elements of housing supply. These include the completions secured during the first 3 years of the Plan period, commitments i.e. sites with planning permission, allowances for small sites and windfalls, and the two strategic sites. The remainder, or residual is made up new housing allocations.
- 11.2** The Plan only allocates land where it is capable of accommodating 10 or more units in order to ensure parity with the definition of a 'large' site in the Joint Housing Land Availability Study. The Plan includes a number of housing allocations as identified in the above table and as shown on the proposals map. The allocations comprise greenfield sites on the edge of settlements which have been assessed as suitable to deliver future housing need in accordance with the sustainable settlement hierarchy, following a detailed assessment of candidate sites and alternative sites. There is a lack of suitable and appropriate brownfield land in the County given issues relating to flood risk, nature conservation and contamination. The detailed assessment of candidate sites and alternative sites is presented in Background Paper Candidate and Alternative Site Assessment.
- 11.3** The detailed design and delivery of the allocations is key to meeting a number of the Plan's objectives, particularly in relation to health and wellbeing, promoting active travel and climate change. Brief Design guidance is set out in the table above and policies PC2, PC3, PC4 and PC5 provide guidance in terms of designing each allocation as part of subsequent planning applications.
- 11.4** The delivery of new housing allocations, as well as existing commitments, will be closely monitored over the Plan period through the plan's Monitoring Framework, Joint Housing Land Availability Study (JHLAS) and Annual Monitoring Framework (AMR).

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### HN2: Density and Mix of Development

New housing development should aim to provide a density of at least 30 dwellings per hectare and incorporate a mix of dwellings by type and size in order to make the most efficient use of available land and to meet the needs of residents for a range of house types thereby creating mixed and socially inclusive communities. A lower density of development will only be permitted where:

- a. site constraints prevent the minimum density from being achieved
- b. the minimum density would harm the character and appearance of the sites surroundings

In all cases, housing developments should use high quality design principles to maximise the density of development without compromising the quality of the living conditions provided and make adequate provision for privacy and space about dwellings.

- 11.5** All land utilised for development should be regarded as a precious resource and used as efficiently as possible. Higher density developments can help to reduce the amount of land needed to meet future housing needs but this must be balanced against the need to ensure a quality living environment which embraces placemaking principles. On all sites of 10 units or more a general minimum net housing density of 30 dwellings per hectare is required but it is acknowledged that individual circumstances will vary according to the site location and the character of the surrounding area. In most housing developments it should be possible to reference the objectives of good design to achieve this density whilst still meeting space about dwellings standards, provision of SuDS and creating a pleasant living environment. In some cases though, either due to site constraints or the character of its surroundings, a lower density of development may be justified but this will need to be justified as part of a Design and Access Statement.
- 11.6** In order to meet the variety of needs in Flintshire, a range of housing must be provided on sites. The Local Housing Market Assessment identified a particular need for smaller one and two bed units to meet the increasing need from single person households. A significant part of this need is driven by the growing older population (65+), therefore the housing needs of older people should be reflected in residential development proposals, which could include the development of bungalows. To ensure that mixed and balanced communities are created the Council will expect developers to provide an appropriate mix of dwelling size and type to meet local housing needs, making reference to the evidence within the latest Local Housing Market Assessment and avoiding residential schemes that are dominated by larger properties with four or more bedrooms. Through careful design and layout it should be possible to avoid a distinction between different types of housing and tenures.

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### HN3: Affordable Housing

Affordable housing contributions will be sought on developments of 10 or more units in accordance with the following quotas which should be taken as a starting point for negotiation on a site by site basis subject to detailed viability considerations:

- 40% in the Central sub market area;
- 35% in the Connahs Quay, Queensferry and Broughton sub market area;
- 15% in the Flint and Coast sub market area;
- 20% in the Garden City sub market area;
- 40% in the Mold and Buckley sub market area;
- 30% in the South Border sub market area.

Affordable housing will be expected to be delivered on site in the first instance and only in exceptional circumstances will off site or commuted sum contributions be accepted in lieu of on-site provision.

- 11.7** This policy seeks to secure affordable housing on both allocated (policy STR3 and HN1) as well as windfall housing sites. National planning policy recognises that a community's need for affordable housing is a material planning consideration. The policy will assist the Council in delivering the shortfall of affordable housing in the County by seeking an appropriate affordable housing contribution as part of new residential developments. Any attempts to deliberately sub divide or phase sites to avoid the need to deliver affordable housing will not be acceptable. Sites will also be expected to be developed at an appropriate density, in line with the advice in policy HN2, in order to avoid sites coming forward at a density which is below the threshold.
- 11.8** Affordable housing in this context has the same definition as that contained in Technical Advice Note (TAN) 2: Planning and Affordable Housing i.e. housing where there are secure mechanisms in place to ensure that it is accessible to those who cannot afford market housing, both on first occupation and for subsequent occupiers. It includes social rented housing (provided by local authorities and registered social landlords) and intermediate housing (where prices or rents are above those of social rent but below market housing prices or rents).
- 11.9** The Plan's approach to securing affordable housing is based on the findings of the Local Housing Market Assessment and the District Valuer 'Study Concerning the Economic Viability of Providing Affordable Housing Across Flintshire'. Differing affordable housing requirements are based on the relative strengths of the housing sub market areas in terms of viability. Further details on the approach is set out in the Affordable Housing Background Paper. Detailed guidance on the scale, tenure and nature of affordable housing to

## Development Management Policies - Meeting Housing Needs 11

be sought, along with information regarding what will be required as part of independent viability assessments, will be set out in the Affordable Housing SPG, following adoption of the Plan. The policy will normally be implemented by the use of a planning obligation in line with policy STR6.

- 11.10** Delivery of affordable housing via the planning system is one of the core indicators contained in the plans monitoring framework as expressed through the Annual Monitoring Report (AMR).

### **HN4: Housing in the Countryside**

Proposals for housing development outside defined settlement boundaries will only be permitted where:

- a. it is for the purposes of agriculture, forestry or other rural enterprise as defined in TAN6,
- b. it involves the replacement of an existing dwelling (see policy HN4-A), or
- c. it involves the subdivision of an existing dwelling, provided the dwelling is capable of subdivision without major extensions tantamount to the erection of an additional dwelling or dwellings, or
- d. it involves the conversion of an existing non-residential building (see policy HN4-B), or
- e. it involves sensitive infill development within an appropriate group of dwellings in the countryside (see policy HN4-C)
- f. it is for affordable housing rural exception sites on land adjoining the settlement limits (see policy HN4-D), or
- g. it is for a One Planet Development as defined in TAN6.

- 11.11** The purpose of this policy is to protect the open countryside from inappropriate housing development but to ensure that in exceptional circumstances specific types of new housing will be allowed. It reflects the guidance in Planning Policy Wales and TAN6 whereby new housing development in open countryside i.e. outside settlement boundaries is strictly controlled. Welsh Government provides detailed guidance on new rural enterprise dwellings and One Planet dwellings and it is not considered that this needs be repeated within detailed policies in the Plan. The Council has a published Advice Note on One Planet developments which aims to assist potential applicants in submitting the necessary supporting information and documentation as part of a planning application. In the case of the other specific types of housing development, the policy criterion are supplemented by a series of detailed specific policies below.



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### HN4-A: Replacement Dwellings

The replacement of a dwelling outside settlement boundaries will only be permitted if:

- a. the existing building has lawful use rights as a dwelling;
- b. the existing dwelling is habitable or capable of being made habitable without works which are tantamount to the construction of a new dwelling;
- c. the existing dwelling does not have significant local historical or architectural interest;
- d. the new dwelling is not significantly larger than the existing dwelling and reflects the character and traditional building style of the locality in terms of its siting, design, form, and the materials used;
- e. the replacement dwelling should be located on the site of the existing dwelling, or in exceptional circumstances where an alternative siting within the curtilage will address an existing site constraint or bring about an overall environmental improvement; and
- f. there is no extension to the existing residential curtilage.

**11.12** It is accepted that there may be occasions when an existing dwelling outside settlement boundaries is inappropriately sited or lacks facilities which makes it unsuited to modern living. Often such dwellings are of poor quality and nondescript and there may be opportunities to permit a new dwelling which is better designed and makes a positive contribution to the rural character of the County.

**11.13** In all circumstances, to satisfy the requirements of this policy an existing dwelling must have lawful use rights as a dwelling and habitable in its present state, or be capable of being made habitable according to modern standards without recourse to work amounting to substantial reconstruction. The replacement of derelict dwellings which have been abandoned for a long period of time and have become ruinous will not be permitted under this policy, nor will the replacement of dwellings that have been used as holiday accommodation, or other temporary uses.

**11.14** The new dwelling should be positioned on the footprint of the existing dwelling unless there are planning constraints which would support re-siting of the dwelling elsewhere within the curtilage. In such cases there will be a requirement that the original dwelling is demolished on occupation of the new dwelling. The replacement dwelling should not be significantly larger than the existing dwelling and must respect the character of the locality. The new dwelling should improve the appearance of the site and its surroundings by careful attention to scale, form, materials and design appropriate for its rural setting.



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- 11.15** Many old houses, although not listed buildings, are of local historic interest and make a significant contribution to local distinctiveness by virtue of their age, use of traditional materials or vernacular design and past association with economic and cultural matters. Proposals for the replacement of such buildings will generally be resisted.

### **HN4-B: Residential Conversion of Rural Buildings**

The change of use to a dwelling of an existing non-residential building outside settlement boundaries will only be permitted where:

- a. if suitable for employment use, the building has been advertised at a reasonable price for sale or lease for an employment generating use, for a period of at least one year without success; or
- b. residential conversion is a subordinate part of a scheme for business re-use; or
- c. the resultant housing would contribute to an identified need for affordable housing to meet local needs.

provided that:

- i. the building is structurally sound and capable of conversion without significant extension, extensive rebuilding, or external alteration, as evidenced by an independent structural survey;
- ii. the building has a traditional character due to its form, bulk and general design, in keeping with its surroundings, and is worthy of retention and re-use;
- iii. the scheme of conversion does not prejudice the character of the building or the rural character of the locality and retains any inherent traditional architectural and historic features which merit retention;
- iv. The creation of a residential curtilage does not have a harmful effect on the character of the countryside;
- v. reasonable standards of living conditions are provided by the proposal.

- 11.16** The policy gives preference to the conversion of rural buildings to employment related uses except where residential conversion is a subordinate part of a scheme for business re-use, or is contributing to an identified need for affordable housing. This policy seeks to distinguish between rural buildings which have an existing economic use whose conversion to residential may have a detrimental effect on the local economy, and those buildings which have ceased to have an economic use. Given the need to diversify the rural economy, proposals must be supported by a statement from the applicant of the genuine efforts made to advertise the property for sale or lease as an employment related use, with recognised estate agents and/or in appropriate property journals, at a reasonable price, for a minimum period of one year.

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This will only be required when the building is considered suitable for employment generating uses having regard to the characteristics of the building, the site and surroundings, and the vehicular access and local highway network.

- 11.17** Not all rural buildings will be suitable for a change of use. Those radically altered since their original construction or of insufficient architectural merit may not be worthy of retention or too small to adapt without significant extension. Buildings must be traditional rural buildings which are in keeping with their surroundings and where they merit retention, rather than modern utilitarian buildings. The original building must be structurally sound, or capable of being made so, by works that are not tantamount to rebuilding. A structural survey will be required with all proposals to verify the condition of a building. The existing building must be capable of accommodating a residential use without significant extensions or alterations which might destroy its character. Any features of architectural or historic interest should be retained as part of the conversion scheme. The emphasis should be on retaining existing openings with only minor alterations which complement the scheme of conversion and do not detract from it. Further guidance on the 'Conversion of Rural Buildings' is contained in Supplementary Planning Guidance.

### **HN4-C: Infill Development in Groups of Houses**

Outside settlement boundaries infill development for one or two housing unit(s) may be permitted, provided that the proposal is to meet a proven local housing need and:

- a. comprises a small gap which is not an important landscape, nature conservation, historic or other amenity feature within a clearly identifiable small group of houses within a continuously developed frontage;
- b. does not constitute, or extend existing ribbon development which would be detrimental to the character and appearance of open countryside, and does not create fragmented development; and
- c. respects adjacent properties and the surrounding area in terms of its siting, form, design and scale, and does not represent overdevelopment of the site.

- 11.18** In the absence of significant housing allocations in the rural areas, and recognising the need to strictly control housing development outside settlement boundaries, there is also a need to ensure some opportunities exist for small-scale development to take place to meet the social and economic needs of rural areas. Any new development in rural areas should be well related to the existing pattern of settlements, reducing the pressure for sporadic and isolated development.

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- 11.19** In order to meet the requirements of this policy, a group of houses must form a continuous built-up frontage and/or a focus of dwellings, for example on a cross roads, and should comprise six or more dwellings. A group of houses must not be interspersed by individual field parcels. Similarly, an infill housing plot is defined as a small gap capable of accommodating a single housing unit or two semi-detached units where this is the prevailing house type in the group or frontage, within a continuous line of built up frontages. The proposed infill dwelling must be of comparable scale, character and size to surrounding properties, and must not represent an overdevelopment of the infill plot.
- 11.20** These groups of houses are not defined in the Plan and each development proposal under this policy will be considered on its own merits. Any new houses permitted in the form of infill development in small groups of houses will be required to a meet local housing need i.e. a local person(s) in need of affordable housing with a strong local connection to the community or an essential worker in need of a rural enterprise dwelling. If the proposal seeks to provide a home for an essential worker whose employment requires that they live in a specific locality then it will be necessary for the applicant to submit details of their employment in support of their application and meets the tests set out in TAN6. The LPA will consider the need for a functional and financial test to establish that the need is genuine and whether a person engaged in the enterprise is required to live at or very close to the place of work. If the proposal seeks to provide a home or homes to satisfy an affordable housing need then it will be necessary for the applicant to provide the information relating to the specific housing need to be met and the arrangements to be put in place for that need to be provided for. In both cases where the LPA resolves to grant planning permission it will seek to apply conditions and where appropriate legal requirements to ensure that local needs housing delivered is retained in perpetuity. Further guidance on Infill Development is contained in a Supplementary Planning Guidance Note.

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### HN4-D: Affordable Housing Exceptions Schemes

Outside settlement boundaries for tier 2, 3 and 4 settlements, proposals to develop affordable housing in rural areas will only be permitted, where:

- a. there is evidence of genuine local need for affordable housing;
- b. there are no suitable alternative sites or properties within settlement boundaries to meet the need;
- c. schemes abut settlement boundaries and form logical extensions to settlements, avoiding ribbon and fragmented development and incorporating suitable boundary treatment and landscaping measures;
- d. the scale, design, and layout of the proposed development are sympathetic and appropriate to the size and character of the settlement and its landscape setting, and reflect the scale of need identified; and
- e. houses will remain affordable in perpetuity for those in need, managed by a housing association, the County Council, a bone fide trust or similar management organisation.

- 11.21** The need for affordable housing is particularly important in rural areas where building rates are lower and houses are generally more expensive. However, in these areas there may be insufficient housing sites available to provide an element of affordable housing as part of larger developments. This policy is an exception to the general principle that new housing will not be permitted outside settlement boundaries, and makes special provision to release small housing sites in rural areas outside settlement boundaries, which would not otherwise be allocated in the LDP, provided that there is a proven local need. The policy applies to the following tiers in the Settlement Hierarchy: Tier 2 Local Service Centres; Tier 3 Sustainable Villages; Tier 4 Defined Villages.
- 11.22** Sites must be located immediately adjacent to the edge of the settlement and represent a logical extension to the settlement. Proposals must respect the character and appearance of the site and its surroundings. It is not envisaged that the scale of provision on these sites will be large or out of balance with the character, form and function of the settlement. Proposals must demonstrate that there is an evidenced need for affordable housing and that this need cannot be met elsewhere in the locality either through the development of buildings or sites within settlement boundaries. Initially this will be with the Community Council area in which the settlement sits but in some circumstances it may be appropriate to widen this to adjoining Community Council areas.
- 11.23** This policy applies to housing schemes that can remain affordable in perpetuity, and does not apply to proposals by local people for individual self-build dwellings where satisfactory proposals cannot be made to ensure that the dwelling remains affordable in the same way. The most practical

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way this can be achieved is by involving an organisation such as the County Council, a housing association or by the formation of a local trust. The organisation or the developer will be expected to enter into a Section 106 agreement to ensure homes remain affordable.

### **HN5: House Extensions and Alterations**

Extensions or alterations to existing dwellings will be permitted provided that the proposal:

- a. is subsidiary in siting, scale and form to the existing dwelling, and does not represent an overdevelopment of the site;
- b. respects the existing dwelling and surroundings in terms of design and materials;
- c. will not have an unacceptable impact on the living conditions of occupiers of adjoining developments.

**11.24** Over time it is necessary for extensions and improvements to be made to dwellings in order to meet for instance the needs of a growing family or a particular specialist housing need. The aim of this policy is to ensure that extensions and alterations to existing dwellings, whether in the open countryside or built-up area, are designed to respect the existing dwelling and its surroundings. Extensions should be subsidiary in scale to the existing dwelling and should not unacceptably harm the amenity of residents or occupiers of adjoining developments. Particular care will be needed when considering proposals to extend a building that has already been previously extended in order to ensure the resultant dwelling is in keeping with the original dwelling, site and surroundings and which retains a legible design character.

**11.25** In considering applications the amenity considerations (of adjoining residents and of the application property) will be paramount. Whilst the planning system does not, for example, have the right to protect people's views, this policy will prevent any detrimental impact on neighbouring properties and on the character of the property and its surroundings. Further guidance is contained in Supplementary Planning Guidance.

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### **HN6: Annex Accommodation**

Annex accommodation will only be permitted where it is:

- a. an extension to an existing dwelling; or
- b. a conversion of an existing building within the curtilage of an existing dwelling;

provided that:

- i. its usage is ancillary to the residential use of the existing dwelling and is reliant in part on the main dwelling for facilities;
- ii. it is limited in terms of size, scale and floor area to be reflective of the needs of the user;
- iii. it involves no separate garden area, vehicular access, or car parking area; and
- iv. it is in the same ownership as the main dwelling, with future occupancy controlled by means of a condition or legal agreement.

**11.26** Annex accommodation can play a useful role as part of a flexible housing stock, by enabling elderly relatives or older children to remain living at the family home, whilst enjoying a degree of independence. A residential annex is additional accommodation linked to and ancillary to an existing dwelling. An annex can be in the form of an extension to an existing dwelling or the conversion of an existing building within the curtilage of the existing dwelling. In both cases, the proposal must by virtue of its siting, design, scale, height, form, materials be subordinate to, and respect and enhance the character of the existing main dwelling.

**11.27** Usually such annexes are used to augment the living or sleeping accommodation of the main house where the main residential rooms will remain. Proposals should set out the proposed occupation of the annex and the relationship with the existing dwelling. An annexe should not contain a full range of facilities which would enable it to be used as a self-contained dwelling. If the facilities in the annex are such that it can be used separately from the original dwelling the Council will assess it as a separate dwelling. Garden space, parking and vehicular access for an annex should be on a shared basis. The annex should remain in the same ownership as the existing dwelling and controls will be placed on the occupation of an annex as part of any planning permission. This policy is specifically relevant to proposals



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outside settlement boundaries, where new development should be strictly controlled, but is equally applicable to annex proposals within settlement boundaries.

### **HN7: Houses in Multiple Occupation**

Within defined settlement boundaries, proposals to convert an existing building into self-contained accommodation, bedsits or houses in multiple occupation (HMO) will only be permitted if:

- a. Conversion is possible without major alterations or extensions which would significantly alter the character and appearance of the building and locality;
- b. The scale and intensity of use would be compatible with the existing building and adjoining and nearby uses;
- c. the proposal includes on-site parking or it can be demonstrated that it does not have an adverse effect on local parking provision;
- d. the proposal includes a drying area, bin storage and cycle parking, and provides for the amenity of future occupants;
- e. The cumulative impact of development would not lead to the over concentration of HMO's in the locality to the detriment of community cohesion or residential living standards;
- f. The proposed HMO does not result in either more than two HMO's side by side or an existing residential property sandwiched between HMO's.

**11.28** This policy adds greater detail to Strategic policies STR6 Services Facilities and Infrastructure, and STR11 Provision of Sustainable Housing Sites. With recent legislative changes relating to HMO's the County has seen a significant increase in the number of planning applications for HMO's. A HMO is a dwelling or other building which is converted into letting rooms which are occupied by 3 or more unrelated persons who share facilities such as kitchen and bathroom.

**11.29** The Local Housing Market Assessment identified a need for accommodation for smaller households across the County. Where this includes the conversion of an existing property the preference will be for the conversion of properties into self-contained accommodation. However it is recognised that HMO's can form an important part of the housing stock and meet particular housing needs. That said, HMO's are a more intensive form of accommodation which can have impacts on a building, locality and community. This is particularly the case where certain areas of the County are seeing a growing number of properties converted to HMO's and this can give rise to cumulative impacts. Too many flats / HMOs in one area can alter the character of established residential areas, resulting in an impact on community cohesion and residential amenity. For example large numbers of flats or HMO's can lead to problems such as a shortage of on-street parking and bin storage issues.

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Applicants should therefore calculate the requirement for off street car parking using the figure of 0.4 car parking spaces per unit. This figure is based on Residential Car Parking Research carried out by the Department of Communities and Local Government in 2007 and is used by Inspectors when considering appeals. Also such areas are often associated with low levels of owner occupation which in some instances can lead to lower standards of property maintenance and associated environmental degradation issues. Furthermore, the cumulative impact of flats/HMO's can have a detrimental impact on creating mixed and balanced communities by reducing the number of family homes available within an area.

- 11.30** In the case of business premises it must be established that the building is no longer required for employment purposes and Policy PE6 provides further guidance on this. In line with national planning guidance the conversion of upper floors above retail and commercial properties can add to the vitality and viability of town centres but in the case of ground floor premises within Primary Shopping Areas, proposals will need to be assessed against Policy PE8. A building should be capable of being converted into a HMO without the need for alterations or extension which would lead to the over intensification of the use or harm the character and appearance of the building and locality.
- 11.31** The policy therefore seeks to ensure that proposals for HMO's are assessed as to their appropriateness. The building itself must be suitable for conversion without extensions or alterations that would change its character and appearance. The scale and intensity of the proposal relative to the building itself and the locality needs to be compatible and not give rise to harmful impacts. Proposals should ideally have on-site car parking or where this is not possible, the proposal should demonstrate that there would be no adverse impact on local parking provision. Consideration should be given by the applicants to the sustainability of the location in terms of availability and proximity to public transport and public off street parking. Proposals should make on-site provision for clothes drying area, bin storage and cycle parking as well as appropriate amenity space for residents. Further detail is set out in a Supplementary Planning Guidance Note.



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### HN8: Gypsy and Traveller Sites

Land is allocated in the following locations as shown on the proposals map to meet the identified needs of Gypsy and Travellers as detailed in the Flintshire Gypsy and Traveller Accommodation Assessment Update over the plan period:

Ref.	Site Location	Type of Site	No. of Pitches
HN8-1	Magazine Lane, Ewloe (extension)	Permanent	6-8
HN8-2	Gwern Lane, Cae Estyn, Hope (extension)	Permanent	6-8
HN8-3	Riverside, Queensferry (extension)	Permanent	10
HN8-4	Castle Park Industrial Estate	Transit	6

**11.32** The Housing (Wales) Act 2014 (and Welsh Office Circular 005/2018 'Planning for Gypsy, Traveller and Showpeople Sites') requires all local authorities in Wales to identify the housing needs of Gypsies and Travellers in their areas and make provision for any needs identified. The Housing Act places a duty on local authorities to provide sites where a need has been identified. All local authorities are required to complete a Gypsy and Traveller Accommodation Assessment (GTAA) every 5 years, which identifies pitch requirements. Para 4.2.35 of PPW10 states 'Local authorities are required to assess the accommodation needs of Gypsy and Traveller families and to allocate sites to meet the identified need'.

**11.33** The GTAA (2016) for Flintshire covers the 5 year period 2015-2020 as well as the 15 year Plan period 2015 to 2030 and was approved by the Welsh Government in accordance with Section 102 of the Housing (Wales) Act 2014) on 28/03/17. The approved GTAA identified a need for -5 pitches over the over the 5 year period and 19 pitches over the Plan period, plus a need for a small transit site. However, at the time the original GTAA was prepared, the position was complicated by a number of temporary permissions and undetermined planning applications. In order to provide greater clarity an update of the GTAA was commissioned in June 2018. This update has identified:

- A need over the 5 year period for 8 pitches
- A need over the 15 year Plan period for 26 pitches

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- A need over the 15 year Plan period for a small transit site.

- 11.34** On the basis of the need identified in the updated GTAA for permanent pitches, the Council have allocated 3 sites as identified above and as shown on the proposals maps. The Riverside extension proposals will involve a reconfiguration of the existing site (20 pitches) to provide a new layout for 30 pitches i.e. a net increase in 10 pitches. The other two allocations for permanent pitches both seek to extend existing sites and pitches. Both of which have planning permission and have either been implemented or is being implemented. The updated GTAA was also accompanied by an assessment of Council owned sites for both permanent and transit site(s). An earlier focussed Call for Candidate Sites for gypsy sites and minerals / waste sites was undertaken in August 2017 and whilst sites came forward for the latter none were submitted for the former. It has therefore been necessary and practical to evaluate Council owned land and privately owned land in order to identify sites suitable to meet the identified need. The approach is set out in a Gypsy and Traveller Site Selection Background paper.
- 11.35** The sites identified above have been selected taking into consideration guidance contained in WG circular 005/2018. Neither the initial Call for Candidate Sites nor the subsequent focussed Call for Sites for Gypsy and Traveller and Minerals and Waste developments resulted in any sites being submitted, despite the latter 'Call' involving consultation with the Gypsy and Traveller Community. A review of Council owned land was therefore undertaken but this did not identify any suitable sites. As a result of on-going work by the Council's Gypsy Liaison officer, a number of approaches have been made by the owners of existing sites with the intention to extend those sites. This has the benefit that the principle of development has already been established and monitoring has been undertaken in relation to the existing use of the sites.
- 11.36** The design and management of the sites will need to accord with guidance set out in the Welsh Government's Designing Gypsy and Traveller Sites in Wales (May 2015) and Managing Gypsy and Traveller sites in Wales (May 2015) as well as Circular 005/2018.

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### **HN9: Gypsy and Traveller Accommodation**

Proposals for new Gypsy and Traveller sites, or the extension of existing sites, including land outside of defined settlement limits will be permitted provided:

- a. There is a clearly identified unmet need in accordance with the most recently undertaken Gypsy and Traveller Accommodation Assessment;
- b. There are no suitable alternative sites either with planning permission or allocated for such uses which could accommodate the need;
- c. The site is well related to suitable community facilities and services for the prospective occupants;
- d. The site is capable of being served by utilities including sustainable waste disposal and recovery and emergency services;
- e. The site affords satisfactory amenity standards both for its occupants and for neighbouring land uses;
- f. The site is not in an area at high risk of flooding given the particular vulnerability of caravans.

- 11.37** Despite provision being made in the Plan through allocations, there may be development proposals for Gypsy and Traveller sites submitted during the Plan period, particularly in order to meet a specific need. This policy takes the form of a criteria based policy for assessing such proposals and should be read alongside the Plan's framework of policies. It will be necessary for each applicant to demonstrate that there is a specific need which cannot be met on existing sites or sites with planning permission.
- 11.38** Sites should be located on or close to main travelling routes for ease of access, and should be capable of being serviced with appropriate infrastructure and be well located in respect of accessing services and facilities to meet residents needs. Sites should not be in areas of high flood risk given that caravan development is a highly vulnerable form of development. Proposals should be designed in accordance with advice in Welsh Government Circular 005/2018: Planning for Gypsy, Traveller and Showpeople Sites.
- 11.39** Prior to the submission of an application, applicants are strongly advised to seek advice on the suitability of a potential site, via the LPA's pre-application advice service.

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### EN1: Sports, Recreation and Cultural Facilities

Proposals which would adversely affect or result in the loss of existing open space, sports and recreation facilities will only be permitted where:

- a. it can be demonstrated that the need for the facility has ceased; and
- b. it can be demonstrated that there are alternative facilities of at least an equivalent standard and availability in a sustainable and easily accessible location within the settlement or community;
- c. the facility no longer has significant functional, amenity value or quality; and
- d. the loss of the facility would not result in or worsen a deficiency in open space and recreation provision.

All new residential developments will be required to include provision for public open space or sports and recreational facilities in accordance with the Council's adopted standards and be well related to the development it is intended to serve.

Where it is not reasonably practical to meet these standards on site or where there is already sufficient provision, a financial contribution will be sought for off-site provision and / or the improvement of existing local provision.

- 12.1 This policy aims to protect, enhance and provide opportunities for new open space, sports and recreation facilities and will be supported by a SPG which sets out the relevant requirements and details.
- 12.2 For the health and well-being of a community, it is essential to provide and retain opportunities for sport and recreation, and this can also help promote opportunities for tourism. Outdoor sport and recreation requires facilities such as public open space, children's play space, sports pitches and more specialist facilities such as athletic tracks, tennis courts and bowling greens. Children's play facilities can range from formal equipped play grounds and multi-use games areas, to more informal areas such as kickabout space. These facilities assist in providing attractive environments in which to live and work and contribute to achieving a healthy lifestyle. The provision of open space, amenity and green space as part of new development needs to be an early and integral part of the design process so that it lies at the heart of the development in terms of use, linkages and sensitivity to noise and air quality and creating appropriate soundscapes.
- 12.3 In some instances where a loss or change of use of such facilities is proposed, it might be appropriate to re-locate the facilities. In these cases, the replacement facility should at least be comparable in terms of size, accessibility and convenience. As part of new residential development proposals it will be necessary to ensure that open space is provided in a manner which meets the needs and requirements of the development. In some cases

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this will involve on-site provision and in other cases will involve commuted sums to improve existing facilities nearby. Further details on Open Space Requirements is set out in a Supplementary Planning Guidance Note.

- 12.4** Proposals for new sports and recreation facilities and activities not required as part of new residential development will be assessed under the general policy framework within the Plan.

### EN2: Green Infrastructure

Development proposals will be required to protect, maintain and enhance the extent, quality and connectivity of the green infrastructure network, including designated green spaces (as shown on the proposals maps), and where appropriate:

- create new green infrastructure linkages from the proposed development to the existing network;
- fill in gaps in the existing network to improve connectivity.

Where the loss or damage of existing green infrastructure is unavoidable, appropriate mitigation and compensation will be required.

Table 30

Ref. No.	Green Space	Settlement	Ref. No.	Green Space	Settlement
EN2.1	Old Railway	Afonwen	EN2.88	East of Gronant Hill	Gronant
EN2.2	Common Land within Settlement Boundary	Alltami	EN2.89	Land at east end of village	Gronant
EN2.3	Llys Maesteg	Bagillt	EN2.90	Land adjacent To St. Mary's Church	Gwaenysgor
EN2.4	Victoria Road	Bagillt	EN2.91	Cae Rhug Lane	Gwernaffield
EN2.5	Adjacent St. Mary's Church	Bagillt	EN2.92	Opposite the Miners Arms	Gwernaffield
EN2.6	Land between Wern Ucha and Bryn Dyrys	Bagillt	EN2.93	Village Centre	Halkyn
EN2.7	Adjacent Bryn Merllyn School	Bagillt	EN2.94	Overlea Drive	Hawarden
EN2.8	Broughton Park landscape buffer	Bretton (Broughton Retail Park)	EN2.95	Truemans Hill / Motte	Hawarden
EN2.9	Village Green at Bretton Road/Bretton Lane junction	Bretton	EN2.96	The Chase	Higher Kinnerton
EN2.10	Brookes Avenue	Broughton	EN2.97	Main Road Football Pitch	Higher Kinnerton

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EN2.11	Landsdown Road	Broughton	EN2.98	Top of Greenfield Valley	Holywell
EN2.12	Areas around Broughton Hall Road underpass	Broughton	EN2.99	Pen y Maes Road	Holywell
EN2.13	Ffordd Cledwen	Broughton	EN2.100	Fron Park	Holywell
EN2.14	Adjacent St. Michael's Church	Brynford	EN2.101	North of The Beeches	Holywell
EN2.15	Common Land within settlement boundary	Buckley	EN2.102	Pistyll	Holywell
EN2.16	Etna Park	Buckley	EN2.103	Land between Queensway and Kiln Lane	HCAC
EN2.17	Mount Pool	Buckley	EN2.104	Recreation ground, Hawarden Road	HCAC
EN2.18	West of Elfed Park	Buckley	EN2.105	High Street	HCAC
EN2.19	West of Elfed Drive	Buckley	EN2.106	Crossways	HCAC
EN2.20	Mill Lane	Buckley	EN2.107	Sycamore Drive	Leeswood
EN2.21	The Flash	Buckley	EN2.108	Maes y Meillion	Leeswood
EN2.22	East of The Brackens	Buckley	EN2.109	Llys Ann	Leeswood
EN2.23	Princess Avenue	Buckley	EN2.110	Adjacent To Ffordd Siarl	Leeswood
EN2.24	West View	Buckley	EN2.111	Adjacent Capel y Berthan	Lixwm
EN2.25	Laurel Drive	Buckley	EN2.112	Mancot Way	Mancot
EN2.26	Lane End Cricket Club	Buckley	EN2.113	Hawarden Way	Mancot
EN2.27	Chester Road	Buckley	EN2.114	Leeches Close	Mancot
EN2.28	Meadow View, Little Mountain	Buckley	EN2.115	Leaches Lane	Mancot
EN2.29	Forest Walk (1)	Buckley	EN2.116	East of Synthite	Mold
EN2.30	Forest Walk (2)	Buckley	EN2.117	Maes y Dre	Mold
EN2.31	Adjacent to St. Michael's Church	Caerwys	EN2.118	Former Railway Line	Mold
EN2.32	Adjacent Celyn Farm	Carmel	EN2.119	East of Park Avenue	Mold
EN2.33	Carmel Road	Carmel	EN2.120	Bailey Hill	Mold
EN2.34	Tan y Coed	Carmel	EN2.121	Alyn Meadow	Mold
EN2.35	Area around Byr Brook	Coed Talon & Pontybodkin	EN2.122	Parc Alun off King Street	Mold
EN2.36	North of Church Street	Connah's Quay	EN2.123	County Hall	Mold
EN2.37	Land to rear of Bryn Road Cemetery	Connah's Quay	EN2.124	Adjacent Maes Bodlonfa	Mold

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EN2.38	Central Park	Connah's Quay	EN2.125	Victoria Park	Mold
EN2.39	Land to rear Ffordd Llanarth/Maengwyn Avenue	Connah's Quay	EN2.126	North of Gas Lane	Mold
EN2.40	Land at Barmouth Close	Connah's Quay	EN2.127	Gas Lane	Mold
EN2.41	Former Princes's Tip	Connah's Quay	EN2.128	Ffordd Dolgoed	Mold
EN2.42	Granby Court	Connah's Quay	EN2.129	West of Ffordd Dolgoed	Mold
EN2.43	Adjacent Broadoak Wood	Connah's Quay	EN2.130	Upper Bryn Coch Lane	Mold
EN2.44	West of Wepre Drive and Richmond Road	Connah's Quay	EN2.131	Maes Gwern	Mold
EN2.45	Henry Taylor Street allotments	Connah's Quay	EN2.132	Land between Llys y Foel and Bromfield Industrial Estate	Mold
EN2.46	Ffordd Cae Llwyn	Connah's Quay	EN2.133	Ffordd Ysgubor	Mostyn
EN2.47	Llwyni Drive	Connah's Quay	EN2.134	Y Gerddi, Maes Pennant	Mostyn
EN2.48	Land adjacent Daulwyn Road	Drury & Burntwood	EN2.135	North of Bryn Road, Bryn-y-Baal	Mynydd Isa
EN2.49	Land between Burntwood Road and Meadow Avenue	Drury & Burntwood	EN2.136	Adjacent to Bryn Road, Bryn-y-Baal	Mynydd Isa
EN2.50	Carlins Avenue	Ewloe	EN2.137	Heol Fammau Park	Mynydd Isa
EN2.51	Chester Road pond	Ewloe	EN2.138	Moelwyn Close	Mynydd Isa
EN2.52	Former railway trackbed	Ewloe	EN2.139	South of Moel Gron	Mynydd Isa
EN2.53	Disused railway cutting north of Chester Road	Ewloe	EN2.140	Wat's Dyke Infants School	Mynydd Isa
EN2.54	Parkland between business park and housing	Ewloe	EN2.141	Vale Drive	Mynydd Isa
EN2.55	Village Green, St. David's Park	Ewloe	EN2.142	Chamber's Lane and Alyndale Avenue	Mynydd Isa
EN2.56	Site east of Level Road (opposite Village Green)	Ewloe	EN2.143	Land adjacent to A494	New Brighton
EN2.57	Land west of Level Road	Ewloe	EN2.144	St. Peter's Park allotments	Northop
EN2.58	East of Level Road	Ewloe	EN2.145	Ffordd Glyndwr	Northop
EN2.59	South of Bronte Grove	Ewloe	EN2.146	Ffordd Gwynedd	Northop
EN2.60	West of Longfellow Avenue	Ewloe	EN2.147	South of Vicarage	Northop
EN2.61	Maple Crescent	Ewloe	EN2.148	Llys y Wennol	Northop Hall
EN2.62	Windsor Drive	Flint	EN2.149	Community Centre	Pentre Halkyn
EN2.63	Old London Road Greenspace	Flint	EN2.150	Lon y Fron	Pentre Halkyn



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EN2.64	Swinchiard Brook	Flint	EN2.151	Green Park	Penyffordd & Penymynydd
EN2.65	Chapel Street	Flint	EN2.152	Rhos-y-brwyner	Penyffordd & Penymynydd
EN2.66	Allt Goch allotments	Flint	EN2.153	Melwood Close	Penyffordd & Penymynydd
EN2.67	Knights Green	Flint	EN2.154	Adjacent Ebenezer Chapel	Rhes-y-cae
EN2.68	Off Henry Taylor Street	Flint	EN2.155	South of Old School House	Rhes-y-cae
EN2.69	Henry Taylor Street allotments	Flint	EN2.156	East of Mold Road	Rhosesmor
EN2.70	Opposite Chester Road School	Flint	EN2.157	North of St. John's Church	Rhydymwyn
EN2.71	Maes Afon allotments	Flint	EN2.158	Chester Road and the drainage channel	Saltney
EN2.72	Pen Goch Hill	Flint	EN2.159	Balderton Brook	Saltney
EN2.73	Pentre Recreation Ground	Flint	EN2.160	Tegid Way	Saltney
EN2.74	Croes Atti Lane	Flint	EN2.161	Garden Village, off High Street	Saltney
EN2.75	Tudor Avenue	Flint	EN2.162	Park Avenue	Saltney
EN2.76	Village Green	Flint Mountain	EN2.163	Factory Road	Sandycroft
EN2.77	School Lane / Y Waun	Flint Mountain	EN2.164	Crofters Park	Sandycroft
EN2.78	Off Kingsley Road	Garden City	EN2.165	Alexander Street	Shotton & Aston
EN2.79	Bridge View allotments	Garden City	EN2.166	Shotton Lane	Shotton & Aston
EN2.80	Adjacent Vicarage	Gorsedd	EN2.167	North Street	Shotton & Aston
EN2.81	Junction off A548 Mostyn Road and B5121	Greenfield	EN2.168	Central Drive	Shotton & Aston
EN2.82	Park Hall Road	Greenfield	EN2.169	North of Vownog	Sychdyn
EN2.83	Junction of Tan-y-Felin and B5121	Greenfield	EN2.170	South of Vownog	Sychdyn
EN2.84	Cairnton Crescent	Greenfield	EN2.171	Bryn Hyfryd	Sychdyn
EN2.85	Rear of Rayon Road and Clwyd Avenue	Greenfield	EN2.172	Queen Street	Treuddyn
EN2.86	Bagillt Road	Greenfield	EN2.173	Opposite Fox Inn	Ysceifiog
EN2.87	Bethesda Street	Gronant			

**12.5** Green infrastructure is a network of high quality natural and managed green spaces and other environmental and ecological features which benefit the local community, biodiversity and the environment. These networks can be

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in either urban or rural locations and include both established green spaces and new sites. It also encompasses blue infrastructure such as river systems and coastal environments.

**12.6** LDP strategic policies STR4, STR6 and STR13 recognise the role that green infrastructure can play and the need to ensure that it is already in place or can be provided as and when opportunities arise. It forms part of the wider infrastructure needed to deliver sustainable development and communities. It benefits health and well-being, biodiversity resilience and, adds to the distinctiveness of the County. It exists in wide ranging forms, from the strategic level such as Wepre Park and the Dee Estuary down to the local level such as green spaces and pathways. A significant amount of work has been undertaken in respect of identifying and assessing green infrastructure networks in the County and identifying opportunities for enhancement as well as the provision of missing links. Key studies include the Green Infrastructure Framework Strategy, Flintshire Coastal Park Green Infrastructure Action Plan and the Green Infrastructure Framework for NE Wales, Cheshire and the Wirral.

**12.7** The green infrastructure network in Flintshire comprises:

- Rivers, watercourses, valleys and floodplains;
- Biodiversity interests including designated sites and the connectivity of priority habitats and species;
- Trees, woodlands, and hedgerows;
- Strategic and local recreational routes, cycleways and the public rights of way network;
- Parks, playing fields, green play areas, and open spaces;
- Common land;
- Designated green spaces generally within settlement boundaries (as delineated on the proposals maps);
- Growing spaces including allotments, community orchards and larger gardens; and
- Holistic integrated surface water management systems such as Sustainable Urban Drainage and Water Sensitive Urban Design.

**12.8** Green infrastructure should be regarded as a single resource to be safeguarded, managed and enhanced to deliver a wide range of environmental, economic and quality of life benefits for the community. To this end development proposals will be expected to protect, conserve and enhance existing green infrastructure. Such schemes will be of an appropriate size, type and standard to ensure no fragmentation or loss of connectivity. In some instances it may be necessary to create new green infrastructure and create connections to the existing green infrastructure network. Development proposals should ensure that green infrastructure is considered as an integral part of the design process. The provision of all infrastructure requires the appropriate funding and investment to either improve existing

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infrastructure or to provide new infrastructure. As with other forms of infrastructure, new development may be required to provide or contribute to green infrastructure and this may extend to its future management and maintenance.

- 12.9** Development should have regard to the social and economic benefits of having a good quality green infrastructure as well as the environmental benefits. Where on-site provision is not possible, contributions may be sought to make appropriate provision off site.
- 12.10** Green infrastructure should be planned so that it integrates with existing rights of way and pedestrian and cycle routes (including Active Travel Routes), as well as other identified nature conservation and green space assets. This policy will be supported by an SPG on green infrastructure.

### **EN3: Undeveloped Coast and Dee Estuary Corridor**

Within the undeveloped coast development will only be permitted where:

- a. it can be demonstrated a coastal location is essential;
- b. it conserves and enhances the open character of the coast;
- c. it would not unacceptably harm areas of nature conservation, landscape or biodiversity;
- d. it would not harm existing or proposed recreational or active travel routes;
- e. extensive coastal protection measures are not required; and
- f. it would not be potentially at risk of flooding nor unacceptably increase erosion or flooding or interfere with natural coastal processes.

- 12.11** The undeveloped coast and Dee Estuary Corridor is defined generally as the undeveloped land to the north of the A548 which runs parallel with the coast and estuary. The strip of land along the coast and estuary is a vital feature of the County not only for its historic, archaeological, nature conservation and landscape value, but also for the range of recreational opportunities it provides.
- 12.12** New development will only be permitted where it can be proven that a coastal location is essential and the activity cannot be carried out elsewhere. Development should seek to retain the open character of the area and protect or enhance the recreational role of the area in terms of strategic and local walking, cycling and horse riding routes.
- 12.13** Most of the land adjacent to the estuary is protected by an embankment. However in the north of the area the dune system at Talacre forms a natural sea defence barrier. This is part of the last remaining semi-natural dune

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system on the North Wales coast. It is therefore particularly important to ensure its function is not impaired by any new proposals within or in the vicinity of the dunes.

### **EN4: Landscape Character**

New development, either individually or cumulatively, must not have a significant adverse impact on the character and appearance of the landscape. Landscaping and other mitigation measures should seek to reduce landscape impact and where possible bring about enhancement.

- 12.14** Flintshire's landscape is the result of centuries of past human activity and as such is a non-renewable resource which should be safeguarded for future generations. The policy recognises that undesignated landscapes are important, and Plan policy will seek to ensure that the particular character and features of a particular landscape will be protected from development or to ensure that those identified character features are protected or retained within new development. In some instances where landscape harm would arise from the proposal it will be necessary to mitigate the effects of development on the landscape character through landscaping and other mitigation measures such as careful siting, orientation, design and materials.
- 12.15** This policy seeks to ensure that new development sits comfortably in its landscape setting and takes into consideration the landscape features which make up its particular character and local distinctiveness. Where development proposals are likely to significantly harm the landscape, applicants must demonstrate that a landscape impact assessment has been carried out and taken into consideration in informing the development proposals. In these cases the effect of the development on the surrounding landscape should be minimised through landscaping and other mitigation measures. Where possible, landscaping and other mitigation measures should seek to enhance the landscape.
- 12.16** The implementation of the policy will be informed by the LANDMAP system, as recognised in para 6.3.11 of PPW10. This is a landscape assessment methodology which evaluates landscape in terms of its component parts (Geological Landscape, Landscape Habitats, Visual and Sensory Landscape, Cultural Landscape and Historic Landscape) to create an information database which forms a basis for management, conservation and planning decisions.

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### **EN5: Area of Outstanding Natural Beauty**

Within the Clwydian Range and Dee Valley AONB, development will only be permitted where it conserves or enhances the natural beauty of the designated area and its setting. In assessing the likely impact of development proposals on the natural beauty of the AONB, cumulative impact will also be taken into consideration.

Development must:

- a. not have an adverse impact on the special character and qualities of the AONB; and
- b. contribute to the social, economic and cultural well-being of the local community; and be of a scale, form, density and use that is compatible with the character of the AONB and local area; and
- c. be of an appropriately high standard of design and use appropriate materials that are compatible with the character of the AONB.

- 12.17** Flintshire has an attractive and important rural landscape which is recognised in the designation of part of the County within the Clwydian Range and Dee Valley Area of Outstanding Natural Beauty (AONB). This covers a large part of the western extent of the County, as well as a considerable amount of rural Denbighshire and part of Wrexham. This means that all development within the AONB should be appropriate and of a high quality to ensure that it does not affect the special qualities of the landscape and cultural and natural environments, such as tranquility.
- 12.18** The Clwydian Range and Dee Valley AONB is a landscape of national importance and as such is protected for the purpose of conserving and enhancing its natural beauty. This policy seeks to ensure this protection is implemented through the planning process, whilst at the same time allowing appropriate sustainable development which meets the needs of the local community and economy.
- 12.19** Proposals for development outside the AONB that would detract unacceptably from its setting will not be permitted. All proposals should include details of the extent of landscaping proposed, and reflect the importance of protecting features which are identified as important. Developers are encouraged to use LANDMAP to assist in assessing the character of the local area.
- 12.20** In assessing the potential impact of development proposals, the cumulative impact of developments will be taken into consideration, as will the extent to which proposals will generate additional traffic and a need to improve the existing highway and road network, including un-adopted lanes.

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- 12.21** The three Local Planning Authorities have worked jointly in adopting a Supplementary Planning Guidance Note to assist in the implementation of this policy, and to work towards improving the quality of development in and around the AONB. Each of the Local Planning Authorities also contributes to the adoption and regular review of the AONB Management Plan.

### **EN6: Sites of Biodiversity Importance**

Development likely to significantly affect any site of international importance, either alone or in combination with other plans or projects, will be subject to a Habitat Regulations Assessment (HRA). Development will only be permitted where it is possible to ascertain no adverse effect on the integrity of the Site or where there are Imperative Reasons of Overriding Public Interest and compensatory measures are secured.

Development likely to impact the special features of a Nationally Designated Site will only be granted in exceptional circumstances where appropriate compensation can be provided.

Development proposals that would have a significant adverse effect on locally designated sites or site with other biodiversity and / or geological interest, including priority species, will only be permitted where:

- a. it can be demonstrated that the need for the development outweighs the biodiversity or geological importance of the site; and
- b. it can be demonstrated that the development cannot reasonably be located elsewhere; and
- c. any unavoidable harm is minimised by effective mitigation to ensure that there is no reduction in the overall biodiversity value of the area. Where this is not feasible compensation measures designed to create, restore and enhance biodiversity must be provided.

Development that results in the restoration, enhancement and creation of habitats will be supported especially where this promotes the resilience of ecosystems.

- 12.22** Flintshire has a significant number of wildlife habitats and species which are important internationally, nationally and locally. These sites and associated species are under pressure for a variety of reasons such as from development, farming techniques and land management practices as well as climate change. The importance of protecting and enhancing these sites for biodiversity, sustainability and climate change interests is recognised, as is the importance of creating enhancing and restoring habitats where opportunities arise. Some sites are recognised as important in an International and European context, some are nationally important and others are locally important, **Page 206** they all contribute towards the biodiversity



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richness of the County. The purpose of an Habitat Regulations Assessment (HRA) is to avoid a plan or project having a significant effect on European sites, either alone or in combination with other plans of projects.

- 12.23** This policy is intended to protect, maintain and enhance Flintshire's biodiversity value. Resilient biodiversity and associated ecosystems can be achieved by protecting sufficient scales and connectivity, of and between, landscapes and habitats. Policy EN2 Green Infrastructure is also relevant as it recognises the importance of green networks in creating and maintaining this connectivity. There is clear guidance and legislation with regard to the protection of species and habitats recognised in European, UK and Welsh law in PPW10 and TAN5 Nature Conservation and Planning. The most relevant statutory requirements are set out in Section 61 of the Planning and Compulsory Purchase Act 2004, The Conservation of Habitats and Species Regulations 2017, Environment (Wales) Act 2016 Section 6 Biodiversity and Resilience of Ecosystems Duty and Section 7 Priority Habitats and Species, Section 11 of the Countryside Act 1981 and Section 28G of the Wildlife and Countryside Act 1981. Annex 1 of TAN5 lists all the other relevant legislation.
- 12.24** Given the clear framework above, the policy therefore focusses on locally designated sites including Local Nature Reserves, Local Wildlife Sites and Regionally Important Geological / Geomorphological Sites (RIGS). Where development is permitted that would adversely affect biodiversity value of a local site or feature, this will be minimised by the use of planning conditions or obligations to require mitigation to create, restore and enhance biodiversity.
- 12.25** When considering the impact of development, the cumulative impact of developments will be taken into account. Further guidance is contained in Supplementary Planning Guidance on Nature Conservation and Development and Great Crested Newt Mitigation Requirements.

### **EN7: Development Affecting Trees, Woodlands and Hedgerows**

Development proposals that will result in significant loss of, or harm to, trees, woodlands or hedgerows of biodiversity, historic, and amenity value will not be permitted.

Where the impact of development affecting trees, woodlands or hedgerows is considered acceptable, development will only be permitted where:

- a. the development maximises their retention through sensitive design measures; and
- b. where the removal of trees is considered necessary, suitable replacements shall be provided elsewhere within the site; and
- c. it results in a net gain in biodiversity.

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- 12.26** Trees, woodlands and hedgerows are a vital part of the urban and rural landscape and form an essential part of wider ecosystems and green infrastructure networks. They provide wildlife habitats and shelter, shade and recreational and tourism opportunities. Hedgerows, particularly older hedgerows, often contain a great diversity of plant and animal species and have an important role in conserving and enhancing biodiversity. Some trees and hedgerows are protected by Tree Preservation Orders or Hedgerow Regulations, but many aren't and therefore need protection, which is the intention of this policy.
- 12.27** Within Flintshire there are also a number of ancient woodlands which are areas which have had woodland cover for centuries, been relatively undisturbed by human activity and contain precious woodland habitats. Each one is unique and irreplaceable and requires protection. Semi-natural woodlands are also important and should be protected from development.
- 12.28** Native hedgerows are a distinctive feature of the countryside which contribute to the character and interest of the landscape. Many date back to the first enclosure of the land and are therefore also of historic interest. The Hedgerow Regulations 1997, which came into force on the 1st June 1997, conferred new powers on Local Planning Authorities to protect important hedgerows in the countryside through the application of a series of criteria. The Council will seek to prevent and where necessary refuse development proposals which would lead to significant loss or damage to such hedgerows. Where the removal of a hedgerow is essential, a suitable replacement must be provided. The policy will also seek to protect hedgerows which do not qualify for protection under the Hedgerow Regulations, but can still form a valuable part of the landscape character of the County and make an important contribution to biodiversity. The Council will therefore ensure that, wherever possible, native hedgerows are retained and sympathetically managed.
- 12.29** The incorporation of existing trees and hedgerows into new development can help its integration into the landscape and provide visual, nature conservation and biodiversity interests. Conditions and planning obligations will be applied to ensure their protection and retention during the construction period and in the long term.
- 12.30** Further guidance on Trees and Development is contained in a Supplementary Planning Guidance Note.



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### EN8: Built Historic Environment and Listed Buildings

The County's buildings and features of special architectural and historic importance, and their settings, will be preserved.

- a. Development proposals affecting listed buildings will be permitted only where:
  - i. the alteration and/or extension to a listed building or its curtilage ensures that the special architectural character or historic interest is preserved;
  - ii. the change of use of a listed building or its curtilage contributes towards the retention of a building or its sustainable re-use without having an adverse effect on its character, special interest or structural integrity;
  - iii. the total or substantial demolition of a listed building, is accompanied by the strongest justification and convincing evidence that the proposal is necessary and unavoidable.
- b. Development should preserve Scheduled Ancient Monuments and their settings and where appropriate the preservation of other archaeological remains, having regard to the intrinsic importance of the remains and the need for the proposed development.
- c. Development should protect and conserve historic landscapes, parks and gardens.

**12.31** Listed buildings are designated by Cadw who maintain the statutory 'List of Buildings with Special Architectural or Historic Interest'. National Planning Policy and Guidance contains a general presumption in favour of the preservation of listed buildings. Works (internal and external) that would affect the character or historic fabric of a listed building and its curtilage must not be implemented without authorisation of a listed building consent. Listed buildings are shown on the Constraints Map.

**12.32** The Policy seeks to ensure that where a development proposal affects a listed building or its setting, the primary material consideration is the statutory requirement to have special regard to the desirability of preserving the building, or its setting, or any features of special architectural or historic interest which it possesses. Applications should be fully justified by means of a Heritage Impact Assessment and Statement in accordance with National Planning Policy and Guidance.

**12.33** The register of SAMs is maintained by Cadw, the Welsh Government's Historic Environment Service. The Council maintains an Index of Ancient Monuments which lists all SAM's located within the County and these are shown on the Constraints Map. Scheduled Monuments consent is required for all proposals that would potentially damage, demolish, remove, repair,

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alter, add to, flood or cover up a SAM. The policy highlights the desirability of preserving a Scheduled Ancient Monument and its setting and also sets out the approach to considering development proposals which potentially affect other 'lesser' archaeological remains. The Council will consult and work with Clwyd Powys Archaeological Trust (CPAT) on all development proposals affecting archaeological remains.

- 12.34** The register of Historic Parks and Gardens in Wales identifies parks and gardens and their settings which make an important contribution to the character of the county and which are deemed important to preserve or enhance. The policy seeks to ensure that they are given appropriate consideration when development is proposed which affects these assets. The Register of Historic Landscapes in Wales should be taken into account in considering the implications of developments, which meet the criteria for Environmental Impact Assessment, or are of a sufficient scale to have more than a local impact on the historic landscape.

### **EN9: Development In or Adjacent to Conservation Areas**

Development within or adjacent to a conservation area will only be permitted if it would preserve or enhance the character and appearance of the conservation area or its setting. New development in such locations must also be of a high standard of design, respond to the area's special characteristics, and pay particular regard to:

- a. important views, vistas, street scenes, roofscapes, trees, open spaces, gaps and other features that contribute to the character or appearance of the conservation area;
- b. the retention of historically significant boundaries or other elements that contribute to the established form of development;
- c. the relationship to existing buildings and spaces, and pattern of development;
- d. scale, height and massing, architectural design and detailing, the use of materials, boundary treatment, and public realm materials.

- 12.35** A conservation area is an area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance. The policy is intended to provide protection from developments, which can harm the character and appearance of a conservation area. There are 32 conservation areas in the County, all of which are shown on the Constraints Map and they range from the centres of market towns to small villages, historic parks, and collections of historic buildings.

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- 12.36** Conservation area appraisals identify the essential architectural or historic elements to be protected. Appraisals help inform a judgement as to whether development proposals meet the aims of preservation or enhancement of the special character of the conservation area. Subject to resource availability, the Council will seek to prepare further Conservation Area Appraisals. Once appraisals have been completed, periodic reviews should be carried out and consideration given to preparing management / enhancement plans where necessary to tackle identified problems.
- 12.37** Development in or affecting the setting of conservation areas will only be permitted if it preserves or enhances the character or appearance of the designated area. Applicants must demonstrate how development proposals within or affecting conservation areas will preserve or enhance the special character or appearance of the area. This should be undertaken through a Heritage Impact Assessment and can be presented in a Heritage Impact Statement or, where one is required, as part of a Design and Access Statement. Such assessments should be proportionate both to the significance of the historic asset and to the degree of change proposed, and should include sufficient information to enable both the significance of the asset and the impact of change arising from the development, to be understood. In considering development proposals, the Council will seek to resist new development or the demolition of existing buildings unless it would preserve or enhance the character and appearance of the conservation area.

### **EN10: Buildings of Local Interest**

The demolition or alteration of a Building of Local Interest will only be permitted where:

- a. in the case of demolition that the building is structurally unsound, it cannot be made safe without extensive alteration or rebuilding and is incapable of refurbishment at a cost which is reasonable in relation to its degree of interest. The design and quality of the replacement building should be equivalent to that which has been demolished; or
- b. in the case of alteration and extension that the works do not adversely affect the architectural or historic character of the building.

- 12.38** This policy aims to protect buildings or structures which are not statutorily listed, but which are nevertheless considered worthy of retention because of the significant contribution that they make to the local environment. Buildings of Local Interest are considered to fall within the definition of 'Historic Assets of Special Local Interest' as defined in TAN24. These might include: buildings or groups of buildings formerly listed at Grade 3 (which afforded

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no statutory protection), buildings associated with important local historical events, people or activities and buildings contributing to the setting of a listed building.

- 12.39** The Council maintains a list of all such "buildings of local interest", which gives reasons for their inclusion. Their demolition will be allowed only if their condition and cost of repair would significantly outweigh their historic or architectural value. The Council will require that the replacement building is of an equivalent standard and quality of design. In the exceptional circumstance that demolition is allowed, detailed records must be taken of the building prior to the commencement of works.

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### EN11: Green Barriers

The following areas have been designated as green barriers on the proposals map:

1. Gronant – Talacre – Gwespyr	9. Mold – Gwernymynydd
2. Gorsedd – Carmel	10. Mold – Mynydd Isa / Sychdyn / New Brighton
3. Flint – Bagillt	11. Connah’s Quay – Northop Hall / Ewloe / Shotton
4. Flint – Connah’s Quay	12. Shotton – Mancot – Hawarden – Ewloe
5. Flint – Flint Mountain	13. Hawarden – Mancot – Hawarden Airport – Saltney (S of R. Dee)
6. Flint Mountain – Northop	14. Broughton – Hawarden Airport – Saltney – Cheshire Border
7. Gwernaffield – Pantymwyn	15. Sealand – Cheshire Border (N of R. Dee)
8. Holywell - Greenfield	16. Buckley – Little Mountain – Dobshill – Drury – Hawarden – Ewloe

Within the designated green barriers development will only be permitted for:

- a. justified rural enterprise needs;
- b. essential facilities for outdoor sport and outdoor recreation, cemeteries, and other uses of land which maintain the openness of the green barrier and which do not conflict with the purpose of including land within it;
- c. limited extension, alteration or replacement of existing dwellings;
- d. small scale diversification within farm complexes where this is run as part of the farm business; or
- e. the re-use of buildings provided that:
  - i. the original building is substantial, permanent and capable of conversion without major reconstruction;
  - ii. the new use will not have a greater impact on the openness of the green barrier and the purposes of including land within it; and
  - iii. the building is in keeping with its surroundings.

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Certain other forms of development may be appropriate in the green barrier provided they preserve its openness and do not conflict with the purposes of including land within it. These are: mineral extraction; renewable and low carbon energy generation; engineering operations; and local transport infrastructure.

Other forms of development would be inappropriate development unless they maintain the openness of the green barrier and do not conflict with the purposes of including land within it.

- 12.40** Green barrier designations are drawn to ensure protection of the openness of key areas of land in strategic or key locations over the Plan period. Whilst there are other policies in the Plan to control development in the countryside, it is considered important to give added protection to some areas via designation as green barriers as they protect key areas of open countryside between and around settlements.
- 12.41** The green barriers designated in the UDP have been the subject of a robust review as to their fitness for purpose, details of which can be found in a Background Paper: Green Barrier Review. The review involved each green barrier being assessed against the criteria within Planning Policy Wales i.e. that the purpose of a green barrier is to:
- prevent the coalescence of large towns and cities with other settlements;
  - manage urban form through controlled expansion of urban areas;
  - assist in safeguarding the countryside from encroachment;
  - protect the setting of an urban area; and
  - assist in urban regeneration by encouraging the recycling of derelict and other urban land.
- 12.42** The review has also had regard to whether each existing green barrier has been the subject of previous or current development pressure. Proposals for new green barriers or extensions to existing green barriers which were put forward as part of Candidate Site submissions have also been assessed in the same manner. The objective is to ensure that in each case a green barrier designation is necessary and justifiable over and above settlement boundary and open countryside policies and fulfils the purpose of green barriers in PPW. The approach to the review and designation of green barriers is in line with guidance with Planning Policy Wales. Although PPW uses the term 'green wedges' rather than 'green barriers', para 3.60 of PPW10 advises 'Local planning authorities need to consider establishing Green Belts and making local designations, such as green wedges'. The term green barrier is therefore appropriate and in line with national guidance.
- 12.43** Planning Policy Wales provides specific guidance on the consideration of planning applications within green barrier designated areas. It emphasises the importance of maintaining the openness of the land, provides a

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presumption against inappropriate development and outlines the very exceptional circumstances when other considerations outweigh the importance of protecting the openness of the land. Given that PPW provides such clear and detailed advice it is not considered necessary for it to be repeated within this policy. Any proposals for inappropriate development in a green barrier will be treated as a departure from the Plan.

### **EN12: New Development and Renewable and Low Carbon Energy Technology**

New development will be required to maximize the potential for renewable or low carbon energy technology to meet the energy needs of the proposal.

Residential development sites of 100 units or more and non-residential developments with a floorspace of 1000sqm or more, will be required to submit an Energy Assessment to determine the feasibility of incorporating low carbon or renewable energy technology or connecting to nearby renewable or low carbon energy sources and networks.

- 12.44** This policy should be read in conjunction with strategic policies STR4 Principles of Sustainable Development and Design and STR14 Climate Change and Environmental Protection. The Council is undertaking a Renewable Energy Assessment which evaluates the potential energy capacity of renewable and low carbon technologies in the County. Anticipated findings suggest that there is potential within the whole of the County for larger scale new development proposals to incorporate renewable and low carbon technologies and developers are encouraged to explore all options to contribute to lowering carbon emissions within the energy sector.
- 12.45** Larger development proposals will need to be accompanied by an 'Energy Assessment' which investigates the potential to incorporate on-site zero and low carbon equipment and/or establish connections to existing sources of renewable energy. Opportunities for linking with district heating networks and where appropriate sharing renewable energy should also be explored. The Energy Assessment will be required to set out how the proposal can make a contribution towards increased levels of energy generation from renewable or low carbon sources.



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### **EN13: Renewable and Low Carbon Energy Development**

Renewable or low carbon energy generation development will be permitted for:

- a. Solar farms (5 MW to 50MW) within the solar local search area identified on the proposals map;
- b. Wind farms (5MW to 25MW) within the wind local search area defined on the proposals map;
- c. Small scale and/or community based proposals (less than 5MW) for wind, solar, biomass, energy from waste, anaerobic digestion and hydropower in appropriate locations.

Land is specifically allocated for solar farms at Crumps Yard, Connah's Quay and at Castle Park, Flint, as shown on the proposals map.

All renewable or low carbon energy proposals will be permitted provided that:

- i. the siting, design, layout, type of installation and materials used do not have a significant adverse effect on the character and features of the proposed location;
- ii. there would not be unacceptable loss of public amenity or accessibility to the area;
- iii. the impact of the development upon agriculture, forestry, recreation and other land uses is minimised to permit existing uses to continue unhindered;
- iv. there would be no individual or cumulative significant adverse effect on the landscape, particularly the AONB;
- v. any associated ancillary buildings or structures are sensitively sited and designed to minimize their impact on the character and quality of the locality;
- vi. in sensitive areas where above ground connections will have an unacceptable adverse effect on the landscape, connection lines and pipes should be located underground;
- vii. adequate provision has been made in the scheme for the restoration and aftercare of the site on the cessation of use.

In the case of wind energy proposals,

- i. the turbines are appropriately designed so as to avoid, or mitigate against, unacceptable environmental impacts, including noise, light reflection and shadow flicker;
- ii. sufficient steps are taken to avoid or, where possible, to mitigate electro-magnetic interference to any existing transmitting or receiving systems.



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- 12.46** The Council is undertaking a Renewable Energy Assessment (REA), in line with the Welsh Government guidance to identify the potential for renewable energy generation. This will help work towards achieving the Welsh Governments targets for Renewable Energy Generation as set out in para 5.7.16 of PPW10 and also contribute to reducing carbon emissions.
- 12.47** The County does not fall within one of the Strategic Search Areas (SSAs) identified by Welsh Government on the basis of substantial empirical research, and considered to be the most appropriate locations for large scale on-shore wind farm development (over 25MW (megawatts)). The REA will therefore focus on the potential for identifying Wind Local Search Areas (WLSA) which are suitable to accommodate smaller scale wind farms of between 5MW and 25MW. This will be established through an evidence based GIS mapping assessment which considers the resource potential for wind within the County and a series of strategic and local planning constraints.
- 12.48** The County has seen in recent years a number of proposals for large scale solar farm developments. The REA will focus on the potential for identifying Solar Local Search Areas (SLSA) which are suitable to accommodate solar farms of between 5MW and 50MW. The REA will adopt a similar GIS mapping assessment as for wind. Although the REA focusses on wind and solar it will also consider the potential from other sources of energy, such as energy from waste and heat, particularly considering the industrial activity in parts of the County.
- 12.49** The Council has adopted a pro-active approach in respect of its own land assets and has developed two solar farms on former landfill sites. Two further proposals are being developed at Crumps Yard, Connah's Quay and Castle Park, Flint and these are allocated in the Plan.
- 12.50** The policy also sets out a criteria based approach which will enable detailed development proposals to be assessed against a robust set of criteria. This will be particularly useful to enable the assessment of smaller or community based renewable energy proposals of less than 5MW which may arise over the Plan period.

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### EN14: Flood Risk

In order to avoid the risk of flooding, development will not be permitted:

- a. in areas at risk of fluvial, pluvial, coastal and reservoir flooding, unless it can be demonstrated that the development can be justified in line with national guidance and is supported by a technical assessment that verifies that the new development is designed to alleviate the threat and consequences of flooding;
- b. where it would lead to an increase in the risk of flooding on the site or elsewhere from fluvial, pluvial, coastal or increased surface water run-off from the site;
- c. where it would have a detrimental effect on the integrity of existing flood risk management assets: or
- d. where it would impede access to existing and proposed flood risk management assets for maintenance and emergency purposes.

- 12.51** The Plan adopts a sustainable and precautionary approach to managing flood risk by avoiding development in areas at risk of flooding, or ensuring that the risks and consequences of flooding can be satisfactorily managed and mitigated. It has sought to locate highly vulnerable development allocations such as for housing, outside of flood risk areas. This has been informed by the findings of the Strategic Flood Consequences Assessment. The policy does not seek to repeat national planning policy in respect of flooding which is clearly set out in PPW and TAN15 Development and Flood Risk and emphasises the need for new development proposals to meet these requirements. PPW clearly sets out that government resources for flood alleviation works are only directed at existing development and not for areas of future development.
- 12.52** Fluvial and coastal flood risk areas are identified on the TAN 15 Development Advice Maps (DAM). These maps are regularly updated and are based on the latest and best available information to determine where flood risk issues need to be taken into account in planning future development. DAM zones C1 and C2 show flood risk areas based on extreme outlines for coastal and fluvial flooding. These areas are shown on the Constraints Map. Development will only be considered in areas at a risk of flooding where it can be demonstrated that the site can comply with the justification test and flood consequence assessment requirements set out in TAN 15. Only less vulnerable development, as defined by TAN15, will be permitted within zone C2.
- 12.53** Flood risk from local sources arises from ordinary watercourses, surface water runoff and groundwater. Areas at risk of flooding from surface water runoff are identified in the latest NRW surface water flood maps. The Council

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as the Lead Local Flood Authority (LLFA) is responsible for taking the lead in managing flood risk from local sources. LLFA roles and responsibilities include assessing and approving drainage strategies for all new development.

- 12.54** The management of surface water for development is a material consideration for planning. This matter is further emphasised in Wales following the implementation of Schedule 3 of the Flood and Water Management Act (FWMA) 2010 from Jan 7th 2019. The Act requires surface water drainage for new developments to be designed and built in accordance with the mandatory National Standards for sustainable drainage systems (SuDS) published by Welsh Government. All new developments with an area of construction works in excess of 100m<sup>2</sup> must comply with the National Standards. Further guidance on SuDS and the Management of Surface Water in New Development is contained in a Supplementary Planning Guidance Note.
- 12.55** Surface water drainage systems must be approved by the local authority acting in its SuDS Approving Body (SAB) role before construction work begins. This approval is independent of the planning system but alignment of the two processes is essential to achieve sustainable development. The SAB will have a duty to adopt and maintain compliant SuDS schemes. [Further information is available online](#)

### EN15: Water Resources

Development affecting water resources will only be permitted if:

- a. it would not have a significant adverse impact on the capacity and flow of groundwater, surface water, or coastal water systems;
- b. it would not pose an unacceptable risk to the quality of groundwater, surface water, or coastal water; and
- c. it would have access to adequate water supply, sewerage and sewage treatment facilities which either already exist, or will be provided in time to serve the development, without detriment to existing abstractions, water quality, fisheries, amenity or nature conservation.

- 12.56** The responsibility for the aquatic environment lies with Natural Resources Wales (NRW). The NRW has a statutory role to secure the proper use of water resources in Wales and the quality of fresh, marine surface and underground water. Developers should contact NRW in relation to development proposals which have the potential to adversely affect the flow and/or quality of water to avoid potential delay and/or refusal of a planning application.

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- 12.57** Global warming is likely to have a significant impact on Wales' climate with longer periods of warm dry weather with less frequent rainfall but more intense rainfall events. The likelihood of declining rainfall during the summer months is a significant issue and will place greater pressure on existing water supplies, particularly during long dry summers. To ensure security for the future water supply the development plan should consider proposals in light of the existing hydrological system, and future potential changes. When considering the impacts on hydrology of new development proposals, special attention should be given to the flows within existing water channels and the nature conservation value of these systems.
- 12.58** New development proposals which place pressure on the capacity of the existing water supply and the water and sewerage treatment infrastructure will only be permitted provided the necessary infrastructure is in place, or will be provided to serve them. The increasing pressure on the infrastructure and on nature is an important consideration and new development will be expected to demonstrate that adequate consideration is given to the conservation of water resources and the protection of water quality. Development will not be permitted where the sewage effluent flow generated by the development is likely to be above the capacity of the relevant sewage treatment facility. The installation of private facilities (e.g. septic tanks and cesspits) will not normally be permitted where public facilities are available. When such installations are acceptable in unsewered areas, ground conditions must be suitable and there must be sufficient land to provide an adequate subsoil drainage system. Discharges from private installations will normally require a formal consent from NRW. The responsibility for public sewage treatment systems rests with Dwr Cymru Welsh Water (DCWW).
- 12.59** In addition to improving waste water infrastructure provision, water quality can be improved through a number of measures including: effective design; the use of wetlands/greenspace for flood alleviation; the use of SuDS; sustainable water use in design; the planting of native species; the removal of invasive non-native species; and good agricultural practice. Some of these measures can be taken forward through the planning system whereby other policies in the Plan work in combination with the protection of water resources policy to contribute to managing the water quality issues. Proposals seeking to enhance and increase the capacity of the water and sewerage infrastructure, including those of a small scale serving individual buildings, are likely to be permitted provided they do not conflict with other environmental, landscape or other amenity policies.

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### **EN16: Development on or near Landfill Sites or Derelict and Contaminated Land**

Development proposals on or adjacent to either active or former landfill sites or derelict and contaminated land will be permitted if:

- a. an appropriate investigation has been undertaken to determine the actual or potential presence of landfill gases, leachates and/or other pollutants on the land to be developed;
- b. appropriate measures are taken to deal with any contamination which exists on the site prior to the development commencing;
- c. the development of the site is for a vulnerable use, including residential use, then it must be demonstrated that the site is inert, safe and no longer gassing and ensuring that no residual risk remains on site for future receptors;
- d. the off-site disposal of contaminated waste material is minimised as far as possible; and
- e. measures can be taken to identify and safeguard any significant nature conservation and historic interest which exist on the site.

**12.60** The County has a legacy of existing and former landfill sites and this policy is intended to ensure that any new development proposals either on or near to landfill sites are properly assessed as to their appropriateness. Landfill gas problems on a site will need to be investigated and taken into account when development proposals are being considered. If landfill gas is or may become a problem on the site to be developed, suitable remedial or precautionary measures would need to be implemented before the development begins. It is essential that appropriate professional advice is sought and that planning applications are accompanied by the necessary technical evidence.

**12.61** The historical importance of the County for heavy industry and manufacturing, has left behind it derelict and contaminated land. Derelict land can be both unattractive and a disincentive to investment but a key principle in Planning Policy Wales is that preference should be given to the reclamation of derelict and waste land, thereby reducing the need for greenfield sites, bringing facilities closer together, reducing the need to travel, and helping to overcome blight.

**12.62** Derelict land often bears a legacy of contamination, and before determining planning applications for sites which are known, or strongly suspected to be affected by land contamination, the Council will require the developer to carry out a site investigation in order to: assess the nature and degree of the problem; identify specific remedial measures to deal with any hazard; and to safeguard future development and neighbouring uses. Planning conditions will specify all the necessary and appropriate measures to overcome

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contamination and these must be carried out prior to the occupation of the site. It is important that any developer considering the reuse of derelict land needs to take a de-risking approach to the site and work closely with all the relevant agencies early on in the development process.

- 12.63** Derelict and contaminated land can become important for nature conservation and often has buildings or structures of built heritage importance. Before determining planning applications on such sites it will be necessary for technical survey work to be carried out to identify the nature conservation and built heritage importance in the site, and investigating how provision could be made for its retention and enhancement.

### **EN17: Development of Unstable Land**

The development of land subject to instability will only be permitted where it can be demonstrated that appropriate measures have been or will be taken to ensure long term safety.

New development which would create a risk of land instability will only be permitted if:

- a. steps are taken to negate the risk of instability; and
- b. it would not put adjacent land users and the general public at risk.

- 12.64** The Plan seeks to prevent development being permitted on sites which are at risk from instability due to mining, landfill, landslides, erosion, or other subsidence. The legacy of mining in the County means that this is a particular issue in parts of the County. Development proposals will need to be supported by technical evidence to establish the degree of risk and whether appropriate mitigation measures can be put in place.



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### EN18: Pollution and Nuisance

New development which is sensitive to the effects of existing noise, vibration, odour, dust, light or other pollution or nuisance, will be permitted only if it can be demonstrated that appropriate measures can be taken to mitigate any potential adverse effects.

New development which would create an increased risk of noise, vibration, odour, dust, light or other pollution or hazard will only be permitted if:

- a. it would not unacceptably harm general amenity or living conditions; and
- b. it would not impose significant restrictions on the use or development of surrounding land.

If new external lighting is proposed, particularly in or near to the AONB, this should be considered as part of an overall landscaping scheme and kept to a minimum to avoid light pollution.

**12.65** The Plan seeks to put in place measures to minimise and control pollution and nuisance. Whilst the processes and substances used in certain developments are controlled by other legislation and enforced by other agencies, the planning system can play an important role in ensuring that polluting or hazardous development does not affect or restrict other uses of land, either now or in the future. Certain types of development, such as schools, hospitals and housing, may be particularly sensitive to environmental hazards and this policy seeks to protect these from such risks in two ways.

**12.66** Firstly, it seeks to minimise the conflicts between existing sources of pollution or hazard, and other interests. As a precaution, sensitive developments will be resisted in the vicinity of affected areas. For example, development will not be allowed in locations where it would result in the need for a higher standard of pollution control. Secondly, it seeks to ensure that any new potentially polluting or hazardous activities are sensitively located, and that full consideration is given to the protection both of existing land users, and potential future users of the site. It is likely therefore that only a limited number of locations will be considered appropriate for the siting of such development. As part of assessing existing or proposed sources of noise, consideration should be given as part of designing new development to the concept of soundscapes. Measures to reduce or minimise exposure to noise could include good design and the use of open space and green infrastructure. The creation of 'quiet areas' as part of new development can bring about health and well-being benefits to residents and users as well as benefits for wildlife.

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- 12.67** The policy covers a wide range of sources of pollution and nuisance such as noise, vibration, smell and dust as these can have a detrimental impact on quality of life, and can cause damage both to the built and natural environment. Whilst it is not possible to eliminate sources of nuisance completely, this policy seeks to ensure that, wherever practicable, nuisance sensitive development is separated from bad neighbour activities. In certain circumstances it may be possible to take appropriate steps to mitigate any detrimental impacts. Hours of operation can be limited, landscape and other physical barriers can be installed, and technology can be introduced to ensure that quality of life is not undermined.
- 12.68** The policy also addresses the issue of light pollution which can be harmful in residential areas and open countryside but also important in terms of public safety and reducing crime. Light pollution is of particular concern in the Clwydian Range and Dee Valley AONB given that it is seeking to achieve Dark Skies status. Excessive and poorly located and designed lighting can produce glare and glow which can impact on the sense of tranquillity at night and harm general amenity. However, it is possible through design measures to minimise the impact of lighting and details of lighting schemes should be submitted as part of development proposals in or near the AONB.

### **EN19: Managing Waste Sustainably**

Proposals for new development should:

- a. demonstrate how the production of waste will be minimised during all stages of the development and how wastes which do arise would be managed in a sustainable way, in accordance with the waste hierarchy.
- b. demonstrate, where relevant, that adequate facilities and space for collection, composting and recycling of waste materials has been made.

- 12.69** The purpose of this policy is to ensure that adequate provision is made for waste management facilities within new developments, to prevent the generation of waste where possible, and ensure that it is sustainably managed where it is generated, thereby helping Flintshire achieve the targets set within the National Waste Strategy.
- 12.70** All development generates waste so considering what wastes would be generated by a development and how they would be managed at an early stage is vital. The level of information which would be required to demonstrate that the requirements of the policy have been met will depend upon the scale of the development proposed, the nature of the site, i.e. previously developed or greenfield, and the nature of the development.



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### **EN20: Landfill Buffer Zone**

There will be a presumption against sensitive development within the landfill buffer zone. Proposals for new sensitive development within 250m of Parry's Quarry Landfill will only be permitted where it can be demonstrated that there would be no adverse effects from the consented landfill site.

- 12.71** Any potential conflict between sensitive development and the consented Parry's Quarry Landfill will be minimised by the application of a 250 metre landfill buffer zone around the Landfill. Natural Resources Wales generally advises that development should be a minimum of 250 metres away from landfill sites. The greatest danger to development near to landfill sites is that of migrating landfill gas travelling through underlying rock and entering premises from underground. Problems also do arise from time to time in respect of odour, dust, noise and pests. The landfill buffer zone is a separate designation to the landfill site and it serves two purposes. One is to protect the amenity of residents and other sensitive land users (consequently, no additional landfilling is permitted within the buffer zone); the other is to ensure that the landfill operators can carry out their normal activities without being constrained by the undue presence of sensitive land users. A 250 metre buffer zone around the landfill site has therefore been designated to ensure that non-sensitive development only is located in this area. All applications for residential (except householder), employment, tourism development and community facilities within the buffer zone should be brought to the attention of the Council's Environmental Health Officer and Natural Resources Wales. Proposals which would result in significant detriment to amenity or safety, or which would unacceptably restrict the operation of the landfill site will not be permitted.

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### **EN21: Locations for Waste Management Facilities**

Proposals for the management of waste, excluding landfill and open windrow composting will generally be permitted on existing or allocated employment sites for B2 uses subject to meeting the criteria detailed in Policy EN22. Sites which are considered to be suitable in principle for waste management uses include:

- Parry's Quarry, Alltami
- Ewloe Barn Industrial Estate, Alltami
- Pinfold Lane Quarry/Stoney Beach Quarry, Alltami
- Alltami Depot, Alltami
- Manor Industrial Estate, Bagillt
- Broughton Mill Industrial Estate, Broughton
- Spencer Industrial Estate
- Catheralls Industrial Estate and Pinfold Industrial Estate, Buckley
- Old Power Station Site, South of Flintshire Bridge, Connah's Quay
- Dock Road, Connah's Quay
- Deeside Industrial Park (Excluding the Northern Gateway and DARA)
- Greenfield Business Park, Greenfield
- Mostyn Docks, Mostyn
- Chester Road East, Queensferry
- Pentre Industrial Estate, Pentre, Queensferry
- Queensferry Industrial Estate, Pentre, Queensferry
- Glendale Business Park, Sandycroft, Queensferry
- River Lane Industrial Estate, Saltney
- Prince William Avenue, Sandycroft

Proposals for the management of waste outside of land not listed above for Waste management uses, or allocated for B2 uses, or land within an Employment Allocation or a Principal Employment Area, may be permitted within settlement boundaries provided:

- i. The proposed development cannot be located on principal employment sites, land allocated for employment uses or within development boundaries due to the scale or nature of the proposed development, or
- ii. The proposal is intended to manage wastes arising entirely on site, or
- iii. There is a demonstrable need for the waste management facility type concerned and there are no allocated sites within a reasonable distance, taking into account the catchment of the waste, and
- iv. The site is outside the AONB; and
- v. There is provision for restoration upon cessation of the approved use.

Proposals outside of settlement boundaries will only be permitted where it can be demonstrated that there are no available or suitable sequentially preferable sites.

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Proposals for the treatment of biodegradable waste by means of composting, including anaerobic digestion and in-vessel composting will generally be acceptable on sites within existing agricultural use to deal with biodegradable waste arising from that use, or on sites outside the AONB.

- 12.72** The purpose of this Policy is to provide a framework for the assessment of planning applications for waste management facilities. This Policy expands on Strategic Policy STR15.
- 12.73** Waste management facilities covers a range of different facility types with potentially very different impacts. In order to provide certainty for communities and the waste industry most waste uses will be directed towards existing and allocated employment sites with a B2 use. However, not all employment sites will be suitable for all types of waste management and it is important to ensure that those uses which have the potential to generate nuisance are located away from sensitive receptors. Employment sites which are particularly sensitive due to the visual character of the area have not been identified in the policy. Where it is demonstrated that existing or allocated employment sites identified under Policies PE1 and PE2 are not suitable for the proposed use, other sites may be considered, including sites outside the settlement boundary. Conversely, there may be some highly technical waste management uses that would entirely be suitable to take place within the higher quality business parks not listed within Policy EN21. The impacts of such waste management uses may be negligible should they take place within the confines of a building and should they have no adverse impacts on other surrounding land uses.

### **EN22: Criteria for Waste Management Facilities and Operations**

Proposals for waste management will be permitted provided:

- a. the proposal would move the management of waste up the waste hierarchy;  
or
- b. there is an identified need for the facility type at the regional level, in accordance with Technical Advice Note 21; and
- c. there would be no significant adverse visual impacts; and
- d. any visual impacts can be satisfactorily mitigated through the use of landscaping and appropriate storage of wastes; and
- e. compliance with other policies in the plan.

- 12.74** Technical Advice Note 21 advises that Planning Authorities should take into account the ability of Environmental Permits to control operations of waste facilities. At the planning application stage it must be demonstrated by the

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Applicant that it is possible to adequately control the operations taking into account the location of the proposed facility and its proximity to sensitive receptors.

### EN23: Minerals Safeguarding

Non-mineral development within Mineral Safeguarding Areas as defined on the proposals map will only be permitted where it can be demonstrated that:

- a. the mineral underlying the site does not merit extraction, or
- b. the need for the non-mineral development outweighs the need to protect the resource, or
- c. the mineral can be satisfactorily extracted prior to the non-mineral development, or
- d. the development is of a temporary nature or can be removed within the timescales within which the mineral is likely to be needed, and
- e. essential infrastructure that supports the supply of minerals would not be compromised or would be provided elsewhere.

All applications for development, with the exception of householder applications, in these areas shall be supported by a Mineral Safeguarding Assessment.

Proposals for non-mineral development on sites of 4ha or more, which are underlain by Category 1 sand and gravel shall be supported by a Prior Extraction Assessment.

- 12.75** This policy expands on Strategic Policy STR16, protecting potential resources from development and accords with national planning policy contained in PPW 10 which requires Mineral Planning Authorities to safeguard access to mineral deposits which society may need in the future.
- 12.76** Flintshire is underlain by a wealth of minerals which society may need, now or in the future. Minerals are a finite resource and can only be worked where they occur whereas there is often choice regarding the location of non-mineral development. This policy safeguards undeveloped land underlain by mineral from unnecessary sterilisation. The mineral resources safeguarded include sand and gravel, limestone, and clay. PPW 10 states that the safeguarding of primary coal resources is not required. As there are no specific circumstances within Flintshire to warrant the safeguarding of coal resources, the Minerals Safeguarding Area does not safeguard coal resources. Rail heads and the Port of Mostyn are also safeguarded under this policy in accordance with PPW 10 which requires the safeguarding of mineral infrastructure and are also identified under the Mineral Safeguarding Areas on the proposals map.

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- 12.77** Due to the extent and distribution of mineral within Flintshire, and the need for non-mineral development such as housing, it is inevitable that some sterilisation will occur and this is accepted and established through the allocation of sites underlain by mineral in the LDP. Where mineral is confirmed as being of economic importance it will be expected that the potential for extraction of the mineral prior to the non-mineral development will be explored, this is defined as 'prior extraction'. Any loss should be minimised through prior extraction where feasible. Although the policy includes provision for prior extraction, even where prior extraction is required it is likely that there will still be some sterilisation of mineral since there will be a need to ensure that development can occur over a reasonable timescale and without prejudicing the viability of the non-mineral development.
- 12.78** The Mineral Safeguarding Assessment should contain sufficient information to enable the Local Planning Authority to establish whether the proposed development meets any of the criteria identified within the policy above. The information used to establish Mineral Safeguarding Areas was produced at a strategic level and there may be instances where mineral underlying a site does not merit safeguarding. Mineral produced as a result of prior extraction will be considered to be a windfall and need for the mineral concerned does not need to be demonstrated against regional needs.
- 12.79** The need for mineral underneath sites which are allocated for non-mineral development has already been considered through the development of the LDP and the need for the non-mineral development is considered to outweigh the need to protect the resource in its entirety. Nevertheless, prior extraction should be undertaken where possible and applications for non-mineral development should be supported by a Prior Extraction Assessment. The level of prior extraction which can be undertaken will depend upon the nature of mineral concerned, the size of the site, the phasing, timing, design and delivery of the non-mineral development. The sites which are considered to offer the greatest potential for prior extraction are those which are at least 4ha in size and applications on these sites should be supported by a Prior Extraction Assessment. Prior extraction on smaller sites is considered much less likely to be feasible or desirable. Nevertheless, an advisory will be included on any pre-application advice issued in respect of such sites confirming the likelihood of the site being underlain by mineral of economic importance and the potential benefits of prior extraction.

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### EN24: Minerals Buffer Zones

Development in the minerals buffer zones as identified on the Proposals Map will only be permitted where it can be demonstrated that it would not compromise current or planned mineral extraction.

Applications for mineral extraction within buffer zones will only be permitted where it can be demonstrated that a sufficient buffer between mineral extraction and sensitive development can be maintained.

- 12.80** This policy expands on Policy STR16 and aims to protect existing mineral reserves from development which would conflict with its extraction, and to reduce the impact of quarrying on sensitive land uses.
- 12.81** Flintshire has a number of operational quarries, including hard rock quarries which utilise blasting to extract the material. The impact of quarrying will vary from site to site and the impact of blasting will depend upon the precise location of a blast and on blast design. Minerals Technical Advice Note 1 advises minimum distances of 100m for sand and gravel and 200m for hard rock. However, where sensitive development has already encroached closer to quarry workings it is not possible to retain this distance. Nevertheless, where it is possible to secure a 100m or 200m buffer, depending on the mineral type, it has been applied. Proposals for sensitive development within buffer zones will generally not be supported since the developer of the non-mineral development is unlikely to be able to control the mineral workings in any way and therefore ensure that there would be no adverse impact from quarrying operations. Exceptions to this include infill development, householder development or development on the far side of a built up area which already encroaches into a buffer zone. Proposals for less sensitive development, such as employment uses, may be acceptable and would be considered on a case by case basis.
- 12.82** Buffer zones have been applied around operational quarries and those quarries which have an extant planning permission but may not be currently working. Buffer zones have also been applied to the proposed allocations of new mineral workings. The Minerals Background Paper provides details of the approach which has been taken with respect to the different mineral sites.

Table 31

Site Name	Mineral Type	Buffer	Comments
Aberdo/Bryn Mawr	Limestone/Chertstone	200m	Active

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Cefn Mawr	Limestone	200m	Active
Grange	Limestone	200m	The site has not worked since the 1970's and the owner has shown no intention of working the site. Although the site is a candidate for prohibition a buffer shall be retained until such time as an Order is confirmed.
Hendre	Limestone	200m	Active
Hendre Quarry Extension	Limestone	200m	Proposed Allocation – extension to existing quarry
Pant	Limestone	200m	Mineral has not been extracted at the site for a number of years. Stability issues have been cited. Although the site is a candidate for prohibition a buffer shall be retained until such time as an Order is confirmed.
Pant y Pwll Dŵr	Limestone	200m	Active
Pant y Pwll Dŵr extension	Limestone	200m	Proposed Allocation – extension to existing quarry
Pen yr Henblas, Pen-y-Garreg and Bryn Blewog	Limestone	200m	The sites have not worked since 1996. Although the site is a candidate for prohibition a buffer shall be retained until such time as an Order is confirmed.
Liverpool Road/Catheralls	Clay/Shale	100m	The site is inactive and is the subject of a stalled ROMP which is linked with Parry's Quarry. The site has been put forwards for inclusion in the LDP for housing. Although the site is a candidate for prohibition a buffer shall be retained until such time as an Order is confirmed.



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Pinfold Lane	Clay/Shale	100m	The operator did not comply with a request for further information in respect of the ROMP application and is now considered to have lapsed. Although the site is a candidate for prohibition a buffer shall be retained until such time as an Order is confirmed.
Stoney Beach	Clay/Shale	100m	Planning permission has been granted for a waste facility at the quarry which is subject to a S106 which prevents mineral extraction. Although the site is being developed for an alternative use a buffer shall be retained until such time as the planning permission is implemented.
Ruby	Shale	100m	The site has not been worked for a number of years and has naturally regenerated. Although the site is a candidate for prohibition a buffer shall be retained until such time as an Order is confirmed.
Ddol Uchaf	Sand and Gravel	100m	The site is dormant but the operator has indicated that they intend to work the site in the near future.
Ddol Uchaf extension	Sand and Gravel	100m	Proposed Allocation – extension to existing quarry
Fron Haul	Sand and Gravel	100m	Active
Sandy Lane Farm, Kinnerton	Sand and Gravel	100m	Active
Maes Mynan	Sand and Gravel	100m	Active



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### EN25: Sustainable Minerals Development

To contribute towards the sustainable supply of minerals the following extensions to existing quarry sites are allocated, as defined on the proposals map:

- EN25.1 Extension to Hendre Quarry (Limestone)
- EN25.2 Extension to Pant y Pwll Dwr Quarry (Limestone)
- EN25.3 Extension to Ddol Uchaf Quarry (Sand and Gravel)
- EN25.4 Extension within Fron Haul Quarry (Sand and Gravel)

**12.83** The North Wales Regional Technical Statement (RTS) 1st Review has identified a requirement for Flintshire to allocate at least 1.4 million tonnes of sand and gravel and at least 3.84 million tonnes of crushed rock. The allocations identified in Policy EN25 are sufficient to meet the identified need over the Plan Period. In relation to crushed rock, the allocations could each, in isolation, meet the requirement identified in the RTS. The decision to allocate both sites has been made in recognition of the economic importance of these sites to Flintshire and the region and to help support their viability over the longer term. In both cases, the mineral would be extracted over a period beyond the LDP and would release mineral which, although currently consented, is currently unavailable due to the practicalities of removing it.

**12.84** Fron Haul is an operational sand and gravel quarry with existing permitted reserves. The allocation would enable reserves to be removed which are currently within the site boundary but which are not currently consented. Ddol Uchaf is a dormant site which has not been worked for a number of years. The allocation includes an area to the west which is not currently consented but which would, together with the consented area, form one large quarry. The site is to the north of the AONB and has the potential to impact the AONB. Progressive restoration will therefore be important to minimise any impacts on the setting of the AONB.

Table 32

Site	Mineral	Area	Tonnage	Comments
Extension to Hendre Quarry	Limestone	8ha.	11 million tonnes	The operator advises that an additional 11 million tonnes could be provided by the proposed extension, comprising 10 million tonnes loggerheads limestone and 1 million tonnes Cefn Mawr limestone (which is typically a poorer quality limestone with a higher level of impurities). It's likely that some form of application would

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				need to come forwards prior to the adoption of the LDP to ensure that mineral extraction can continue on the site uninterrupted.
Extension to Pant Y Pwll Dŵr Quarry	Limestone	14ha.	13 million tonnes	Proposed extension of 16.6ha of which 8.8ha would be subject to mineral extraction supplying up to 13 million tonnes of limestone. Proposed extension is within area already consented either by the mineral permission or the overburden storage mound. Annual output limit of 1.2 million tonnes which it is understood would not change as a result of the proposed extension.
Extension to Ddol Uchaf Quarry	Sand and Gravel	9.95ha.	1.4 million tonnes	Site originally put forward by operator was too close to residential properties. The gradient of the site was too steep to allow extraction to its northern extent. Boundary of the proposed allocation was changed to account for this.
Extension within Fron Haul Quarry	Sand and Gravel	3.2ha.	900,000 tonnes	Proposed extension within the existing footprint of the consented Fron Haul underneath plant/buildings.

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### EN26: Criteria for Minerals Development

Proposals for mineral extraction will be permitted on allocated sites subject to meeting other Plan Policies and:

- i. There would be no significant adverse visual impact from the development that could not be satisfactorily mitigated through landscaping during the development and following the completion of the development; and
- ii. Satisfactory provision can be made for the management of any mineral wastes which would be generated by the proposal; and
- iii. Where blasting is proposed, vibration would be within acceptable limits as defined by MTAN 1 at nearby sensitive receptors; and
- iv. Satisfactory provision is made for progressive restoration; and
- v. A satisfactory after-use is identified for the site.

Proposals for mineral extraction outside allocated sites will be supported, outside of the AONB, where there is a demonstrable need for the mineral concerned and where allocated sites are not available to meet that need, subject to meeting the criteria identified above and where a satisfactory buffer between mineral extraction and sensitive development can be achieved.

- 12.85** There are other minerals within the County which could be exploited such as clay and sandstone. Although there is currently no pressure or need to work these minerals, Policy EN26 is sufficiently flexible to enable a site to come forward, subject to meeting the criteria identified above. Proposals for borrow pits will also be considered against national policy and the criteria above.
- 12.86** Whilst there are coal deposits within the County, PPW 10 states that proposals for opencast, deep-mine or colliery spoil disposal should not be permitted, except in wholly exceptional circumstances where there is a demonstrable need in the context of climate change emissions reduction targets and for reasons of national energy security.
- 12.87** However, the Welsh Government has set challenging targets for decarbonisation and increased renewable energy generation. Therefore the continued extraction of all fossil fuels, including coal, shale gas and coal bed methane and underground coal gasification, are not compatible with those targets. The Welsh Government's Policy objective is therefore to avoid the continued extraction and consumption of fossil fuels. Should proposals be submitted to the Local Planning Authority for the extraction of on-shore oil and gas, robust and credible evidence will need to be provided to the effect that the proposals conform to the energy hierarchy.

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### **EN27: Secondary and Recycled Aggregate**

Proposals for the management of secondary and recycled aggregates will be supported outside settlement boundaries provided they meet the following criteria:

- i. they are temporary and would enable wastes arising from an identified development site/s to be managed in a sustainable way,
- ii. they would not have an adverse impact on residential amenity through noise or dust,
- iii. the development would not result in the loss of permanent features such as trees and hedgerows, and
- iv. the site can be satisfactorily restored to its original condition following the cessation of the use.

- 12.88** The need to minimise the production of waste and to encourage the reuse of materials is recognised in national policy and promoted through the LDP. Because of the nature of development sites there may be a short term, temporary requirement for space to manage demolition and construction wastes and this should be considered and planned for at an early stage. In some cases, the management of construction and demolition wastes arising from a development could constitute permitted development. Where planning permission is required, land may only be required for a temporary period of time and could be supported outside development boundaries where there are identifiable benefits relating to a particular development. Permanent facilities should be directed towards sites which are allocated for waste uses, in line with policy EN21.

## Monitoring 13

## 13 Monitoring

### Monitoring Framework

- 13.1** The Planning and Compulsory Purchase Act requires authorities to keep under review those matters that may affect the planning and development of their areas. This process of monitoring constitutes the regular, continuous and systematic collection and analysis of information to measure and assess policy implementation, effectiveness and impact through the use of a monitoring framework. Welsh Government require that all LDP's include a monitoring framework.
- 13.2** The monitoring framework will allow for an ongoing assessment of whether the underlying LDP objectives remain valid or whether the prevailing economic, social, environmental or cultural circumstances have significantly altered since the preparation of the plan. In essence, the monitoring framework will allow an assessment of the implementation of the LDP strategy, policies and proposals. The monitoring will feed into an Annual Monitoring Report (AMR) and this will also help inform a subsequent Plan Review, which will take place within 4 years of the Plan's adoption.

### Annual Monitoring Report

- 13.3** The Council is required to produce an Annual Monitoring Report (AMR) on its LDP to be submitted to Welsh Government for approval by 31st October each year. The AMR will identify whether the objectives of the Plan are being achieved and whether policies are being implemented as anticipated. If necessary, the AMR will outline steps that the Council intends to take to address any underperforming policies and proposals. The AMR will identify a series of monitoring indicators and these will be presented in terms of targets, trigger points and actions.

### Monitoring Indicators

- 13.4** The monitoring framework sets out a number of indicators which form the basis for assessing the Plan's performance. These comprise indicators required by legislation such as housing land supply, key indicators applicable to all Plans such as employment land take up and other local indicators proposed by the Council.
- 13.5** The monitoring framework clearly sets out which objectives and which policies / proposals are relevant to each of the indicators. This will enable both the broad strategy of the Plan and its strategic and detailed policies, where necessary, to be monitored. Not all policies will be monitored as some will be generic criteria based development management policies and will not provide any useful feedback.

## Monitoring 13

### Targets

- 13.6** All of the above Indicators have a corresponding target and this is either a numerical target or a particular direction of travel where it is not possible to be specific. The targets are written so as to be specific, measurable and realistic. Generally the targets are presented as numerical (e.g. homes to be provided), spatial (e.g. % growth to particular settlement tiers) or contextual (e.g. demographic trends).

### Trigger Points

- 13.7** This sets out the point at which particular Indicators and the associated targets are not being met and therefore identifies the need to take action on a particular aspect of the Plan Strategy, or a policy. Trigger points are written so as to be measurable and specific to enable concerns to be identified. In cases where trigger points are numerical it will be necessary for them to be measured over two consecutive years to establish whether it is a one year 'blip' or a longer trend.

### Actions

- 13.8** If trigger points are hit then it will be necessary to investigate the reasons why policies or proposals are not being implemented as intended or objectives not being met. The process of reflection will help determine what action might be necessary to take. The Monitoring Framework seeks to include the options from what action might be taken. These include:
- Continue monitoring
  - Training required for Officers / Members
  - Further supplementary planning guidance required
  - Further investigation / research required
  - Policy Review required
  - Plan review required

# 13 Monitoring

Table 33

LDP Objective	Strategic Policy	Policies to Monitor	Monitoring Indicator	Target	Trigger Point	Justification for Target and Trigger	Implementation	Source of Data	Action
Indicators required by Legislation									
SO11	STR1 STR11 [HN1]	STR1 STR11	MI1 Housing land Supply	Min 5 year supply	Below 5 year supply for at least two consecutive years	PPW10 TAN1 LDP Reg 37	FCC / Developers / Infrastructure Providers	JHLAS	Keep monitoring Further investigation / review required
SO11	STR1 STR11 [HN1] [HN3]	STR1 STR11 [HN1] [HN3]	MI2 Number of net additional market and affordable houses	Total annual build rate of 463 per annum / LHMA target of 228 affordable units per annum and  Affordable Housing Background Paper	Delivery below Plan's annual build rate / target for at least two consecutive years	PPW10 TAN1 To determine whether housing completions are in line with Plan.	FCC / Developers / Infrastructure Providers	JHLAS	Keep monitoring Further investigation / review required
Key Indicators applicable to all Plans									
SO12	STR2	STR2	MI3 Spatial Distribution of Housing	Spatial Distribution to settlement tiers as set out in explanation to STR2	Variation of +/- 10% from the expected distribution for at least two consecutive years	PPW10 The Plan Strategy sets out an apportionment of growth to each tier in the settlement hierarchy in terms of	FCC / Developers / Infrastructure Providers	JHLAS	Keep monitoring Further investigation / review required



Monitoring 13

SO11	STR1	STR1 HN1 HN3	MI4 The level of housing completions (private and affordable) monitored against the housing requirement.	Annual build rate as per the Housing Trajectory (market and affordable)	Delivery of market / affordable housing below trajectory for at least two successive years	To ensure that the housing is being delivered	FCC / Developers / Infrastructure Providers	JHLAS	Keep monitoring Further investigation / review required
SO11 SO12	STR11	HN1	MI5 Housing Allocations – number of dwellings delivered.	Annual completions figure as per Housing Trajectory	Annual completions falling below levels in Trajectory for at least two consecutive years	The Plans detailed housing allocations are an important part of the Plans housing provision	FCC / Developers / Infrastructure providers?	JHLAS	Keep monitoring Further investigation / review required SO1
SO11 SO12	STR3	STR3 HN1	MI6 Warren Hall – number of dwellings delivered	Annual completions figure as per Housing Trajectory	Annual completions falling below levels in Trajectory for at least two consecutive years	Strategic Sites form an important part of Plans housing provision and the Plans strategy to deliver strategic mixed use sites	FCC / Developers / Infrastructure providers	JHLAS	Keep monitoring Further investigation / review required
SO11 SO12	STR3	STR3 HN1	MI7 Northern Gateway – number of dwellings delivered	Annual completions figure as per Housing Trajectory	Annual completions falling below levels in Trajectory for at least two consecutive years	The Northern Gateway Strategic Sites form a significant part of Plans housing provision and the Plans strategy to deliver strategic mixed use sites	FCC / Developers / Infrastructure providers	JHLAS	Keep monitoring Further investigation / review required

## 13 Monitoring

SO11 SO12	STR11	STR11	STR11	MI8 Small Sites Allowance – number of dwellings delivered	60 dwellings per annum for each year of the remaining Plan period	Small sites completions either above or below 60 dwellings per annum for at least two consecutive years	Ensure contribution of small sites allowance to plans overall housing provision, is being achieved.	FCC / Developers	JHLAS	Keep monitoring Further investigation / review required
SO11 SO12	STR11	STR11	STR11	MI9 Windfall Allowance – number of dwellings delivered	50 dwellings per annum for each year of the remaining Plan period	Windfall sites completions either above below 50 dwellings per annum for at least two consecutive years	Ensure contribution of windfall sites allowance to plans overall housing provision, is being achieved.	FCC / Developers	JHLAS	Keep monitoring Further investigation / review required
SO11 SO12	STR11	HN3	HN3	MI10 Level of affordable housing completions against Plans overarching affordable housing target	Target of affordable houses in Affordable Housing Background Paper.	Deviation of delivery by number from Affordable Housing Background Paper for at least two consecutive years	Ensure that the Plan is delivering sufficient amount of affordable housing.	FCC Planning / FCC Housing Strategy	JHLAS Housing Strategy monitoring	Keep monitoring Further investigation / review required
SO11	STR11	HN3	HN3	MI11 Tenure of affordable housing completions	Tenure split (social rented and intermediate) in line with the need identified in LHMA and the Affordable	Deviation of delivery by tenure from Affordable Housing Background Paper for at least two consecutive years	Ensure that the Plan is delivering appropriate tenure of affordable housing.	FCC Planning / FCC Housing Strategy	Planning Register Affordable Housing returns	Keep monitoring Further investigation / review required

Monitoring 13

S08	STR1	PE1	MI12	Housing background paper	No take up on employment land allocations for at least two consecutive years	Ensure that development is being achieved on the Plans employment allocations	FCC Planning	Planning Register	Keep monitoring Further investigation / review required
S09	STR8		MI13	Take up on employment land allocations	8-10,000 jobs	To monitor whether job growth over the Plan period meets the aspirational target	FCC Regeneration	ONS	Keep monitoring Further investigation / review required
S08	STR1	STR1	MI14	Employment Land Take up on Allocations	Delivery as per HN3 and Affordable Housing Background Paper	Ensure that the Plan is delivering affordable housing	FCC Planning Service / FCC Housing Strategy	Planning Register	Keep monitoring Further investigation / review required
S09	STR7	STR1	MI15	Job Growth	Scheme viability and delivery of planning obligations in line with Viability Study	To ensure that housing development remains viable in delivering planning obligations in the context of changing financial parameters	FCC Planning / District Valuer		Keep monitoring Further investigation / review required
S011	STR1	HN3	MI15		Deviation (positive or negative in terms of a 5% change in house prices) compared to Viability Study for at least two consecutive years				
S01	STR11	HN1	MI15						
S04			MI15						

## 13 Monitoring

SO11	STR1 STR11	HN1	MI16 Rate of development on key local housing allocations (completions, take up and infrastructure schemes)	Delivery as per housing trajectory	Deviation (positive or negative) compared to housing trajectory for at least two consecutive years	To ensure local housing allocations in HN1 are delivering at the rate specified in the housing trajectory	FCC Planning	Planning Register JHLAS	Keep monitoring Further investigation / review required
SO11 SO12	STR12	HN8	MI17 Gypsy and Traveller sites / pitches built on allocated sites	Identified need to be fully met by 2030	No planning permission on allocated site	To ensure that the Plan is meeting identified needs through site implementation	FCC Planning Service / FCC Housing Strategy	Planning Register	Keep monitoring Further investigation / review required
'Locally Specific and Contextual Indicators'									
SO11 SO12	STR12	HN9	MI18 Gypsy and Traveller sites / pitches built on 'windfall' sites	No target	Any permission for gypsy and traveller site which is not allocated	To monitor whether allocated sites are sufficient to cater for need over the Plan period and to inform future GTAA	FCC Planning / FCC Housing Strategy	Planning Register	Keep monitoring Further investigation / review required Feed into future GTAA
SO16	STR13	EN2	MI19 Loss of green barrier	No loss of green barrier unless considered to be in line with national policy	Any permission granted contrary to policy and national policy	To ensure no development which would lead to loss of green barrier or harm to its openness	FCC Planning	Planning Register	Keep monitoring Further investigation / review required

Monitoring 13

SO1 SO2 SO7 SO10	STR9	PE8	MI20 Loss of retail units in Primary Shopping Areas	No loss of retail units which are contrary to policy	Granting of permission contrary to policy	To ensure that Primary Shopping Areas retain a mix of retail and other uses which contribute to the centres vitality and viability	FCC Planning / FCC Regeneration	Planning Register Health Checks	Keep monitoring Further investigation / review required
SO1 SO2 SO7 SO10	STR9	PE7	MI21 New major retail development within defined centres	All major retail development to be within defined centres	Granting of permission outside of defined centres	To ensure that major retail development takes place within defined centres	FCC Planning	Planning Register	Keep monitoring Further investigation / review required
SO10	STR9	PE11	MI22 New major retail development outside of defined centres	No major retail permissions contrary to national policy	Granting of permission contrary to national policy	To ensure that major retail development takes place within defined centres	FCC	Planning Register	Keep monitoring Further investigation / review required
SO1 SO2 SO7 SO10	STR9	STR9	MI23 Take up on retail commitments	Implementation of existing retail planning permission	Expiry of planning permissions	The non – take up of existing retail commitments may allow scope for other retail development	FCC	Planning Register	Keep monitoring Further investigation / review required

## 13 Monitoring

SO1 SO2 SO7 SO10	STR9	PE9	MI24 Vacant retail units	Vacancy levels improving or no worse than levels in 2019 Retail Study	Vacancy levels increase	To ensure that the vitality and viability of town and district centres is not prejudiced by vacant units	FCC Planning / FCC Regeneration	Town and District Centre Surveys	Keep monitoring Further investigation / review required
SO1 SO4	STR6	PC12	MI25 Loss of community facilities	No loss of community facilities unless in accordance with policy	Granting of permission not in accordance with policy.	To ensure the retention of local community facilities where possible	FCC Planning	Planning Register	Keep monitoring Further investigation / review required
SO9 SO13 SO19	STR16		MI26 The extent of primary land won aggregates permitted as a % of the total capacity required.	No target	No trigger	Ensuring that the Plan delivers necessary aggregates.	FCC Operators	Planning Register	Keep monitoring Further investigation / review required
SO9 SO13 SO19	STR16	STR16	MI27 Amount of sand and gravel / hard rock reserves	Maintain a landbank of 10 years for hardrock and 7 years for sand and gravel	Landbank falls below 7 / 10 years	Ensuring that sufficient mineral reserves can be maintained	FCC / WCBC Operators	Planning Register	Keep monitoring Further investigation / review required
SO9 SO13 SO19	STR16	EN25	MI28 Extraction of minerals from allocated sites	No target	No trigger	Ensuring that the allocated sites are brought forward	FCC / WCBC Operators	Planning Register	Keep monitoring Further investigation / review required

Monitoring 13

SO9 SO13 SO19	STR16	EN23	MI29 Area of land lost to non-mineral development within Minerals Safeguarding Areas	No loss of mineral unless in accordance with the policy	Any land lost to inappropriate development not in accordance with the policy	To monitor the effectiveness of the policy in safeguarding minerals reserves.	FCC Planning	Planning Register	Keep monitoring Further investigation / review required
SO9 SO13 SO19	STR16	EN24	MI30 Number of planning permissions granted for sensitive development in buffer zones	No planning permissions for sensitive development within a buffer zone unless in accordance with national policy	One or more planning permission for sensitive development not in accordance with national policy	To monitor effectiveness of the policy	FCC Planning	Planning Register	Keep monitoring Further investigation / review required
SO9 SO13 SO19	STR16	EN27	MI31 Number of planning permissions for the management of secondary and recycled aggregates.	No target	No trigger	To provide evidence on the requirement for such facilities	FCC Planning	Planning Reg Planning Register	Keep monitoring Further investigation / review required
SO5	STR15	EN20	MI32 Development within landfill buffer zone	No planning permission for sensitive / inappropriate development within landfill buffer zone	Planning consent for sensitive development	To ensure that the operation of the consented landfill site at Alltami is not compromised	FCC Planning	Planning Register	Keep monitoring Further investigation / review required

## 13 Monitoring

SO5	STR15	EN21	MI33 Take up of sites identified for waste management	No target	No trigger	To monitor whether the identified sites are delivering waste management development	FCC Planning	Planning Register	Keep monitoring Further investigation / review required
SO5	STR15	EN22	MI34 Take up other sites not identified for waste management	No target	No trigger	To monitor whether waste management proposals are arising outside of the identified sites.	FCC Planning	Planning Register	Keep monitoring Further investigation / review required
SO17	STR13	EN2	MI35 Green Infrastructure	No target	No trigger	To ensure new development protects, enhances or creates green infrastructure	FCC Planning	Planning Register Green Infra. Assess't Update	Keep monitoring Further investigation / review required
SO4 SO7 SO17	STR5	PC6	MI36 Amount of walking and cycling infrastructure implemented as part of planning permissions	Increase in number of schemes implemented	No delivery of schemes over two successive years	To monitor whether planning permissions are delivering the improvements sought by policies	FCC Planning Service and Local Highway Authority	Planning Register Active Travel Review	Keep monitoring Further investigation / review required



Monitoring 13

SO4 SO7	STR5	PC10	MI37 Implementation of road schemes	No target	No trigger	To monitor whether the road schemes (as safeguarded in the Plan) are being delivered	Welsh Gov. Highways / FCC Highways	Planning Register Local Transport Plan review Welsh Gov transport programme	Keep monitoring
SO8 SO9	STR7 STR8	PE6	MI38 Employment land lost to other uses	No loss unless in accordance with policy	Permission granted for loss of employment land not in accordance with policy	To retain key areas of the County available as potential or existing employment land	FCC	Planning Register	Keep monitoring Further investigation / review required
SO8	STR7 STR8	PE3	MI39 Employment Development outside allocations / PEA's	No target	No trigger	To monitor employment development against the aim of ensuring that the Plans primary focus for new employment development is allocations / PEA's	FCC	Planning Register	Keep monitoring
SO1 SO4 SO7 SO17 SO18	STR13	EN1	MI40 Open space, sport and recreation lost to new development	No loss unless in accordance with policy	Permission granted contrary to policy	To ensure that existing open space, sport and recreation facilities are protected	FCC / AURA	Planning Register Open Space Survey	Keep monitoring Further investigation / review required

## 13 Monitoring

SO1 SO4 SO7 SO17 SO18	STR13	EN2	MI41 Open space provided as part of new housing development	Provision of open space in accordance with policy / SPG	Permission granted without sufficient provision of open space	To ensure that new residential development is delivering appropriate open space	Planning Service / AURA	Planning Register Open Space Survey	Keep monitoring Further investigation / review required
SO16 SO17	STR13	EN6	MI42 Loss of SAC / SPA / Ramsar	None, unless appropriate mitigation in line with national policy	Any permission granted without appropriate mitigation or contrary to advice of NRW	To ensure the protection of international nature conservation designations	Planning Service	Planning Register	Keep monitoring Further investigation / review required
SO16 SO17	STR13	EN6	MI43 Loss of SSSI	None, unless appropriate mitigation in line with national policy	Any permission granted without appropriate mitigation or contrary to advice of NRW	To ensure the protection of national nature conservation designations	Planning Service	Planning Register	Keep monitoring Further investigation / review required
SO16 SO17	STR13	EN6	MI44 Loss of wildlife site / RIG	None, unless appropriate mitigation in line with national policy	Any permission granted without appropriate mitigation or contrary to advice of the County Ecologist	To ensure the protection of national nature conservation designations	Planning Service	Planning Register	Keep monitoring Further investigation / review required

Monitoring 13

SO16 SO17	STR13	EN7	M145 Loss of protected trees and ancient / semi ancient woodlands	No net loss of protected trees and woodland	Any permission granted without appropriate mitigation or contrary to the Arboricultural Officer	To ensure the protection of trees and woodland	Planning Service	Planning Register	Keep monitoring Further investigation / review required
SO16 SO17 SO18	STR13	EN5	M146 Permissions granted in AONB contrary to Officers recommendation	None, unless appropriate mitigation measures have been agreed	Any permission granted contrary to AONB JAC advice / Officer recommendation	To ensure protection of the AONB	FCC Planning	Planning Register	Continue monitoring / revision (or supplement) to SPG
SO15	STR14	EN13	M147 The number and capacity (MW) of renewable, low or zero carbon energy developments approved / implemented.	Renewable Energy Assessment	No permissions granted or implemented within a 5 year period	To identify whether the Plans policies are contributing to renewable energy generation	FCC Planning	Planning Register	Keep monitoring Further investigation / review required
SO15	STR14	EN13	M148 Installed capacity of wind / solar PV within the 'Local Search Areas'	Renewable Energy Assessment		To identify whether the Plans policy approach to identifying 'Local Search Areas' is delivering additional capacity	FCC Planning	Planning Register / Operators	Keep monitoring Further investigation / review required

## 13 Monitoring

SO15	STR14	EN14	MI49 Development in DAM flood risk zone C	None unless in accordance with local and national policy	Any permission granted which does not accord with local / national policy	To ensure that new development is not permitted in locations where it would not meet the tests in TAN15	FCC Planning / NRW	Planning Register	Keep monitoring Further investigation / review required
Contextual Indicators									
SO6	STR4	STR4	MI50 Welsh speaking % in county	Increase in number of Welsh speakers	Any decrease over two successive years?	To monitor levels of Welsh speaking over the Plan period	FCC Planning Service	Office National Statistics	Keep monitoring
SO8	STR1	STR1	MI51 Unemployment / employment	Decreased unemployment	Increase in unemployment for two successive years	To monitor the strength of the local economy and performance of LDP policies	FCC Planning Service	Labour Market Statistics	Keep monitoring Further investigation / review required

## Appendix 1 - Housing Commitments 14

## 14 Appendix 1 - Housing Commitments

**Housing Commitments**

Table 34

Map Ref	Site	Units Remaining (1 April 2018)
<b>PRIVATE SECTOR</b>		
<b>Afonwen</b>		
HC.1	Wilcox Coach Works	19
<b>Bagillt</b>		
HC.2	Central Garage	2
HC.3	Former British Legion Club	10
<b>Buckley</b>		
HC.4	Land at Brook Farm	16
HC.5	Mount Pool (rear of Hillcrest)	15
HC.6	F G Whitley's Depot	39
HC.7	Adj Aldans and Langdale	3
HC.8	Side of 61 Brunswick Road	10
HC.9	Jubilee Rd./West of Manor Drive	14
<b>Caerwys</b>		
	Summerhill Farm	67
<b>Coed Talon / Pontybodkin</b>		
	Station Yard / Depot	49
<b>Connah's Quay</b>		
	Adj Fair Oaks Drive	46
	Territorial House, High Street	11
<b>Ewloe</b>		
	South of the Larches	3
	Greenhill Ave / Springdale	15

## Appendix 1 - Housing Commitments 14

	Boar's Head Inn, Holywell Rd	13
<b>Ffynnongroyw</b>		
	Crown Inn, Main Road	11
<b>Flint</b>		
	Croes Atti	378
	Flint Working Men's Club	15
	Earl Lea Site	73
<b>Gronant</b>		
	East of Gronant Hill	41
<b>Gwernymynydd</b>		
	Rainbow Inn, Ruthin Road	11
<b>Hawarden</b>		
	Land at Friar's Gap	4
<b>Higher Kinnerton</b>		
	Land at Kinnerton Lane	56
<b>Holywell</b>		
	Lluesty Hospital	89
<b>HCAC</b>		
	Ty Carreg, Stryt Isa	19
<b>Mold</b>		
	Former Bromfield Timber Yard	122
	Former Broncoed Works	18
	94 Wrexham Road	2
<b>Mynydd Isa</b>		
	Issa Farm	59
<b>New Brighton</b>		
	New Brighton Service Station	23

## 14 Appendix 1 - Housing Commitments

<b>Northop Hall</b>		
	Cae Eithin, Village Rd	9
<b>Pen y ffordd</b>		
	Llys Dewi	27
	Off Rhewl Fawr Road	8
	Land north of Coed Mor	23
<b>Penyffordd / Penymynydd</b>		
	Rhos Road, Penyffordd	40
	Hawarden Rd., Penyffordd	32
<b>Queensferry</b>		
	1-3 Pierce Street	16
<b>Rhes y Cae</b>		
	The Stores House	7
<b>Saltney</b>		
	Allied Bakeries	71
<b>Sychdyn</b>		
	Sewage Works, Wats Dyke Way	43
<b>Whitford</b>		
	Altbridge House	41
<b>PUBLIC SECTOR</b>		
<b>Buckley</b>		
	Buckley Health Centre, Padeswood Rd North	24
<b>Flint</b>		
	Ystrad Goffa Court	19
<b>Holywell</b>		
	East of Halkyn Rd	45
	Ysgol Fabanod, Perthw Terfyn	55



## Appendix 1 - Housing Commitments 14

<b>Mynydd Isa</b>	
Rose Lane / Sunnyside	58
<b>Total Commitments</b>	<b>1771</b>

## Technical Terms and Glossary 15

## Technical Terms and Glossary 15

Table 35

<b>A</b>	
Accessibility	The ease with which development or facilities can be reached by people wishing to use them.
Active travel	The Active Travel Wales Act 2013 aims to make it easier for people in Wales to walk and cycle between homes and employment and facilities and services. The Council has identified a network of walking and cycling routes and proposals formulated to add missing links to or extend this network. These routes seek to improve linkages.
Acre	An area of land the equivalent of 0.4047 hectares or 4047 sq m (43563 sq ft).
Affordable housing	Housing where there are mechanisms in place to ensure housing is available for rent or purchase for those who cannot afford market levels, both for initial and subsequent occupiers. The two key types are i) social rented housing which consists of housing provided by Councils and registered social landlords where rent levels have regard to Welsh Government’s guideline rents and benchmark rents and ii) intermediate housing where prices or rents are above social rented but below market levels and can include shared equity housing schemes. This is different from low cost market housing which is not recognized by Welsh Government as affordable housing.
Affordable housing exception sites	Housing permitted adjoining defined settlement limits for the specific purpose of providing affordable housing for people who need to live in the locality but who cannot reasonably be accommodated through the area’s general housing market.
Afteruse	The use which mineral or waste sites are either returned to or put to when operations cease.
Aggregates	Mining and processing of local material to be used for fill or construction e.g. crushed rock, sand and gravel.
Agricultural land classification	The process used by Welsh Government to determine the quality of agricultural land. Best and most versatile land, which is to be conserved as a national resource, is classified as grade 1, 2 and 3a.

## 15 Technical Terms and Glossary

Agriculture	Land used for dairy and livestock farming, horticulture, fruit growing, seed growing, the breeding and keeping of livestock (including any creature kept for the production of food, wool, skins or fur, or for the purpose of its use in the farming of land).
Allocation	Land identified, zoned or safeguarded for a particular use or type of development in a development plan.
Amenity	The perceived quality of life in terms of the value attached to a place or space or a persons home in terms of ensuring adequate living standards.
Ancient woodland	Ancient woods have been around for many centuries – long enough to develop as ecosystems that are rich, complex, and irreplaceable. Any of the UK’s woodland habitats, with the exception of plantations, could be ancient woodland – woodland that has existed since 1600AD in England and Wales. It can include Ancient Semi Natural Woodlands, which have developed naturally, or Plantations on Ancient Woodland Sites where the original tree cover has been felled and replaced by planting but where the Ancient Woodland qualities of the site can be restored.
Ancillary	Uses of land and buildings which technically differ from the main use, but which are of lesser importance and are permitted by reason of their association with the primary use.
Annual Monitoring Report	A report submitted annually to Welsh Government by the local planning authority which assesses the effectiveness of the LDP against a set of monitoring indicators and targets.
Area of Outstanding Natural Beauty (AONB)	An AONB is statutorily designated as being of national importance for its natural beauty which should be conserved and enhanced.
Archaeology	The study of the past through the analysis of remains. Archaeological features in the County are identified by Clwyd Powys Archaeological Trust (see also Scheduled Ancient Monument).
<b>B</b>	
Biodiversity	The richness and variety of all living things which exist in a particular area and the habitat that supports them.

## Technical Terms and Glossary 15

Brownfield	Otherwise known as previously developed land - a site which is or was occupied by a permanent structure available for development.
<b>C</b>	
Cadw: Welsh Historic Monuments	The Welsh Government, executive agency has responsibility for protecting, conserving and promoting an appreciation of the historic environment of Wales.
Change of use	Certain changes in the use of land or buildings require planning permission as set out in the Use Classes Order 1987 (see Use Classes Order).
Climate change	Long-term changes in temperature, precipitation, wind and all other aspects of the Earth's climate. Often regarded as a result of human activity and fossil fuel consumption.
Combined Heat and Power (CHP)	Schemes which utilise technology to recover energy, whether in the form of heat or power, from waste or other biomass sources.
Commitments	Sites where a planning permission exists, usually referred to in the context of housing and employment figures.
Common land	Land where the ownership has traditionally been the subject of 'rights of common' held by individuals known as 'commoners' over the same area, to use that land.
Community infrastructure levy (CIL)	A charge that local authorities can choose to place on new developments in their area. The money is used to fund infrastructure to support development.
Commutated sum	The payment of a one off sum by a developer to a local authority to contribute towards the cost of providing a facility off site, such as car parking or open space, where it is impracticable to provide on site.
Comparison shopping	Shopping for higher value or durable goods such as furniture, clothing and electrical, where the customer makes comparisons between products and outlets.
Completions	When a planning permission is fully implemented, usually referred to in recording and monitoring house building i.e. when a dwelling is fully constructed.

## 15 Technical Terms and Glossary

Conservation area	An area designated for its special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance.
Contaminated land	Land which is polluted as a result of past industrial, chemical uses, waste disposal or naturally occurring radiation, which makes it unsuitable for development without appropriate remediation works to reduce or negate hazards to subsequent occupiers and users.
Convenience shopping	Shopping for lower value, perishable goods such as food and newspapers which are bought on a frequent basis.
Conversions	When a new use is put to an existing building e.g. an agricultural building being converted for residential use.
Countryside	All land that lies outside the defined settlements, as identified on the Proposals Map, where new development will be carefully managed.
Curtilage	The definable area around a building by virtue of ownership, use and physical layout, within which land and structures associated with the building are contained e.g. the garden around a house (in relation to a listed building, any other building or structures within its curtilage are also deemed to be listed).
<b>D</b>	
Demography	The study and analysis of population, usually involving statistical tools and modelling or forecasting techniques.
Density	Usually referred to in the context of the number of dwellings on a development site as dwellings per hectare (30 per ha / 12 per acre is recommended by the government as a minimum).
Derelict land	Land or buildings which have been previously developed but have been allowed to fall into disrepair and are no longer used or capable of use without remediation measures.

## Technical Terms and Glossary 15

Designation	The formal designation of an area defined by statute e.g. site of special scientific interest or a general term used for policies which can be plotted geographically on a proposals map e.g. green barrier, conservation area etc.
Development	Section 55 of the Town & Country Planning Act 1990 defines development as ‘The carrying out of building, engineering, mining or other operations in, on, over or under land, or the making of any material change in the use of any buildings or other land’.
District Centre	A grouping of shops with appropriate supporting non-retail facilities and services, which collectively form a coherent centre and a focus for a community, but which are of a smaller scale than the town centres.
<b>E</b>	
Ecology	The relationship of living things in relation to their environment or surroundings.
Economic development	The process whereby a local authority works to strengthen and diversify the economy of a region or area, usually in the light of an economic development strategy.
Ecosystem resilience	Resilience is the capacity of an ecosystem to respond to a perturbation or disturbance such as climate change. The objective is for ecosystems to be better able to deal with disturbances – either by resisting them, recovering from them or adapting to them. In order to achieve this, net biodiversity loss needs to be reversed and for ecosystems to have greater diversity and connectivity, with protected sites buffered and managed as a coherent network as part of the wider natural environment in Wales.
Employment Land Review	An assessment of the supply, need and demand for employment land and premises (Use Class B). Undertaken jointly by Wrexham and Flintshire.
Enterprise zone	The Welsh Government has designated areas with support designed to attract and support businesses. Each area promotes specialist skills and sectors associated with the local area. Deeside Enterprise Zone is a 2,000-hectare (4942 acre) Zone whose heritage means it has the highest concentration of

## 15 Technical Terms and Glossary

	manufacturing jobs in the UK and whose innovation means it is home to highly skilled, advanced manufacturing.
Environmental impact assessment	The process by which information about the likely environmental effects of certain types of development (by virtue of size, type and nature) is collected, assessed and taken into account in deciding whether planning permission should be granted.
Environmental statement	The document which is produced following an environmental impact assessment and which accompanies the planning application.
Equalities Impact Assessment	The Equality Act 2010 includes a public-sector equality duty which requires public organisations and those delivering public functions to show due regard to the need to i) eliminate unlawful discrimination, harassment, victimization, ii) advance equality of opportunity; and foster good relations between communities.
European Sites	These consist of Special Protection Areas (SPAs), Special Areas of Conservation (SACs), European Marine Sites (EMS) which are made up of Marine SPAs and Marine SACs. All European Sites are designated under European laws.
<b>F</b>	
Farm diversification	The broadening of agricultural enterprises to take on new commercial activities in order to improve or at least maintain the viability of existing holdings.
Fauna	The animal life present in an area or region.
Finite resource	A resource which when used up is lost forever.
Flexibility allowance	A practice applied to a Plan's housing provision to account for those elements of the housing supply which come forward at a slower rate than predicted or do not come forward at all as a result of ownership, physical, infrastructure or marketing problems.
Floodplain	An area of low lying ground alongside a watercourse or sea which floods either naturally or by design.



## Technical Terms and Glossary 15

Flood risk	The likelihood of an existing or proposed development being flooded is usually based on assessment carried out by Natural Resources Wales (NRW).
Flora	The plants of an area or region.
Fluvial flooding	Flooding from rivers.
Footfall	The number of people who go into a shop or business in a particular period of time, it is an important indicator of how successful a company's advertising is at bringing people into its shops.
Forecast	A statistical exercise to estimate the likely growth in, and changes in population and households as one of the factors taken into account in determining the level of housing needed over the Plan period.
Freight	The movements of goods whether by road, rail, water or air.
<b>G</b>	
Geodiversity	The variety of earth materials, forms and processes that constitute and shape the Earth. It covers geology, rocks and the process by which they change and geomorphology, landforms and topography.
Geological	The structure of a specific region of the earth.
Geomorphological	The form or surface features of the earth.
Global warming	The process, often referred to as climate change, whereby global weather patterns are changing and becoming more unpredictable along with long term sea level rises.
Green barrier	A local or non - statutory policy designation identifying areas of open land, the character and appearance of which it is important to protect in order to prevent settlements merging and to protect open countryside, where normal planning policies do not provide sufficient protection.
Green belt	A statutory policy seeking to protect the open character of countryside around built up areas for a period of at least 30 years before review.

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Green infrastructure	The network of multi-functional green space, encompassing both land and water (blue space). The Green Infrastructure areas include existing and new (created) features in both rural and urban areas. The Green Infrastructure network delivers a wide range of ecosystem benefits including environmental and quality of life benefits for local communities.
Green space	Areas of land usually within or adjacent to urban areas which are protected by virtue of their amenity, recreation or nature conservation value.
Greenfield	Land which has not previously been built on.
Gross domestic product (GDP)	The market value of all final goods and services from a nation in a given year.
Gross value added (GVA)	The measure of the value of goods and services produced in an area, industry or sector of an economy.
Groundwater	Water held in aquifers which is used for drinking water, the quality of which should be protected.
Growth Bid	As part of the Growth Deal, the six North Wales Councils have formally submitted a joint Growth Bid to the UK and Welsh Governments.
<b>H</b>	
Habitat	A site or area inhabited by and supporting the existing of a particular plant or animal (often referred to in the context of protected species).
Habitats Regulations Assessment (HRA)	A requirement of European Directive 92/43/EEC which assesses the potential effects a Local Development Plan may have on one or more European sites (Natura 2000 sites). The assessment should conclude whether or not a proposal or policy in a Development Plan would adversely affect the integrity of the site in question.
Hazardous installation / substance	A building or process which contains or utilises substances which are explosive, toxic, flammable or carcinogenic and regulated by the Health & Safety Executive.
Health checks	The assessment of a town centre against a wide variety of criteria in order to measure its vitality, attractiveness and viability.

## Technical Terms and Glossary 15

Health Impact Assessment (HIA)	An overarching high level assessment that considers impacts on health, both positive and negative, that will result from the implementation of the Plan.
Hectare	An area of land the equivalent of 2.471 acres or 10,000 sq m (107642 sq ft).
Historic park / garden / landscape	A non-statutory Cadw designation involving parks, gardens and landscapes which should be protected by virtue of their historic or other interest.
Households	The number of persons living within a dwelling as a single unit i.e. sharing domestic facilities and housekeeping arrangements (recent trends have shown increasing numbers of small or even single person households).
House in multiple occupation (HMO)	A house occupied by a number of unrelated persons who do not live together as a single household (bedsit type accommodation but with shared kitchen and bathroom facilities).
Housing association	A non-profit making organisation which provides housing on a rent, sale or shared equity basis at below market prices (often referred to as registered social landlords).
Housing Land Monitoring Statement	An informal monitoring of housing land supply, in the absence of being able to formally undertake a JHLAS in the context of TAN1.
I	
Infill development	Development of a vacant or gap site in a substantially developed frontage within settlement boundaries or within small groups of houses in open countryside.
Infrastructure	The provision of roads, sewers, power, lighting and water supply at the most basic level but also the provision of services and facilities including education, health and community.
Infrastructure Plan	A plan setting out the infrastructure, either existing or necessary to be provided, to deliver the Plans policies and proposals.
Integrated Impact Assessment	A combined assessment looking at the social, economic and environmental impacts of a development plan and to assist in bringing about sustainable

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	development. It includes Sustainability Appraisal (SA), Strategic Environmental Assessment (SEA), Habitats Regulations Assessment (HRA) and can also include Health, Equalities and Welsh Language impact assessment.
Integrated transport	A comprehensive transport system where journeys are able to be carried out easily by and between different modes of transport.
Intermediate housing	See 'affordable housing'.
J	
Joint housing land availability study (JHLAS)	An annual study of housing land supply undertaken by the Ipa in consultation with a Study Group involving the HBF, public utility providers and house builders, to monitor the take up of and future availability of housing land, in accordance with TAN1.
L	
Landbank	A stock of land intended for a particular purpose (such as maintaining a 5 year supply of land for housing) or in the case of minerals the number of permissions for the winning and working of reserves often expressed in terms of the number of years supply.
Landfill	The disposal of waste in holes in the ground e.g. former quarries.
LANDMAP	A Wales-wide landscape assessment that is organised by Natural Resources Wales (NRW) in partnership with the local authorities. LANDMAP ensures a nationally consistent resource for landscape planning and decision making. LANDMAP information is collected in a structured and rigorous way that is defined by five methodological chapters, the Geological Landscape, Landscape Habitats, Visual & Sensory, Historic Landscape and Cultural Landscape.
Landscape	An area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors.
Landscape character	An expression of pattern, resulting from particular combinations of natural (physical and biological) and cultural factors that make one place different from

## Technical Terms and Glossary 15

Large Site	Housing sites of 10 or more units in the context of the Joint Housing Land Availability Study).
Listed building	A building, or any other structure within its curtilage, of special architectural or historic interest which should be preserved, contained in a list compiled by Cadw. Consent is required for works affecting listed buildings or their settings, irrespective of the need for planning permission.
Local Centre	A small clustering of shops and other commercial businesses which either take the form of a traditional village centre or a local shopping parade within a residential area.
Local housing market assessment (LHMA)	An assessment which provides a robust evidence base to inform the Local Housing Strategy (LHS) and the provision of affordable housing within the Local Development Plan (LDP). It also informs strategic housing priorities and can also be used as a tool for negotiating affordable housing provision when determining planning applications.
Local Housing Strategy (LHS)	Sets out a vision and strategic priorities for tackling housing issues over a five year period.
Local nature reserve (LNR)	A site or area declared by the lpa as making a valuable contribution to nature conservation, local wildlife or geological interest, providing opportunities for education and enjoyment by the local population.
Local Planning Authority (LPA)	A planning authority responsible for the preparation of the LDP.
Local transport plan (LTP)	A plan which sets out the Council's transport strategy, priorities and implementation programme to improve the transport system of the County.
<b>M</b>	
Material planning consideration	Factors to be taken into account when determining planning applications, which fairly and reasonably relate to the proposal and which are planning issues such as social, economic and environmental.
Mersey Dee Alliance (MDA)	A partnership that supports strategic economic activity spanning the North Wales/North West England border. Its geographical area of focus is North East Wales, West Cheshire and Wrexham.

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Migration	The permanent movement of residents between areas, Counties or Countries is a factor in determining forecasts for the provision of future housing.
Mitigation	Measures which will serve to alleviate or improve a situation, problem or impact.
Mixed use development	A development comprising a mix of commercial, retail and residential uses, amongst others.
Modes	Different methods of transport such as car, cycle, bus, train, boat etc
Monitoring	There is a statutory requirement to monitor the effectiveness of the Plan to implement its policies. The Council is required to submit an Annual Monitoring Framework (AMR) to the Welsh Government.
N	
National Planning and Policy Guidance	The context for planning policy in Wales is set out by the Welsh Government in 'Planning Policy Wales' (PPW), 'Minerals Planning Policy Wales' and supplemented by a series of topic based 'Technical Advice Notes' (TANs), Minerals Technical Advice Notes (MTANs) and policy clarification letters providing advice and guidance on specific issues.
National playing fields association (NPFA)	A body whose aim is to acquire, protect and improve playing fields and other recreational space for the benefit of local communities.
Natural Resources Wales (NRW)	The body appointed by the Welsh Government which is responsible for environmental regulation to ensure air, water and soil quality.
Nature conservation	A general term applied to the protection and enhancement of the natural environment (both flora and fauna).
The North Wales Economic Ambition Board (NWEAB)	A collaborative group of private and public organisations in North Wales committed to promoting economic growth in Anglesey, Conwy, Denbighshire, Flintshire, Gwynedd and Wrexham. The Board works closely with Welsh Government, and the key objectives include encouraging business investment into North Wales, helping local firms tap into supply chain opportunities, and encouraging work-related skills in

## Technical Terms and Glossary 15

O	
Obligations	A legal agreement (usually referred to as a section 106 agreement) between the lpa and a developer used to control matters of planning concern which cannot be achieved by conditions attached to planning permission.
One planet developments	Development that through its low impact either enhances or does not significantly diminish environmental quality. One Planet Developments should initially achieve an ecological footprint of 2.4 global hectares per person or less in terms of consumption and demonstrate clear potential to move towards 1.88 global hectares over time.
Open countryside	A term used to describe land lying beyond a defined settlement boundary where development will be strictly managed.
Outline application / consent	A planning application / consent for outline planning permission to establish only the principle of a particular development, with subsequent approval of reserved matters by the lpa.
Overdevelopment	Development which cannot be accommodated satisfactorily within a site and which would unacceptably impact on both occupiers or users of the development proposed and surrounding development or land uses.
Over intensification	When a particular use or activity increases to the extent that it results in unacceptable impacts to highway, amenity, environmental or other interests.
P	
Placemaking	Is both a process and a tool to collectively design and manage the public realm to create quality places that people want to live and work in, that are appealing, accessible, safe and support social interaction and amenities.
Plan period	The Plan covers a 15 year period commencing on 01/04/15 and ending on 31/03/2030.
Planning application	An application submitted to the lpa for permission to carry out development accompanied by a fee (where necessary). <b>Page 271</b>



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Precautionary approach / principle	The assumption that a development or activity might be damaging to the environment unless it can be proven otherwise.
Planning condition	In granting planning permission it is often necessary for aspects to be controlled or undertaken in a certain manner, or where the subsequent approval of the lpa is necessary and these are set out in conditions attached to the decision certificate.
Planning obligations	This can be a legal undertaking by a developer only, or a legally binding agreement with the Local Planning Authority. Planning obligations are finalised before planning permission is granted and are used to ensure a development is carried out in a certain way.
Planning permission	Where the lpa approves a development as set out in a decision certificate which may or may not set out planning conditions which the development will need to satisfy.
Pluvial flooding	Surface water flooding which occurs when heavy rain saturates drainage systems and excess water cannot be absorbed.
Primary health care	The first point of contact for health care for most people which is mainly provided by GPs (general practitioners), but community pharmacists, opticians and dentists are also primary health care providers.
Primary shopping areas	Streets or frontages in town centres where there is a predominance of retail uses which it is considered desirable to retain.
Principal employment areas	Existing clusters of employment land and buildings which are defined by a designation on the proposals maps and where further employment development is generally acceptable in principle.
Projection	The analysis of previous trends as a basis for projecting future trends, e.g. population or household growth.
Protected species	A species of animal or plant which is protected on the basis of either a UK or EU statutory basis for its rareness or particular importance.
Q	



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Qualitative need	The requirement for an improved retail offer and enhanced shopping facilities to provide adequate consumer choice and an attractive mix of shops, services and other land uses. Qualitative indicators can include: diversity of retail, leisure and service provision; accessibility by a range of transport; quality of buildings and shopfronts; and the availability of public open space and seating.
Quantitative need	The requirement for additional retail floorspace to meet a shortfall in provision, based on objective evidence relating to existing and forecast populations and levels of available expenditure in relation to the classes of goods to be sold.
R	
Ramsar site	A wetland / coastal site of international importance (especially as a waterfowl habitat) designated by the Assembly under the European Ramsar Convention of Wetlands of International importance.
Recycling	The process of sorting waste by type so that it can be re-used for other purposes.
Refurbishment	The process of investing in the physical fabric of a building to bring it up to scratch.
Regeneration	The process of giving new life to an area by investing in refurbishment of existing buildings, new development and the provision of new infrastructure, sometimes referred to as urban renewal.
Regionally important geomorphological site (RIGS)	Local non - statutory sites which are considered to contain important geological or geomorphological features.
Renewable energy	For the purposes of planning policy, renewable energy is defined as those sources of energy, other than fossil fuels or nuclear fuel, which are continuously and sustainably available in our environment. This includes wind, water, solar, geothermal energy and plant material (biomass). Low carbon energy is the term used to cover technologies that are energy efficient (but does not include nuclear).

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Reserved matters	Those matters which were not considered as part of an outline application must be considered as part of a subsequent reserved matters application and may include siting, design, external appearance, access and landscaping.
Residual requirement	The additional houses required to be built in a Plan period having taken into account existing permissions, and any allowance for small sites or conversions of existing buildings.
Restoration	The process of restoring a development or activity such as quarrying or landfill, following the end of its useful life, either back to its original state or to another use or appearance using sub soil, top soil and landscaping measures.
Retail impact assessment	A technique for assessing the quantitative and qualitative impacts of a proposed retail development on existing and/or proposed retail floorspace/centres including assessing the significance of the impact on the current and future vitality and viability of the centres.
Retail study	As part of the LDP evidence base a retail study of Flintshire was produced by Peter Brett / Stantec Consultants which included an assessment of the need for additional retail floorspace and assessed the health of town and district shopping centres across the County.
Ribbon development	Linear development which continues the line of existing dwellings along a road into open countryside, with individual accesses off that road.
Rounding off	Development which forms a logical extension to a settlement, in keeping with its existing form and character. It should result in a logical and defensible boundary and not represent a significant incursion into open countryside.
Rural enterprise dwellings	One of the few circumstances in which new isolated residential development in the open countryside may be justified is when accommodation is required to enable rural enterprise workers to live at, or close to, their place of work.

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Safeguarded	The protection of a site, area or characteristic, either in its present use or for a future use.
Scheduled ancient monument (SAM)	An archaeological site or feature of national importance which is included in a schedule prepared by Cadw. Irrespective of the need for planning permission, development which is likely to impact on a SAM will also require scheduled ancient monument consent from Cadw.
Section 106 agreement	A legal agreement between a Council, and applicant (and sometimes third parties) to ensure that certain actions, relevant to the development, are carried out satisfactorily, where these are not capable of being enforced through a planning condition.
Secondary resources	Any recycled material which can be used as a substitute for primary resources or aggregates.
Sequential approach	A test applied primarily to retail development proposals but also to other forms of development to ensure that no suitable alternative sites exist within or on the edge of the town centre.
Settlement audit	The purpose of the Settlement Audit is to establish what services and facilities exist in which settlements across the County. The Settlement Audit is a fact based document based on evidence that was available at the time the assessment was undertaken.
Settlement hierarchy	A classification of settlements based on an assessment of factors such as size, configuration, facilities and services which provides an indication of the level of growth to be accommodated over the Plan period.
Shared equity / ownership housing	Housing for those wanting to buy a home but who cannot afford the purchase of 100% the home at full market value. Purchasers buy a share of the home (between 25% and 75%) and pay rent on the remaining share. Such housing falls within the definition of intermediate housing. (see affordable housing).
Site of special scientific interest (SSSI)	A protected area identified by Countryside Council for Wales as being of national importance in terms of wildlife, flora, fauna, geological or physiological features.
Small sites	Housing sites of 9 or less units in the context of the Joint Housing and Availability Study).

## 15 Technical Terms and Glossary

Spatial	The expression of trends, policies or proposals as they appear on the ground e.g. identifying areas of restraint or growth.
Special Area of Conservation (SAC)	A SSSI additionally designated under the European Directive on the Conservation of Natural Habitats and Wild Fauna and Flora, in order to maintain or restore priority natural habitats and species, which together with SPA's comprise the EU's 'Nature 2000' network of habitats of pan - European nature conservation importance.
Special Protection Area (SPA)	A SSSI additionally designated under the European Directive on the Conservation of Wild Birds, because of the need to protect threatened birds and their habitats.
Strategic Environmental Assessment (SEA)	A formal process for assessing the effect of a larger scale plan or programme on the environment where its implementation could have significant environment consequences.
Strategic Housing and Regeneration Programme (SHARP)	A partnership between Flintshire County Council and Wates Residential to build 500 affordable homes by 2021.
Strategic sites	Large scale mixed use developments which were identified in the Preferred Strategy.
Supplementary planning guidance (SPG)	Supplementary planning guidance produced by a lpa to supplement development plan policies and proposals with the intention of being a material planning consideration in the determination of planning applications. May include design guides, topic based guidance or site planning briefs.
Surface water run off	Water which runs off a development e.g. from hardstandings or roofs.
Sustainable development	Development which meets the needs of present without compromising the ability of future generations to meet their own needs.
Sustainable urban drainage system (SUDS)	All new developments of more than 1 dwelling house or where the construction area is 100m <sup>2</sup> or more, will require Sustainable Drainage Systems (SuDS) for surface water - providing drainage systems in a more natural and environmentally friendly manner, by reducing the quantity of run off, slowing the speed of

## Technical Terms and Glossary 15

	run off and filtering of water in order to help reduce food risk and reduce pollutants affecting ground water quality.
SUDS Approval Body (SAB)	SuDS on new developments must be designed and built in accordance with the Statutory SuDS Standards published by the Welsh Ministers and SuDS Schemes must be approved by the local authority acting in its SAB role, before construction work begins.
Sustainability appraisal	A process of systematically assessing a development plan against a variety of criteria to ensure that it will achieve sustainable development (see Integrated Impact Assessment).
T	
Take - up	Usually referred to in the context of monitoring the rate at which land for employment is developed.
Technical advice note (TAN)	Documents produced by the NAW to provide additional advice on key aspects of policy set out in Planning Policy Wales.
Townscape	The combined mix of buildings, spaces and other features which together create a sense of place.
Transport Assessment	To provide the information necessary to assess the suitability of a proposed development in terms of travel demand and impact.
Travel plan	A plan drawn up with the objective of reducing car based travel either in existing or proposed development in order to bring about economic, environmental and health benefits.
Tree preservation order (TPO)	A legal protection given to a tree which is considered to be of significant amenity value with the effect that permission or the lpa will be needed to lop, top or fell a tree.
Trunk road	Trunk roads are the responsibility of the National Assembly for Wales and are high quality roads carrying large quantities of long distance traffic between towns and cities.
U	

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Unitary development plan (UDP)	A statutory development plan which will be replaced by the Local Development Plan (LDP).
Undeveloped coast	The undeveloped coast is regarded as being the undeveloped land and estuary to the north of the A548.
Use classes order	The Town and Country Planning Use Classes Order 1987 (amended) places the main uses of land into different categories based on the nature and characteristics of each. Generally speaking, planning permission will not be required for the change of use of land or a building within a class, but will be required between different classes.
V	
Vernacular	Where an area has a particular identifiable style of architecture, use of materials or features which gives it a unique sense of place.
Viability	Used in expressing the health of a town centre in terms of its ability to continue trading, to attract investment and to improve and adapt over time / used to establish whether a particular development is commercially viable to take place.
Vitality	A measure of how busy or lively a town centre is at different times of the day in terms of being attractive to both businesses and shoppers.
W	
Wildlife site	A non-statutory local wildlife site or area.
Windfall site	A site which comes forward for development within the plan period but which is not allocated in a development plan (usually referred to in the context of residential development).



