

Cardiff Replacement Local Development Plan

2021 to 2036

Draft Preferred Strategy for Consultation

June 2023

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1. Foreword

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2. Introduction

2.1 The Council is responsible for preparing and keeping up to date the Local Development Plan (LDP). The LDP sets out planning policies and allocates sites for different types of development. The Council is also responsible for development management which involves processing and determining planning applications, with the LDP providing the framework for consistent and clear decision making. In meeting the above responsibilities, we are in the process of preparing a Replacement LDP. Once adopted, the Replacement LDP will provide a policy framework for assessing planning applications, but its content will continue to be monitored and reviewed to ensure the Plan remains relevant and is working as intended.

2.2 The LDP has a direct and meaningful effect on the people and communities of Cardiff and on the people who work in or visit the city. It will shape the future development of the city and its environmental qualities, influencing it economically and socially. The LDP will respond to the needs of a growing nationally and regionally important economy, making provision for new jobs, homes, infrastructure and community facilities. It also ensures the well-being of its communities is maintained, and the impacts of development and use of land are managed sustainably. It will guide funding and investment programmes, other plans and strategies, communities and landowners, whilst providing for the enhancement and protection of our environment. In doing so, it provides a measure of certainty and confidence about what kind of development will, and will not, be permitted and at what locations during the plan period.

3. What is the Preferred Strategy?

3.1 This Preferred Strategy is part of a set of documents which the Council is required to prepare in the process of producing the Replacement LDP for Cardiff. It represents an early, but important, stage in the preparation of the Plan and follows earlier informal consultation stages on the vision and objectives in summer 2021, and on strategic growth and spatial options in autumn 2021.

3.2 The purpose of the Preferred Strategy is to set the long-term vision for the city and the strategic objectives, and the strategic land use policies to deliver that vision. It will provide the strategic direction for the development and use of land until 2036. It also tells us how much development is needed and broadly where this is likely to be. However, the Preferred Strategy is not the full LDP, rather it sets out broad strategic principles for development in our area. The full Plan is called the Deposit LDP and will contain detailed and specific policies as well as settlement boundaries, areas for protection and site-specific allocations.

3.4 The Sustainability Appraisal of the Preferred Strategy has been published as a separate document along with the Habitat Regulations Assessment Screening Report. Both these documents are available on the [LDP website](#) for consultation with comments welcomed on their content.

3.5 Further information on the stages in preparing the LDP is available within the [Delivery Agreement](#) or on the [LDP website](#).

4. Influences on the Plan

4.1 Whilst the LDP plays a key role in shaping decision making and the location and nature of developments within the city, it is prepared and operates within the national framework set Welsh Government through [‘Future Wales: The National Plan 2040’](#) and legislation, and by [Planning Policy Wales](#) and accompanying Technical Advice Notes.

4.2 The process for the preparation of the LDP is set within statutory regulations, with further procedural guidance contained within the LDP Manual as prepared by the Welsh Government. The preparation and content of the LDP will be assessed against three tests of soundness namely:

1. Does the Plan fit?
2. Is the Plan appropriate?
3. Will the Plan deliver?

4.3 The preparation of the Plan will culminate with the Planning Inspector (as appointed by the Welsh Government). The Inspector will examine the LDP against these three tests to assess its soundness. The findings of the Examination will be published in the Inspector's Report, and its content and recommendations are binding on the Authority.

4.4 As the Council plans for the future, we must also work closely with, and respond to, various partners, other agencies, funding bodies and decision makers to inform, guide and implement programmes and proposals.

4.5 Several important documents and strategies set out below relate to Cardiff. We have and will, where applicable, prepare the Plan to reflect such documents and plans of other organisations, including our neighbouring planning authorities, and national and regional policies and strategies. We will work with our neighbours and others in the preparation of the LDP as appropriate.

4.6 There have been several significant contextual changes in Welsh legislation since the adoption of the current LDP. These include the publication of the Planning (Wales) Act 2015, Environment (Wales) Act 2016, Historic Environment (Wales) Act 2016 and Public Health Wales (Act) 2017. Perhaps most significant however, is the publication of the Well-being of Future Generations (Wales) Act 2015 and Future Wales: The National Plan to 2040.

4.7 The Well-being of Future Generations (Wales) Act 2015 represents a substantial change, with the Plan required to contribute to its aims of improving the economic, social, environmental and cultural well-being of Wales as part of carrying out sustainable development. The Plan will look to the national well-being goals and objectives as well as the Council's own well-being objectives in its policies and proposals.

4.8 The Welsh Government published the final version of Future Wales on 24th February 2021. This document replaces the Wales Spatial Plan and sets out a 20-year spatial framework for land use in Wales. Future Wales is a key part of the development plan system in Wales and sits at the top of the development plan hierarchy. It provides a framework for the provision of new infrastructure/growth and seeks to address key national priorities through the planning system, including sustaining and developing a vibrant economy, achieving decarbonisation and climate-resilience, developing strong

ecosystems and improving the health and wellbeing of our communities. The Replacement LDP will need to be in conformity with Future Wales and the spatial framework and key national priorities will need to be considered through the LDP revision process.

4.9 The Replacement LDP will also need to consider emerging national and regional considerations including the impact of Brexit and Covid and emerging work on preparing Strategic Development Plans.

4.10 The Replacement LDP will need to consider several Council strategies including “Stronger, Fairer, Greener” which sets out the Council’s vision and priorities over the next five years under the following headings:

- **A Stronger Cardiff:** Attracting new investment and businesses into the city, boosting economic productivity, creating good-quality jobs in Cardiff’s high-value and foundational sectors, and boosting our resilience to climate change and associated environmental threats.
- **A Fairer Cardiff:** Delivering excellent education, training, into work and social services, as well as transport connectivity, to ensure that all citizens are able to benefit from Cardiff’s growth and the new opportunities it creates.
- **A Greener Cardiff:** Delivering a robust network of active travel and public transport, making Cardiff a ‘15-minute city’, generating renewable energy and enhancing local biodiversity, ensuring that growth is sustainable and aligned with our commitment to becoming a Carbon Neutral City by 2030.

4.11 The Council’s One Planet Cardiff Strategy provides a response to the climate emergency declared by the Council in 2019. The strategy contains a vision that:

- Sets out the Council’s 10-year ambition to be carbon neutral in its own activities;
- Calls on the whole city, all citizens, young and old, schools, key partners, employers and stakeholders to positively work with us to develop a city-wide road map and action plan for a carbon neutral city by 2030;
- Identifies opportunities that could reframe the Cardiff economy in a way that is resilient, robust and long-term, ensuring that Cardiff is one of the leading UK green cities; and
- Defines the immediate programmes and opportunities that we urgently need to address.

4.12 The Council’s One Planet Cardiff Strategy is supported by the Transport White Paper which sets out a 10-year plan to tackle the climate emergency, reduce congestion and improve air quality in the city.

4.13 The Replacement LDP will need to also respond to the city-wide nature emergency declared by the Council in 2021. In addition to declaring a nature emergency in Cardiff the Council resolved to:

- Place biodiversity with equal prominence to climate change at the heart of decision making in Cardiff Council.
- Make representations to the Welsh and UK Governments, as appropriate; to provide the necessary powers, resources and technical support to local authorities in Wales to help them successfully achieve this aim.

- Continue to work with partners across the county, region and nationally to develop and implement best practice methods that can protect Wales' biodiversity. Including seeking a joint approach with neighbouring authorities.
- Work with local stakeholders including Councillors, residents, young people, businesses and other relevant parties, to develop a strategy aligned with One Planet and Coed Caerdydd with a target of no net loss of biodiversity. This will also explore ways to maximise the local benefits of these actions in other sectors such as employment, health, agriculture, transport and the economy.

4.14 This Preferred Strategy also reflects the Integrated Sustainability Appraisal (ISA) Scoping Report giving full and careful consideration of all the relevant factors it identified. As we continue the process of preparing the Replacement Plan, the ISA and the requirements for producing the Habitat Regulations Assessment (HRA) will help us to develop the LDP in a way which ensures it takes on board those sustainability and environmental values.

4.15 Such contextual changes, the findings of the [Final Review Report](#) which sets out the extent of likely changes to the existing LDP and changes in evidence will be important in informing how the Plan is prepared, and its direction both strategically through this Draft Preferred Strategy, but also at a detailed policy level.

4.16 Extensive work and liaison has, and is, being undertaken to build and raise awareness and communication with a wide range of organisations and individuals. The information, issues and evidence emerging from such communications has been invaluable in the work undertaken to date and will continue in ensuring the preparation of the LDP is as informed and consensual as possible.

5. Cardiff - Strategic Context

The Cardiff Context

5.1 Cardiff is the capital and largest city of Wales and is the eleventh largest city in the UK. It is in the south east of Wales and in the Cardiff Capital Region. Cardiff was a small town until the early 19th century, its prominence as a port for coal when mining began in the region helping its expansion. Cardiff ranked as a city in 1905 and in 1955 it became the capital of Wales.

5.2 Cardiff is located on the coastal plain of the Severn Estuary. The southern rim of the South Wales Coalfields in Caerphilly and Rhondda Cynon Taf provide a strong imposing backdrop to the north of the city, dramatically broken by the River Taff at Tongwynlais. The Rivers Ely and Rhymney converge on the city from the west and east, respectively. To the southwest the Leckwith escarpment in the Vale of Glamorgan provides another strong backdrop. By contrast, the flat land to the southeast, adjacent to the Severn Estuary and Newport, forms part of the Gwent Levels. This undeveloped coastline contrasts with the developed coastline further west which includes Cardiff Bay and the Barrage and associated freshwater lake. This setting has, and continues to, influence the city's development with its distinctive urban form.

5.3 Cardiff is the main commercial centre of Wales as well as the base for the Senedd, the seat of Welsh Government. The latest mid-year population estimate showed the city had a population of 369,202. The economy of the city is important nationally and is the key driver of the city-region economy in southeast Wales which has a total population of 1.54 million.

5.4 Cardiff covers some 54.2 square miles, and approximately 53% of the county is urban with the remaining 47% formed by countryside and strategic river valleys which embraces a diverse pattern of landscapes and wide range of resources.

5.5 Cardiff has well connected east to west transport links being located on the M4 corridor and main London to South Wales railway line and link to the valleys to the north through the A470 and Metro railway network.

5.6 Cardiff benefits from a wide and diverse range of retail, cultural, further education and sporting facilities.

6. Issues Identification

6.1 The issues, challenges and opportunities facing Cardiff have directly informed the development of the Replacement LDP Vision, Objectives and Preferred Strategy and these are listed in full in the [Vision, Issues and Objectives Consultation Paper \(May 2021\)](#). A summary of the key issues, challenges and opportunities is provided below, grouped by topic areas:

Economic

- Cardiff is the economic driver of the city-region of 1.5 million people and plays a vital role in creating jobs and attracting investment to the region. Given this, it is important that the Replacement LDP **provides for an appropriate level of new jobs** to meet the aspirations of the Council and the wider Cardiff Capital Region. The Plan will need to consider whether existing employment land is suitably located and fit for purpose for appropriate growth sectors, along with the potential increase in agile and home working, and the impact this may have on employment land demand/requirements.
- The redevelopment of Cardiff Bay has seen the revitalisation of old docklands with new business, residential, hotels, retail, and leisure and entertainment facilities. It is crucial that the Replacement LDP provides a policy framework which **continues this regeneration of Cardiff Bay** and supports a number of key regeneration projects over the plan period to 2036.
- The operational port in Cardiff performs a significant role in terms of freight movement and the Replacement LDP must **protect and enhance this role of the operational port**.
- Cardiff has significant, good quality limestone mineral resources and reserves which are an important source of aggregates for the region. The Replacement LDP will need to **safeguard known mineral resources and make provision for sufficient mineral reserves** to meet the agreed apportionment of mineral reserves for the region over the plan period to 2036.

Social

- The population of the city has increased steadily over the last 20 years and Welsh Government projections indicate that Cardiff will continue to experience growth up to 2036. Continued growth in the city's population means there is a need to make provision for new homes and the Plan will need to **provide an appropriate level of new housing with a range and choice of new homes** and related infrastructure.
- The city is now the second least affordable local authority in Wales just behind the Vale of Glamorgan and well above the Wales average. There are over 7,600 households on the combined housing waiting list and homelessness is continuing to rise. The draft Cardiff Local Housing Market Assessment (which is pending the Welsh Government approval process) estimates an average annual overall additional net affordable housing need of 1,098 per annum over the 15 year plan period to 2036. This estimate is split between 790 per annum social rent and 308 per annum intermediate rent/Low Cost Home Ownership. Given this, the **need to provide more affordable housing** is a key issue for the Plan to consider. The Replacement LDP will need to ensure a range

and choice of homes are incorporated within new developments and identify affordable housing-led sites.

- There is a significant need within the city for new Gypsy and Traveller pitches to accommodate the growth at the existing sites within the city. The Replacement LDP will **need to identify appropriate Gypsy and Traveller sites** to meet this evidenced need.
- Large inequalities exist within the city with deprivation in terms of housing, physical environment, employment, income, educational achievements and health generally concentrated in the 'southern arc' – an area stretching from Ely in the west to St Mellons in the east with a population of around 155,000 people. The Replacement LDP will need to provide a policy framework that **reduces inequalities across the city** over the plan period to 2036.
- Cardiff has a diverse cultural background and ethnic minorities comprise 15.3% of Cardiff's population. This is much higher than the Welsh average of 4.4%, and by far the highest of the Welsh local authorities. There is also increasing diversity in the city's young population: in Cardiff, 22.4% of those aged 0-19 identify as belonging to an ethnic minority group. The Replacement LDP will need to **take into account the specific needs of ethnic minorities** when designing new developments.
- Cardiff residents have healthier lifestyles than the Wales average: they eat more fruit/vegetables, do more physical activity, and are less likely to smoke. However, more than half of Cardiff's population is overweight, obese or underweight; and almost one-third do less than 30 minutes of physical activity per week. The Replacement LDP will need to **promote healthier lifestyles and increased physical activity**.
- Although overall recorded crime levels have dropped significantly within the city over the last 15 years, there has not been an equivalent fall in the fear of crime due to antisocial or drunken behaviour, dangerous drivers and lack of dedicated infrastructure for cyclists. The Replacement LDP will need to **help address crime and the fear of crime**.
- Cardiff city centre is the main shopping centre for Southeast Wales and is supported by a range of district and local centres which provide local shopping, community facilities and valuable services for residents. Prior to the pandemic, retailers were already facing tough trading conditions; restrictions due to the pandemic accelerated this trend resulting in several physical store closures amid company restructures, administrations and liquidations, leading to increased levels of vacancies across the centres. The Replacement LDP will need to provide a policy framework to **revitalise the city centre and recognise the importance of the provision of accessible district and local centre shopping facilities** and services that provide local jobs for residents as well as maintaining thriving and vibrant communities.
- The population of the city is getting older. By 2037 the number of people aged 65 to 84 is projected to increase by 42% and the number of those aged 85 and over to nearly double. An older population changes the kind of housing and services (such as health and care) our communities will need, but also reduces the number of people using and financially supporting businesses and services. The policy framework in the Replacement LDP will need to **respond to the needs of an older population**.

Cultural

- The Welsh language, culture and heritage are important to Cardiff's social and cultural fabric and community identity. Census results from 2021 show that 12.2% of Cardiff residents are able to speak Welsh, up 1.1% from 2011; with Cardiff having the greatest increase in Welsh-speakers of all local authorities. Much of this increase is attributable to young children. In terms of numbers as opposed to proportion, Cardiff has the highest number of Welsh speakers in Wales. The policy framework in the Replacement LDP will need to **promote the use of the Welsh Language within the city** through creating favourable conditions for a thriving Welsh language.
- Cardiff has a rich cultural heritage. In December 2019 Cardiff was declared the UK's first music city and its Music Strategy **aims to place music at the heart of Cardiff's future**. The policy framework in the Replacement LDP must complement this aim.
- Cardiff's tourism and leisure sector generates significant economic and cultural benefits to the city and wider region. The Replacement LDP will need to consider measures to **support the sector and help it bounce back from the impacts of the pandemic**.
- Cardiff has a strong and rich built heritage and many designations have been made to identify heritage assets in Cardiff. Stronger, Fairer, Greener includes a commitment to protect and celebrate local buildings such as pubs, community spaces and music venues – particularly those rich in the city's working- class history – by strengthening our planning regulations. The policy framework in the Replacement LDP will need to respond to this and **protect these built heritage assets**.

Environmental

- There is a need to tackle climate change and reduce carbon emissions. The Council has declared that we are in a climate emergency and has committed to strive to be a carbon neutral city by 2030. The Replacement LDP will need to provide a policy framework to **support and enable renewable energy generation and establish requirements for low carbon developments and other sustainable development principles such as active travel and green infrastructure**.
- Cardiff has a diverse and widespread collection of species and habitats of local, UK and European biodiversity importance which need to be protected. The city has declared a nature emergency and the Replacement LDP will need a robust policy framework which maintains and enhances **biodiversity, promotes the resilience of ecosystems but also enables a 'net benefit' in terms of biodiversity to be secured** on new development sites.
- Cardiff is located on the coast and at the convergence of three major rivers and is at increased risk of flooding due to rising sea levels and more frequent extreme weather events. The frequency and severity of flooding is increasing and is expected to increase further because of climate change. The Replacement LDP will need to provide a policy framework to **ensure flood risk and new development are managed effectively** taking into account the latest evidence and guidance.

- Cardiff is already achieving one of the best recycling rates in the world, but we are currently performing poorly when compared to other Welsh Local Authorities and we need to build further on this progress to meet the Welsh Government target of 70% by 2025. The policy framework in the Replacement LDP will **need to help the drive to higher recycling rates** and foster the circular economy.
- As Cardiff continues to grow, new sustainable transport infrastructure will be needed alongside new homes and jobs. The Replacement LDP will need to provide a policy framework which **reduces reliance on the car** thereby reducing congestion and harmful emissions and **seeks to promote a modal shift to sustainable forms of travel such as buses and trains and active travel such as walking and cycling.**
- Electric vehicle ownership is forecast to rise to a 60% market share by 2030 so the Replacement LDP will need to provide a policy framework **that provides the necessary charging infrastructure.**
- Cardiff's setting is very distinctive with the ridge to the north, Leckwith escarpment to the west, low-lying Gwent Levels to the east, Severn Estuary to the south, and three river valleys running through the city. Landscape studies have recognised the value of areas of countryside within the city and Cardiff's three river valleys of the Taff, Ely, and Rhymney (including Nant Fawr) play an important strategic role as wildlife and recreation corridors linking the urban area with the countryside. The Replacement LDP will need to provide a policy framework which **protects this diverse pattern of landscapes.**
- Trees provide a valuable visual and environmental resource, providing a buffer to sound pollution, improving air quality, shading, cooling the air, providing shelter from the elements, retaining soil, intercepting and storing rainfall, providing a home, and feeding place for a wide variety of wildlife. Trees and woodland can also provide areas for informal play. Stronger, Fairer, Greener includes a commitment to raising the city's tree canopy and biodiverse areas from 19% to 25% of total land use. The Replacement LDP will need to respond to this and provide a policy framework which **maintains and enhances a diverse urban forest.** This will ensure Cardiff remains both attractive and liveable, particularly in the context of climate change, which will see increased risk of flooding, development of a less temperate climate and increased pressure on fragile soil resources.
- Green and blue infrastructure are important at a series of scales, such as individual buildings, streets, neighbourhoods or at a landscape scale. They help wildlife to flourish, and deliver a wide range a range of economic, health, social and community and environmental benefits including reducing the impacts of climate change, enhancing biodiversity habitat and species creativity, providing greater opportunities for sports and recreation, contributing to communities' health and well-being, and creating a more visually pleasing setting. This was reinforced during the Covid-19 pandemic with lockdowns emphasising the value and importance of placemaking and the provision of locally accessible open spaces for health, well-being, and recreation. It is important that the Replacement LDP provides a policy framework **which ensures that new development considers the benefits which arise from green and blue infrastructure,** and that the impacts of development upon those benefits are considered at the appropriate scale.

- Soil is a fragile and essentially non-renewable resource that can perform many beneficial services, including the storage of carbon, supporting the growth of plants including economic crops, providing a home to a vast range of wildlife, storing, filtering and controlling the flow of water, and supporting buildings. The Replacement LDP will need a policy framework which **avoids the unnecessary destruction of or loss of functionality of soils in new developments**.
- Despite improvements in discharge of sewage in Cardiff and further upstream, the water quality of the Ely, Taff and Rhymney Rivers still falls below the requirements of the Water Framework Directive measures; for example, the river Ely is in a 'bad condition' and Rivers Taff and Rhymney are in a 'moderate condition'. Given this the Replacement LDP will need a policy framework that **protects and enhances water quality** when new development is proposed which could impact these rivers.
- As Cardiff continues to grow, high quality design and placemaking, which take local distinctiveness into consideration, will need to be promoted. Good design is more than just appearance. It is about how buildings relate to their surroundings, in terms of urban design, landscaping, tree planting, local views and the local pattern of activity. The policy framework in the Replacement LDP will need to **ensure that Cardiff's local distinctiveness is not undermined through insensitive new development but reinforced through high quality design solutions**.
- The city has the highest NO₂ and Particulate Matter (PM2.5 and PM10) pollution levels in Wales. Air pollution is a major cause of avoidable ill health and deaths, with petrol and diesel-fuelled transport a major contributor. Poor air quality also adversely effects the natural environment and woodlands such as the Cardiff Beechwoods located in the north west of the city. The Replacement LDP will need to provide a policy framework that **mitigate any impacts on air quality from new developments**.

7. Vision and Objectives

7.1 The Replacement LDP needs to be underpinned by a concise, long-term vision and strategy outlining how the city is planned to develop, change or be conserved up to 2036.

7.2 The Replacement LDP vision was consulted on during summer 2021 and approved by Council on 30th September 2021. Whilst there is no vision to directly draw upon from the Cardiff's Wellbeing Plan 2023 to 2028, the Replacement LDP vision reflects its seven well-being objectives which are **(1) A capital city that works for Wales (2) One Planet Cardiff (3) Safe, confident and empowered communities (4) Cardiff is a great place to grow up (5) Supporting people out of poverty (6) Cardiff is great place to grow older and (7) Modernising and integrating our public services.**

Vision

To create a fair, healthy, more liveable, sustainable and low carbon city by:

- **Creating a greener, fairer, and stronger city that enhances the health of the current population and wellbeing of future generations;**
- **Meeting future needs for new low carbon homes, jobs and infrastructure;**
- **Developing a high accessibility city that reshapes movement around a core of active travel and public transport usage;**
- **Using placemaking, high quality design, sustainability management and working with local communities to create a thriving city centre and local neighbourhoods;**
- **Protecting and enhancing our natural, historic and cultural assets;**
- **Placing Cardiff at the forefront of cities showing leadership and bold action to tackle climate change.**

7.3 The current adopted LDP's strategic objectives were used as a starting point for the identification of strategic objectives for the Replacement LDP.

7.4 The emergence of a range of contextual and policy drivers since the adopted LDP was prepared, most notably Future Wales, the Well-Being of Future Generations Act, declaration of climate and nature emergencies, and the need to respond to the impacts of the pandemic mean that the adopted LDP strategic objectives needed review. There was also a need to ensure that the Replacement LDP strategic objectives were interwoven with the Replacement LDP key issues and vision.

7.5 Whilst not directly identified as revised Replacement LDP strategic objectives in themselves, the Council's Wellbeing Objectives, as outlined within the Corporate Plan have played an important

informing role. Appendix 2 contains compatibility assessments between the Revised Replacement LDP strategic objectives, the Wellbeing Objectives, Key Planning Principles and National Sustainable Placemaking Outcomes set out in Planning Policy Wales and Future Wales.

7.6 The Revised Replacement LDP strategic objectives are sufficiently aspirational and ambitious but are also deliverable within a spatial planning context. They respond and deliver upon the key issues, challenges and opportunities facing Cardiff and provide a platform for delivering its vision. Importantly, they provide a platform for a sound Plan, notably in terms of their fit, appropriateness and deliverability.

7.7 The Replacement LDP strategic objectives are below grouped under three main headings.

1. Responding to our future need

Objective 1: To provide a variety of quality low carbon homes to address the housing crisis and future housing needs.

The Plan will:

- Prioritise the building of affordable homes and set targets for the delivery of affordable housing;
- Provide a range and choice of new homes of different tenure, type and location in response to specific housing needs, including responding to the needs of older people;
- Deliver for Gypsies and Travellers and other groups who need specialised housing;
- Seek opportunities for new homes in city and local centres and sustainable brownfield locations; and
- Require new homes to be zero carbon by 2025.

Objective 2: To provide space for more jobs and maximise Cardiff's role as the capital city of Wales and the economic driver of South East Wales to improve the prosperity of the region.

The Plan will:

- Ensure a range and choice of employment sites in response to employment needs;
- Prioritise opportunities for new employment sites in the city centre and sustainable brownfield locations;
- Ensure the development of high-value clusters of specialist sectors;
- Ensure the protection of existing employment land which contributes to the required supply of sites to meet employment needs; and
- Ensure the economic recovery of the city post-Covid-19 and respond to the change in work practices through enhancing the city centre, increased working from home and the need for new working and meeting hubs throughout the city.

Objective 3: To ensure the adequate and timely provision of new infrastructure to support communities and future growth.

The Plan will:

- Identify the key infrastructure required, and how and when it will be delivered including:

- Rebalancing transport infrastructure to support public mass-transit as part of the Metro project, and comprehensive cycle and pedestrian infrastructure;
- Social and community infrastructure to support the concept of 15-minute neighbourhoods;
- Schools, health facilities, sport/recreation, waste facilities, burial provision, water wastewater, and energy;
- Environmental - contributions to combat climate change, creating new accessible greenspace and public realm;
- Support Cardiff's higher education institutions/ infrastructure in recognition of their key role as part of a learning city and contribution to economic development;
- Establish measures to improve digital connectivity across the city to meet the demand from increased working from home post Covid and facilitate new working and meeting hubs across the city; and
- Consider a Community Infrastructure Levy (CIL) as a mechanism to secure infrastructure investment associated with new qualifying developments.

2. Creating a sustainable and healthy city which responds to the challenges of climate change and enhances the wellbeing of future generations

Objective 4: To respond to the climate emergency so Cardiff becomes more resilient and maximises opportunities for energy efficient solutions in line with the One Planet Cardiff Strategy to become a carbon neutral city by 2030.

The Plan will:

- Set out how Cardiff will become a zero-carbon city and Council with key partners by 2030 and beyond, and seek ways to combat the impacts of climate change including:
 - The role of ecosystems in addressing carbon storage, natural flood management, air quality, heat islands and noise pollution;
 - Policies to deliver zero carbon new developments;
 - Managing flood risk;
 - Ensuring the provision of infrastructure for cleaner vehicles.
- Set out measures to reduce Cardiff's carbon footprint and mitigate the effects of climate change through reducing energy demand including:
 - Locating development in sustainable locations to minimise the need to travel and reduce car dependency;
 - Improving energy efficiency and the generation of renewable and low carbon energy;
 - Ensuring the delivery of Phase 1 and Phase 2 of a Local Heat Network for Cardiff Bay and the city centre;
 - Ensuring an increase in tree canopy cover across the city and support wider biodiversity; and
- Ensure high quality design and environmental performance of new homes.

Objective 5: To make the city easier to move around with a focus on sustainable and active travel.

The Plan will:

- Set out how people can move around the city in a more sustainable, healthy and integrated manner with new development well located to transport infrastructure;
- Remove congestion in the city and ensure emissions meet the air quality standards;
- Secure the delivery of bus and cycling infrastructure;
- Ensure that district and local centres and the city centre become more viable and accessible;
- Ensure a high-quality pedestrian environment and public realm;
- Ensure the delivery of a modal split and active travel target aligned with the Transport White Paper targets;
- Integrate the proposed Metro/Crossrail mass transit system for Cardiff;
- Promote sustainable forms of transport and the more effective integration of public transport including new transport interchanges; and
- Integrate new development with national and regional investment in sustainable transport infrastructure including the South Wales Metro.

Objective 6: To create healthier environments, reduce inequalities and improve wellbeing.

The Plan will:

- Positively contribute towards the equality of opportunity and access for all through addressing imbalances of inequality, deprivation and exclusion;
- Support the needs of homeless, unemployed, people with disabilities, people who identify as belonging to an ethnic minority, and people in housing need;
- Promote Cardiff's role as a City of Sanctuary as a welcoming and inclusive place to live;
- Support the delivery of healthy, accessible environments to help tackle obesity, gambling addiction and access to local healthy food and promote healthier lifestyles;
- Ensure strong and cohesive communities which recognise Cardiff's commitment to make Cardiff a Child Friendly City and Age Friendly City; and
- Set out how air quality and water quality standards can be achieved;
- Promote the role of green spaces, green streets and public realm improvements, in delivering wellbeing benefits;
- Manage waste, ensure reuse and recycling, and control pollution;
- Ensure the regeneration of the city centre into a healthy, accessible, green, high-quality environment and experience for all;
- Deliver the regeneration of local neighbourhoods and local centres, particularly in areas of higher deprivation;
- Ensure safer environments which reduce the scope for crime;
- Facilitate equitable access and opportunity to Welsh medium education in all areas of the city so that the language continues to thrive;
- Promote the provision of services and jobs in areas of highest need to reduce inequalities; and
- Promote the role of natural and hard infrastructure to reduce noise pollution.

Objective 7: To ensure a vibrant, thriving mixed-use city centre and develop Cardiff Bay's full potential as a core destination for Cardiff and beyond, whilst ensuring vibrant and thriving district and local retail centres at the heart of local neighbourhoods.

The Plan will:

- Maximise the key strategic role of the city centre as a high density, major financial service sector and social hub of national significance and generate the agglomeration effect in attracting further investment;
- Protect and enhance the role of district and local centres with a range of uses serving local communities, accessible by public transport, walking and cycling;
- Ensure the comprehensive regeneration and upgrade of the city centre into a high quality, vibrant, green, inclusive, accessible, curated major ‘destination environment’;
- Maximise the potential for high density, mixed-use related to the regional sustainable transport hub at Central Square;
- Support the ability of the city centre and expansion areas to adapt by ensuring a presumption for mixed uses and further investment alongside the key retail role;
- Continue the regeneration of land south of the regional transport hub, and connecting to Cardiff Bay;
- Bring forward the Canal Quarter development to create a major new city centre destination, connect the city to its riverfront, and create new public spaces;
- Ensure centres can operate as flexibly as possible where a variety of retail, employment, commercial, community, leisure, health and public sector uses come together in a hub of activity to make them viable as go-to destinations once more by setting out a vision for each centre, establishing boundaries and identifying sites for redevelopment; and
- Continue the regeneration of Cardiff Bay as a high density, mixed-use destination with:
 - The provision of supporting sustainable transport infrastructure including Crossrail between Central Station, the Bay and Newport Road – including the regeneration around new stations in the city, Lloyd George Avenue, the Bay, Ocean Way, Splott and Newport Road areas;
 - The regeneration of Lloyd George Avenue and the surrounding area;
 - The enhancement to the Mount Stuart Square area and development of an arena at Atlantic Wharf including linkages to the Bay waterfront;
 - Future phases for the International Sports Village site;
 - The regeneration of Cardiff Docklands, including the Roath Dock/ Roath Basin and Alexandra Head areas.

Objective 8: To ensure that the city positively adapts to the new challenges posed by the implications of the pandemic.

The Plan will:

- Pick up on lessons learned to ensure that the city is more resilient and adaptable in the event of future pandemics;
- Support the post-pandemic recovery of the city;
- Identify wider changes required which also help the decarbonisation agenda, tackle climate change and improve health and well-being; and
- Identify any required positive permanent changes in places and as part of new development; and
- Respond to the change in work practices post- Covid through increased working from home and the need for new working and meeting hubs throughout the city.

Objective 9: To use the placemaking approach to create sustainable places, improve the city centre and neighbourhoods, maximise regeneration opportunities, enhance the role of public spaces, ensure that future growth can be effectively managed and deliver developments of high quality design.

The Plan will:

Define placemaking principles as an overarching approach in plan-making to create great places in new and existing locations to:

- Ensure high quality architecture, landscape design and placemaking are a priority for all new development, housing, buildings, places, streets and green spaces;
- Consider the needs, health and well-being of all people at the outset;
- Promote development in the most sustainable locations and the efficient use of land with a ‘brownfield first’ priority;
- Promote sustainable and active travel as part of a more integrated movement network;
- Promote high density mixed-use development;
- Deliver well designed and connected public spaces;
- Define features of character and local distinctiveness in new development; and
- Establish strict controls for the sub-division of existing homes, including flat conversions and HMOs.

3. Looking after our natural, historic and cultural assets

Objective 10: To ensure the resilience of ecosystems by protecting and enhancing Cardiff’s green and blue Infrastructure, its biodiversity and other natural assets.

The Plan will:

- Make Cardiff an exemplar green city by ensuring the resilience of ecosystems;
- Identify and set out how key natural assets of the city will be protected and enhanced including:
 - Open spaces, parks and allotments;
 - Enhance the access to strategically important river valleys of the Ely, Taff, Nant Fawr and Rhymney;
 - The countryside, including the strategically important ‘green backdrop’ formed by the ridge north of the city;
 - Cardiff’s rich biodiversity and wildlife resource including designated sites and other features/networks including trees and hedgerows;
- Recognise the role that green infrastructure can play in tackling climate change;
- Provide net benefit for biodiversity and ecosystem resilience, promoting well-being and creating healthy environments; and
- Ensure natural resources are protected including mineral and sand/gravel resources and reserves.

Objective 11. To protect and enhance Cardiff’s historic and cultural assets together with supporting sustainable tourism and cultural sectors.

The Plan will:

- Identify and set out how key historic and cultural assets of the city will be protected and enhanced including:
 - The city's Conservation Areas, Listed Buildings, Ancient Monuments, Registered Historic Landscapes and areas of archaeological importance;
 - Other non-designated features which make important contributions to Cardiff's historic and cultural distinctiveness.
- Set out how the Welsh language can be protected and enhanced in line with relevant legislation including new infrastructure, developments, interpretation and signage;
- Set out how Cardiff's night time economy and music scene can form part of a vibrant and diverse city centre; and
- Maximise Cardiff's role as an international tourism destination and host city of major events.

8. Strategic Growth and Spatial Options

Strategic Growth Options

8.1 An important part of the plan-making system in Wales is the need to consider different options as an integral element of plan preparation. Different growth options have therefore been assessed relating to potential future levels of growth over the plan period. Guidance states that options must be realistic and sustainable. This rules out a 'zero growth' option as people are living longer, births are currently increasing and due to economic progression, people will continue to migrate to the county. Furthermore, the LDP must reflect the vision and provide for Cardiff's social and economic needs.

8.2 To inform the future direction of population and household growth within the city three potential growth options were prepared in autumn 2021 and subjected to a consultation process over winter 2021/22. The three options identified the links between population growth and estimated employment growth and provided clearly different scenarios. It was made clear during the consultation that the final chosen option could be one of these or a different figure if that were considered more appropriate. The consultation findings together with wider work undertaken such as technical studies and Integrated Sustainability Appraisal have enabled consideration of the advantages and disadvantages of the options to determine the most appropriate level of growth for Cardiff.

8.3 The three options considered are set out below:

- **Option A:** Based on the Council's target for economic growth over the plan period to 2036 - the Plan will provide for about 19,000 new homes and 30,000 new jobs.
- **Option B:** Based on a policy dwelling led target of 1,600 dwellings per annum over the plan period to 2036 – the Plan will provide for about 24,000 new homes and 32,300 new jobs.
- **Option C:** Based on 2014 population and household projection figures and equivalent to continuing the growth levels in the adopted LDP over the plan period to 2036 – the Plan will provide for about 30,500 new homes and 43,000 new jobs.

8.4 In order to inform the consideration of growth and spatial options a consultation exercise was undertaken in winter 2021/22. This included an online survey and a summary of the results of this are set out in Table 1 below.

Table 1 Responses to growth options

	Number of Responses	% in favour
Option A – 19,000 new homes and 30,000 new jobs	200	48.0
Option B – 24,000 new homes and 32,300 new jobs	51	12.2
Option C – 30,500 new homes and 43,000 new jobs	62	14.9
Other	104	24.9
	417	100.0

8.5 Full results of the survey including the reasons why different options were favoured together with a summary of other comments received during the consultation can be found in the Initial Consultation Report which is available on the [LDP website](#).

8.6 In summary, those who chose a higher level of housing growth recognised the need to provide for new homes generated by the natural population growth of the city and those moving into the city to live and work together with meeting the urgent and evidenced need for new affordable housing for those experiencing homelessness and on the Council's waiting list. There was also a recognition that growth will provide job opportunities for the city and the region, reduce unemployment and tackle inequalities across the city. The majority of the responses to the online survey support Option A or lower. Reasons for supporting Option A or lower were based on possible negative consequences of higher levels of growth in terms of environmental impact and loss of green spaces and the need to bring back empty homes into use and need to spread growth regionally rather than concentrate it in cities.

8.7 Whichever option is progressed, the message emerging from the consultation responses which the plan strategy must address is how the desired level of growth can be effectively delivered in a sustainable way that does not have a negative impact upon the existing qualities of Cardiff. This is a key issue which must form an intrinsic part of the Preferred Strategy so that the plan as a whole represents a framework to deliver sustainable development: enhancing the economic, social, cultural and environmental wellbeing of people and communities and achieving a better quality of life for our own and future generations.

Assessment of Options

8.8 At the outset, it must be stressed that the existing "land bank" comprising homes under construction, with planning permission or awaiting the signing of a legal agreement is substantial. This known supply of housing combined with adjustment factors such estimates of windfall sites emerging during the plan period means that a large part of the housing growth in all three options is already identified or committed.

8.9 The three options have been considered and a summary of findings is outlined below. Guidance states that the Welsh Government population and household projections should form the starting point for setting levels of growth in LDPs and makes it clear that any departure from these figures should be fully justified by demonstrable evidence. This section therefore considers the options initially against the degree to which they meet the Welsh Government projections and then assesses against other factors based on national guidance as listed below:

- Accordance with Future Wales and cross-boundary/ city-region implications;
- Accordance with the Corporate Plan, 'Cardiff Well-being Plan' and 'Stronger, Fairer, Greener'
- Extent to which evidenced economic needs are delivered;
- Extent to which evidenced social/housing needs are delivered;
- Environmental and climate change implications;
- Deliverability and capacity factors; and
- Consultation findings (outlined above).

Accordance with the Welsh Government Projections

8.10 The latest Welsh Government population and household projections are from 2018 and were issued in 2019. These projections suggest that about 13,500 homes are needed over the plan period to 2036. However, these figures are based on the last 10 years when we have seen an under-provision of houses to meet our housing needs. Also, when compared with the existing “land bank” of sites outlined above, using these projections would effectively result in a “zero growth” strategy for the plan meaning the city would not be able to meet its social and economic needs as outlined above.

8.11 It is also important to note that Cardiff is considered by Welsh Government to be in a National Growth Area in Future Wales. Future Wales also recognises that Cardiff is set to remain the primary settlement in the region, its growth shaped by strong housing and employment markets. Given this, it is considered that there are strong reasons for departing from the level of growth set out in the latest Welsh Government projections.

8.12 In order to explore what level of growth above these projections is appropriate, the Council commissioned Edge Analytics who are independent experts of acknowledged UK standing to produce three alternative growth scenarios. These are set out below:

- **Option A:** Based on the Council’s target for economic growth over the plan period to 2036 – the Plan will provide for about 19,000 new homes (1,267 pa/0.8% growth) and 30,000 new jobs.
- **Option B:** Based on a policy dwelling led target of 1,600 dwellings per annum over the plan period to 2036 – the Plan will provide for about 24,000 new homes (1,600 pa/1% growth) and 32,300 new jobs.
- **Option C:** Based on 2014 population and household projection figures and equivalent to continuing the growth levels in the adopted LDP over the plan period to 2036 – the Plan will provide for about 30,500 new homes (2,033 pa/1.3% growth) and 43,000 new jobs.

8.13 Edge Analytics have updated these alternative growth scenarios to take into account the 2021 census results which were published in June 2022. These updated figures result in minor changes to the population figures and migration rates for options A and B and also the dwelling requirement for option A. These updated changes are included in the brackets below.

8.14 Option A is based on the Council’s target for economic growth of 1,600 jobs per annum and proposes a growth in population of 26,829 (28,191) or 7.4% (7.6%) over the plan period to 2036. This equates to an additional 17,017 (18,111) households and a dwelling completion rate of 1,179 (1,254) per annum. This scenario projects that net migration would be 737 (740) persons per year.

8.15 Option B is a policy driven dwelling led target of 1,600 dwellings per year. This scenario would result in a population growth of 39,373 (39,742) or 10.9% (10.7%) over the plan period to 2036. This equates to an additional 23,103 households and a net migration into the city of 1,460 (1,390) persons per annum.

8.16 Option C is based on the Welsh Government 2014-based population projections and proposes a growth in population 56,154 or 14.9% over the plan period to 2036. This equates to an additional 29,363 households and a dwelling completion rate of 2,034 per annum. This scenario projects that net migration would be 1,129 persons per year.

8.17 In terms of the most appropriate growth scenario to take forward in the Replacement LDP, it is considered that Option C is unrealistic given the high level of growth proposed over the plan period. This option proposes a growth in population more than twice the latest Welsh Government projections and therefore departs significantly from latest evidence on demographic growth. Option A is more in line with the latest Welsh Government projections representing a 64% uplift but does not provide sufficient growth to meet the Welsh Government aspirations in terms of Cardiff being in a National Growth Area and the Council's social and economic needs as outlined above. Given this it is considered that the policy dwelling-led target scenario of 1,600 dwellings per annum represents the most realistic and reliable option as it demonstrates the impact of a return of a more positive outlook in terms of housing completions. Planning for such a level of housing completions will help the city recover from the pandemic, provide much needed affordable housing and be a fundamental component of future economic growth together with achieving Welsh Government's aspirations for the city as a national growth area and economic driver of the city region.

Accordance with Future Wales and Cross-boundary/city-region implications

8.18 Future Wales places Cardiff in a National Growth Area and recognises that Cardiff is set to remain the primary settlement in the region, its growth shaped by strong housing and employment markets. It also recognises the need for a more fully integrated transport system in south east Wales to deliver its wider objectives. The need to provide more sustainable communities is supported along with valuing the environment and respecting distinctiveness.

8.19 In terms of the policy direction set out in Future Wales, there are concerns that Option A does not set out a sufficiently high level of growth for Cardiff to maximise its role as a National Growth Area and at the centre of the city-region. However, the level of growth proposed in Option C is of such a scale that there are serious concerns that it may result in too much investment being focused just in Cardiff which would prejudice the ability of other local authorities in the region to achieve their regeneration opportunities by diverting growth into the coastal belt. Additionally, it would place greater strain on a regional transportation system which is already experiencing capacity problems.

8.20 As set out above Option A is considered to fall short of providing the necessary stimulus. Option B proposes a level of growth which is considered to strike the appropriate balance. It maximises Cardiff's role as a National Growth Area and the centre of the city-region, providing a sufficiently strong 'economic powerhouse,' but not to the extent that may result in investment being too focused on Cardiff at the expense of other areas.

Accordance with 'Cardiff Well-being Plan' and 'Stronger, Fairer, Greener'

8.21 The 'Cardiff Well-being Plan' and 'Stronger, Fairer, Greener' set out a range of high-level objectives. The Well-being plan objectives include (1) A capital city that works for Wales and (2) One Planet Cardiff and 'Stronger, Fairer, Greener' seeks a stronger Cardiff through attracting new investment and businesses into the city, boosting economic productivity, creating good-quality jobs in Cardiff's high-value and foundational sectors, and boosting our resilience to climate change and associated environmental threats.

8.22 Overall, Option B is considered to be most aligned to these policy documents. Whilst it provides fewer jobs and homes than Option C, it is not considered to possess the negative cross-boundary impacts associated with Option C in terms of drawing in too much growth to Cardiff at the expense of the region. Option A falls short of delivering these high-level objectives and meeting evidenced social and economic needs.

Extent to which evidenced economic needs are delivered

8.23 There is compelling evidence of the need for Cardiff to provide a wide range and choice of jobs over the plan period. This is supported by strategic policies set out in Future Wales together with, the Council's Well-Being Plan and 'Stronger, Fairer, Greener' - which aspire for Cardiff to be at the heart of a thriving city-region. The strong economic performance of Cardiff compared to the wider city-region also underlines the importance of Cardiff continuing to drive prosperity for the benefit of south east Wales as a whole.

8.24 In conclusion, Option C has the advantage of setting out the provision for more jobs but the provision of jobs in excess of the provision of housing could result in unsustainable levels of commuting. Option A provides jobs but does not provide sufficient new housing to support this jobs growth. Option B strikes a more realistic balance and still provides enough jobs to provide a full range and choice of job opportunities.

Extent to which evidenced social/ housing needs are delivered

8.25 Cardiff needs to provide significant numbers of new houses, particularly affordable and family accommodation. Option A is not considered to set out sufficient provision to meet housing need over the plan period given the need for affordable housing and the position of Cardiff in a National Growth Area. Option C sets a level of provision which best meets the high levels of needs. However, it runs the risk of setting out a level of growth which could undermine other local authority areas meeting their housing targets and divert the market to the coastal belt.

8.26 Option B is considered to represent a level of growth which can provide a wide range and choice of housing opportunities which recognises Cardiff's position in a National Growth Area and responds well to housing needs but at an overall level which does not negatively impact upon the effective provision of housing sites across south east Wales. Given that current needs far exceed previous demand, it is entirely appropriate that a higher level of housing completions will be required.

Environmental and climate change implications

8.27 As set out above, a considerable amount of the growth proposed in each of the three options is already committed on a range of brownfield and greenfield sites. However, given the finite brownfield capacity to provide land for homes and jobs, it is inevitable that some options may necessitate releases of greenfield land. This will potentially have an impact upon Cardiff's environment and wider implications for climate change factors. However, whilst any loss of countryside to development would have some impact, different parts of Cardiff's countryside possess different intrinsic values, constraints and qualities. Brownfield sites can also possess high environmental value representing well used and popular local amenities within easy reach of homes. The priority of maximising the supply of suitable brownfield sites must therefore be carefully undertaken as insensitive selection of brownfield sites may have significant negative consequences for surrounding communities and the environment.

8.28 Whichever level of growth is selected, the plan will need to set out how impact upon the environment can be minimised and appropriate mitigation and enhancement measures incorporated into the overall strategy. In terms of the growth options being considered, the details of sites selected and possible mitigation measures would inform the detailed environmental consequences. It is therefore inappropriate to directly link growth with harm as the Replacement LDP provides the mechanism to manage impacts and effectively mitigate against potential harm.

8.29 In conclusion, the full consideration of environmental implications will inevitably reflect the site-by-site analysis which is set out in more detail in the following section. This ensures environmental factors fully contribute to the consideration of options as more detailed site-based analysis provides evidence on the suitability of sites which, in turn, help inform capacity considerations considered below.

Deliverability and capacity factors

8.30 The ability to practically deliver the required number of jobs and homes included in the selected growth option is a relevant consideration in assessing growth levels as deliverability is a key test of soundness for the acceptability of the plan. Linked to this is the capacity of the area to accommodate the additional levels of growth including the timely provision of necessary supporting infrastructure, particularly transportation solutions.

8.31 Given the impacts of the pandemic, rising construction and material costs and interest rates, current economic conditions are not favourable for bringing forward new homes and creating new jobs in high numbers. However, the LDP must make provisions for the whole plan period and not make short-term decisions based on prevailing market conditions. Indeed, planning policy can play a key role in helping to provide a framework to tackle the current conditions and enable the future provision of jobs and homes needed in Cardiff.

8.32 Option C would involve completing 2,034 homes per annum for the plan period to 2036. This contrasts to the past 15-year rate (2006 to 2021) of 1,070 per annum and the highest ever year in recent times of housing completions of 2,368 in 2006/07 (where approximately 70% were flats). This option would therefore represent a particularly high level of growth over a comparatively short period of time which raises deliverability concerns.

8.33 In contrast, Options A and B are considered capable of being delivered over the plan period. It is recognised that the level of housing completions in Option B is markedly higher than longer term past build rates (some 1,600 dwelling completions per annum for the remainder of the plan period) but this does not mean that it is not deliverable. As set out above, a considerable amount of the sites for these levels of growth is already committed and most of the strategic housing sites allocated in the current LDP are now underway with completions increasing on an annual like for like basis. This balanced range and choice of sites will greatly assist delivery of provision over the plan period which can be controlled by setting out a trajectory of provision in the plan. They also both represent levels of growth which can be accommodated in terms of existing capacities. New developments will also provide the opportunity to bring forward new infrastructure not only to address on-site provision but also to help address the strategic provision of physical and social infrastructure which will bring wider benefits.

Overall Conclusions

8.34 Overall, Option B is supported by the strongest evidence. Importantly the analysis set out above demonstrates that Option B can reasonably be considered overall to represent the most appropriate and balanced option compared to the other two options which both have significant drawbacks going right to the heart of the plan strategy.

8.35 There are compelling reasons not to support Options A and C. Option C is unrealistic given the high level of growth proposed over the plan period. This option proposes a growth in population more than twice the latest Welsh Government projections and therefore departs significantly from latest evidence on demographic growth. This level of growth within the plan period is considered to raise major environmental and capacity issues, particularly relating to transportation. Moreover, there are fundamental concerns regarding the practical delivery of such a high level of growth. In contrast, Option A's fundamental drawback is that it falls well short in delivering the evidenced need for new homes and jobs together with not delivering Future Wales and policy aspirations of Cardiff playing a key role as the centre of a thriving city-region.

8.36 Given this it is considered the policy dwelling-led target scenario of 1,600 dwellings per annum represents the most realistic and reliable option as it demonstrates the impact of a return of a more positive outlook in terms of housing completions. Planning for such a level of housing completions will help the city recover for the pandemic, provide much needed affordable housing and be a fundamental component of future economic growth together with achieving Welsh Government's aspirations for the city as a national growth area and economic driver of the city region.

8.37 The issues discussed in reaching this conclusion are also of wider relevance to the preparation of the whole Replacement LDP. It is important that the Replacement LDP sets out a strategy which not only indicates the appropriate level of growth but also provides an overall package of allocations and policies which provide for this growth in a managed and sustainable way. The strategy should also effectively address issues such as impact on the environment, delivering sustainable transportation solutions, together with representing a quantum of development which can be realistically delivered over the plan period.

Spatial Options

8.38 This section sets out proposed spatial options to accommodate the levels of growth for houses and jobs in Cardiff to meet identified need during the plan period to 2036. As outlined above, there is a substantial number of commitments including greenfield sites allocated in the current adopted LDP that are yet to be built.

8.39 As these sites are commitments and benefit from planning permission they are brought forward into the new plan, and although yet to be built, they form a significant element of the new housing provision for the Replacement LDP.

8.40 To provide for housing growth eight alternative Spatial Options have been identified and these are set out below. All options seek to:

- Support Cardiff as a key driver for growth, as part of a National Growth Areas as set out in Future Wales;

- Focus on sustainable development and the place making principles;
- Align with the One Planet Cardiff approach – to decarbonise the city and become a Carbon Neutral City by 2030, whilst creating economic opportunities and promoting social well-being.

- ***Option 1: Further extension of existing Strategic Site commitments***
- ***Option 2: Urban intensification based on a brownfield only strategy***
- ***Option 3: Renewal and regeneration based on brownfield mixed use sites***
- ***Option 4: Growth based around district and local centres in line with the city of villages concept***
- ***Option 5: Growth based around transport nodes***
- ***Option 6: Strategic public transit growth corridors***
- ***Option 7: Dispersed greenfield growth areas***
- ***Option 8: Dispersed combination of brownfield and greenfield***

8.41 In developing the spatial options, regard has also been had to the Candidate Sites submitted, the Well-Being of Future Generations (Wales) Act 2015 and the Cardiff wellbeing objectives. It should be noted that option generation is an important requirement of the Strategic Environmental Assessment directive. The strategic options have been assessed against the SA/SEA within the Initial Sustainability Appraisal – Strategic Environmental Assessment Report. This forms a key component in the process of selecting the most suitable strategic option for Cardiff.

8.42 Each spatial option has been subject to consultation and engagement to assess and evaluate their appropriateness with a view to establishing or developing a preferred option. Their content reflects the need to have regard to legislation, national planning policy, local and regional strategies whilst recognising the specific characteristics, assets and issues which are prevalent in Cardiff and form a strategic approach which delivers on the vision, and which promotes and guides development for the city.

8.43 The options identified assume that infrastructure improvements need to be aligned with new development, including improvements to transport networks, utilities, green infrastructure, health, education and social facilities. Consequently, the term 'development' used in the Spatial Options for Growth refers to the balance of housing, employment opportunities and the accompanying infrastructure.

8.44 No single option is necessarily considered preferable in their preparation and discussion, and there is scope and flexibility for the options to be adapted to take account of additional factors. It is acknowledged that the preferred option could combine elements from more than one option.

8.45 The tables below provide an explanation of each of the spatial options as considered. This is followed by an identified Preferred Spatial Option for consideration as part of this Preferred Strategy.

Option 1 – Further extension of existing Strategic Site Commitments
Description

<p>Growth and development focused on greenfield land around existing Strategic Housing Sites identified in the adopted Local Development Plan which were previously determined to be the most sustainable location for strategic scale growth. Further assessment would be required to identify the scale of growth possible in specific locations.</p>
<p>Consultation findings</p> <p>8% of respondents chose this option and felt it would usefully add to the existing pattern of development and planned infrastructure and deliver more affordable housing due to the lower costs associated with greenfield development.</p>
<p>Summary Assessment</p> <p>This option focusses growth around existing greenfield Strategic Housing Sites identified in the adopted LDP. In doing so, this option adds to the existing pattern of development and planned infrastructure investment such as public transport improvements and new school provision.</p> <p>Positives</p> <ul style="list-style-type: none"> • Provides a higher percentage of affordable housing due to the lower costs associated with developing greenfield land. • Would enable new development to piggyback on planned new infrastructure investment such as public transport improvements and new school provision. • Provides a greater range and choice of housing types. <p>Negatives</p> <ul style="list-style-type: none"> • Would result in the loss of greenfield land. • Does not sufficiently take into account market demand. • Increases the number of journeys and journey distances. • Strategic housing allocations in the current LDP have delivered lower rates than envisaged meaning a significant amount of housing land is already available to 2036. • Places pressure on communities in those areas that have historically taken most development.
<p>Conclusions</p> <p>This option represents a growth based around the existing greenfield Strategic Housing Sites identified in the adopted LDP. These sites have delivered lower levels of housing completions than anticipated in the adopted LDP Strategy and already have sufficient housing land committed during the plan period to 2036. Given this any additional land beyond these commitments would be difficult to justify and could be undeliverable during the plan period.</p>

<p>Option 2 – Urban intensification based on a brownfield only strategy.</p>
<p>Description</p> <p>Growth and development focused within the settlement boundary maximising the capacity of the urban area and encouraging higher densities in appropriate locations.</p>
<p>Consultation findings</p> <p>44% of respondents chose this option and felt it would protect greenfield areas outside the settlement boundary, secure brownfield development and enhance sustainable transport and existing infrastructure.</p>
<p>Summary Assessment</p> <p>This option focusses growth within the settlement boundary. In doing so it maximises the capacity of the urban area and encourages higher densities in appropriate locations.</p> <p>Positives</p> <ul style="list-style-type: none"> • Protects greenfield areas outside the settlement boundary. • Would enable the regeneration of brownfield land. • Would enhance sustainable transport as builds on existing transportation infrastructure. • Would help deliver sustainable neighbourhoods as sites are located near existing retail and community facilities. • Would help tackle deprivation within urban areas of the city with opportunities to provide affordable and older people’s housing in local communities. <p>Negatives</p> <ul style="list-style-type: none"> • Deliver less affordable housing due to the higher development costs of remediating brownfield land. • Provides less range and choice of housing types. • Would need to ensure that green infrastructure and related corridors within urban areas are protected. • Would need to ensure that heritage assets are protected
<p>Conclusions</p> <p>This option would maximise the use of brownfield land within the existing urban area and has significant positives. It would reduce the reliance on greenfield sites to deliver housing growth, tackle deprivation within urban areas through regeneration of brownfield sites and provision of affordable and older people’s housing in local communities, and help deliver sustainable neighbourhoods where the use of existing sustainable infrastructure is maximised, and new development is located near existing retail and community facilities.</p>

In taking forward this option, it would be important to ensure that existing green spaces and corridors within the urban area are protected and enhanced on the back of regeneration schemes. There would also need to be recognition that heritage assets should be protected. Furthermore, this option would lead to less affordable housing coming forward from development sites due to the higher remediation costs and the type of housing provided would be higher density development.

Option 3 – Renewal and regeneration based on brownfield mixed use sites

Description

As with Option 2 strong focus on growth and development within the settlement boundary maximising the capacity of the urban area and encouraging higher densities in appropriate locations but also direct growth to supporting the regeneration of large-scale mixed-use brownfield sites and renewal projects.

Consultation findings

39% of respondents chose this option and felt it would protect greenfield areas outside the settlement boundary, support urban renewal and public transport improvements, secure brownfield regeneration, enhance sustainable transport and existing infrastructure and support a mixed economy by balancing housing and jobs growth

Summary Assessment

As with Option 2 strong focus on growth and development within the settlement boundary. In doing so maximising the capacity of the urban area and encouraging higher densities in appropriate locations but also direct growth to supporting the regeneration of large-scale mixed-use brownfield sites and renewal projects.

Positives

- Protects greenfield areas outside the settlement boundary.
- Supports urban renewal and regeneration of brownfield land.
- Would enhance sustainable transport as builds on existing transportation infrastructure.
- Opportunities for transport improvements such as new railway stations on the back of large-scale urban regeneration schemes.
- Would help deliver sustainable neighbourhoods as sites are located near existing retail and community facilities.
- Would help tackle deprivation within urban areas of the city with opportunities to provide affordable and older people's housing in local communities.
- Supports mixed economy by balancing housing and jobs growth.

Negatives

- Deliver less affordable housing due to the higher development costs of remediating brownfield land.
- Provides less range and choice of housing types.
- Would need to ensure that green infrastructure and related corridors within urban areas are protected.
- Would need to ensure that heritage assets are protected

Conclusions

As with Option 2 this option would maximise the use of brownfield land within the existing urban area but also direct growth to supporting the regeneration of large-scale mixed-use brownfield sites and renewal projects. As with Option 2 it has significant positives. It would reduce the reliance on greenfield sites to deliver housing growth, tackle deprivation within urban areas through regeneration of brownfield sites and provision of affordable and older people's housing in local communities, and help deliver sustainable neighbourhoods where the use of existing sustainable infrastructure is maximised, and new development is located near existing retail and community facilities. Given the scale of the regeneration and renewal schemes, there would be opportunities to locate employment and housing uses together to support a mixed economy and also secure transportation improvements through new railway stations.

In taking forward this option it would be important to ensure that existing green spaces and corridors within the urban area are protected and enhanced on the back of regeneration schemes. There would also need to be recognition that heritage assets should be protected. Furthermore, this option would lead to less affordable housing coming forward from development sites due to the higher remediation costs and the type of housing provided would be higher density development.

Option 4 – Growth based around district and local centres in line with the city of villages concept

Description

As with Option 2 but the focus of growth and development in the existing network of district and local centres within the settlement boundary providing a more mixed use, walkable and sustainable city

Consultation findings

28% of respondents chose this option and felt it would protect greenfield areas outside the settlement boundary, support strengthened community services and facilities in the most

accessible locations, strengthen the existing role of district and local centres, enhance sustainable transport and existing infrastructure, support brownfield development and regeneration, and support the provision of sustainable neighbourhoods.

Summary Assessment

As with Option 2 but the focus of growth and development in the existing network of district and local centres within the settlement boundary. In doing so providing a more mixed use, walkable and sustainable city.

Positives

- Protects greenfield areas outside the settlement boundary.
- Strengthens the role of district and local centres and supports strengthened community services and facilities in these locations.
- Supports the provision of sustainable neighbourhoods.
- Supports urban renewal and regeneration of brownfield land.
- Would enhance sustainable transport as builds on existing transportation infrastructure.
- Would help tackle deprivation within urban areas of the city with opportunities to provide affordable and older people's housing in local communities.

Negatives

- Deliver less affordable housing due to the higher development costs of remediating brownfield land.
- Provides less range and choice of housing types.
- Would need to ensure that green infrastructure and related corridors within urban areas are protected.
- Would need to ensure that heritage assets are protected.

Conclusions

As with option 2 this option would maximise the use of brownfield land within the existing urban area but also direct growth around existing district and local centres. As with Option 2 it has significant positives. It would reduce the reliance on greenfield sites to deliver housing growth, strengthen the role of district and local centres and support strengthened community services and facilities in these locations, support the delivery of sustainable neighbourhoods where the use of existing sustainable infrastructure is maximised and new development is located near existing retail and community facilities and tackle deprivation within urban areas through regeneration of brownfield sites and provision of affordable and older people's housing in local communities

In taking forward this option, it would be important to ensure that existing green spaces and corridors within the urban area are protected and enhanced on the back of regeneration schemes. There would also need to be recognition that heritage assets should be protected.

Furthermore, this option would lead to less affordable housing coming forward from development sites due to the higher remediation costs and the type of housing provided would be higher density development.

Option 5 – Growth based around transport nodes

Description

As with Option 2 but focus of growth and development in areas with good public transport links and facilities

Consultation findings

28% of respondents chose this option and felt it would protect greenfield areas outside the settlement boundary, supports opportunities for public transport improvements such as new railway stations, and supports brownfield development and regeneration.

Summary Assessment

As with Option 2 but focus of growth and development in areas with good public transport links and facilities. In doing so the emphasis is on the existing public transport network and securing development that is well placed to meet the needs of existing and future communities to be well connected to a sustainable travel network.

Positives

- Protects greenfield areas outside the settlement boundary.
- Would enhance sustainable transport as builds on existing transportation infrastructure and supports public transport improvements such as new railway stations.
- Supports the provision of sustainable neighbourhoods.
- Supports urban renewal and regeneration of brownfield land.
- Would help tackle deprivation within urban areas of the city with opportunities to provide affordable and older people's housing in local communities.

Negatives

- Delivers less affordable housing due to the higher development costs of remediating brownfield land.
- Provides less range and choice of housing types.
- Would need to ensure that green infrastructure and related corridors within urban areas are protected.
- Would need to ensure that heritage assets are protected.

Conclusions

As with Option 2 this option would maximise the use of brownfield land within the existing urban area but also direct growth to areas with good public transport links. As with Option 2 it has significant positives. It would reduce the reliance on greenfield sites to deliver housing growth, support the delivery of sustainable neighbourhoods, maximise the use of existing sustainable infrastructure, support opportunities for public transport improvements and new development located near existing retail and community facilities and tackle deprivation within urban areas through regeneration of brownfield sites and provision of affordable and older people's housing in local communities.

In taking forward this option, it would be important to ensure that existing green spaces and corridors within the urban area are protected and enhanced on the back of regeneration schemes. There would also need to be recognition that heritage assets should be protected. Furthermore, this option would lead to less affordable housing coming forward from development sites due to the higher remediation costs and the type of housing provided would be higher density development.

Option 6 – *Strategic public transport growth corridors*

Description

Growth and development focused on greenfield sites along new public transit corridors leading out of the city to the wider region.

Consultation findings

8% of respondents chose this option and felt it would support the delivery of public transport improvements, enhance sustainable transport and build on existing infrastructure, deliver more affordable housing, and a greater range and choice of housing sites and types.

Summary Assessment

Growth and development focused on greenfield sites along new public transit corridors leading out of the city to the wider region.

Positives

- Supports the delivery of public transport improvements such as new rail links and railway stations.
- Enhances sustainable transport and builds on existing infrastructure.
- Provides a higher percentage of affordable housing due to the lower costs associated with developing greenfield land.
- Provides a greater range and choice of housing types.

<p>Negatives</p> <ul style="list-style-type: none"> • Would result in the loss of greenfield land. • Does not sufficiently take into account market demand and deliverability. • Increases the number of journeys and journey distances. • Places pressure on communities in those areas that have historically taken most development.
<p>Conclusions</p> <p>This option represents a growth focused on greenfield sites along new public transit corridors leading out of the city to the wider region. This option seeks to bring forward more greenfield land in areas which have already seen large greenfield housing allocations in the adopted LDP. These sites have delivered lower levels of housing completions than anticipated in the adopted LDP Strategy and already have sufficient housing land committed during the plan period to 2036. Given this any additional land beyond these commitments would be difficult to justify and could be undeliverable during the plan period.</p>

<p>Option 7 – <i>Dispersed greenfield growth areas</i></p>
<p>Description</p> <p>Growth and development focused outside the settlement boundary on a range of dispersed greenfield growth areas.</p>
<p>Consultation findings</p> <p>5% of respondents chose this option and felt it would deliver more affordable housing and a greater range and choice of housing sites and types.</p>
<p>Summary Assessment</p> <p>Growth and development focused outside the settlement boundary on a range of dispersed greenfield growth areas.</p> <p>Positives</p> <ul style="list-style-type: none"> • Provides a higher percentage of affordable housing due to the lower costs associated with developing greenfield land. • Provides a greater range and choice of housing types. <p>Negatives</p>

- Would result in the loss of greenfield land.
- Does not sufficiently take into account market demand and deliverability.
- Increases the number of journeys and journey distances.
- Places pressure on communities in those areas that have historically taken most development.
- Does not enhance sustainable transport and build on existing infrastructure.

Conclusions

This option represents a growth dispersed on a range of greenfield sites around the city. This option seeks to bring forward more greenfield land in areas which have already seen large greenfield housing allocations in the adopted LDP. These sites have delivered lower levels of housing completions than anticipated in the adopted LDP Strategy and already have sufficient housing land committed during the plan period to 2036. Given this any additional land beyond these commitments would be difficult to justify and could be undeliverable during the plan period.

Option 8 – *Dispersed combination of brownfield and greenfield growth areas*

Description

Growth and development are focused on a range of dispersed brownfield and greenfield growth areas within and outside the settlement boundary.

Consultation findings

9% of respondents chose this option and felt it would deliver more affordable housing and a greater range and choice of housing sites and types and result in less loss of greenfield land.

Summary Assessment

Growth and development are focused on a range of dispersed brownfield and greenfield growth areas within and outside the settlement boundary.

Positives

- Provides a higher percentage of affordable housing due to the lower costs associated with developing greenfield land.
- Provides a greater range and choice of housing types.

Negatives

- Would result in the loss of some greenfield land but less than options 1, 6 and 7.
- Does not sufficiently take into account market demand and deliverability.

- Increases the number of journeys and journey distances.
- Places pressure on communities in those areas that have historically taken most development.
- Does not enhance sustainable transport and build on existing infrastructure

Conclusions

This option represents a growth dispersed on a combination of greenfield and brownfield sites around the city. This option seeks to bring forward more greenfield land in areas which have already seen large greenfield housing allocations in the adopted LDP. These sites have delivered lower levels of housing completions than anticipated in the adopted LDP Strategy and already have sufficient housing land committed during the plan period to 2036. Given this any additional land beyond these commitments would be difficult to justify and could be undeliverable during the plan period.

Identifying the Preferred Spatial Option

8.46 The development of the preferred option has emerged from the consideration of the spatial options and other considerations, including but not limited to:

- the well-being objectives;
- the content of the Annual Monitoring Reports and Review Report;
- the engagement processes; and
- the Integrated Sustainability Report findings.

8.47 In identifying the preferred option, there was always an acceptance that there would be potential variations on the strategic options identified, including an option which would consider a mix of the positive outcomes from a number of those options. In considering the above, and having reference to the issues, objectives and vision discussed earlier in the Preferred Strategy, and the comments received from the engagement process, a hybrid option, which reflects some of the characteristics of the eight spatial options, emerged as the most appropriate approach to delivering a balanced and sustainable spatial strategy for the city.

Preferred Option - Sustainable Growth Strategy

8.48 This hybrid option builds on the approach highlighted through the brownfield strategic options 2, 3, 4 and 5. The strategy is essentially a brownfield strategy and seeks to meet the majority of housing land required during the plan period to 2036 through a range of brownfield sites within the existing settlement boundary. Such sites will be major regeneration and renewal areas, located within or adjacent to district or local centres or on transport nodes within the urban areas. These sites in combination with the substantial existing landbank of sites on greenfield sites around the edge of the city will provide for a range and choice of housing types and locations across the city.

9. Preferred Strategy

9.1 The Preferred Strategy sets out to deliver the vision and strategic objectives and address the key issues which have been identified. The Replacement LDP will, as it progresses through to adoption, set out how the changes within the city over the plan period will be managed and planned for. Through its policies and proposals, the Replacement LDP will seek to provide for these changes and the respective levels of growth and identify where such growth will be acceptable by identifying sites for specific land uses whilst protecting and enhancing the city's environmental, landscape and built historic interests. These detailed elements will be contained within the Deposit LDP.

9.2 The preparation of this Preferred Strategy has been informed by national and regional guidance with plans and strategies at all levels contributing, where appropriate, to the development of an emerging evidence and knowledge base. Engagement has also played a significant role in preparing this Preferred Strategy (including issues generation and the strategic options).

Spatial Approach

9.3 The strategy seeks to provide balanced growth centred on the delivery of a range of brownfield sites within the settlement boundary in addition to existing commitments on greenfield sites around the edge of the city. Such an approach supports the needs and the delivery of the region and the Council's strategic and regeneration objectives.

9.4 The Replacement LDP will provide the opportunity to deliver 24,000 homes over the plan period. This is the equivalent of 1,600 homes per year from 2021 to 2036. This would allow for new homes to be provided in a sustainable manner which supports the aspirations of our communities and provides appropriate flexibility to respond to the city's affordable housing objectives.

9.5 In delivering the number of homes set above, this Preferred Strategy includes an additional flexibility as part of its supply (uplift) to ensure the delivery of sustainable growth and to overcome any potential unforeseen deliverability issues. A 10% flexibility through a further 2,400 homes is included. This equates to a housing supply of 26,400 dwellings to deliver the 24,000 homes.

9.6 Such an approach will be supported through a strong economic environment with the delivery of a minimum of 32,300 jobs over the plan period a key component. This reflects the growth and job creation objectives within the Council's Economic Strategy 'Building More and Better Jobs', and through the Cardiff City Region Deal.

Sustainable Development, Well-being and Climate Change

9.7 In planning for a sustainable future for Cardiff, this Preferred Strategy seeks to reflect and promote the principles of Sustainable Development and to embed the duties set through the Well-being of Future Generations Act 2015. The planning system has a long-standing track record in the promotion of sustainable development and in this respect, this Preferred Strategy and the LDP as it progresses through to adoption will seek to enhance the economic, social, cultural and environmental well-being of communities. It will also as part of this agenda play its part in tackling the causes and effects of climate change reflecting the contribution of the planning system as a whole.

9.8 The LDP seeks to put a policy framework in place which tackles the causes and effects of climate change within the city through the adoption of sustainable principles and development.

9.9 The LDP will promote the principles of sustainability by:

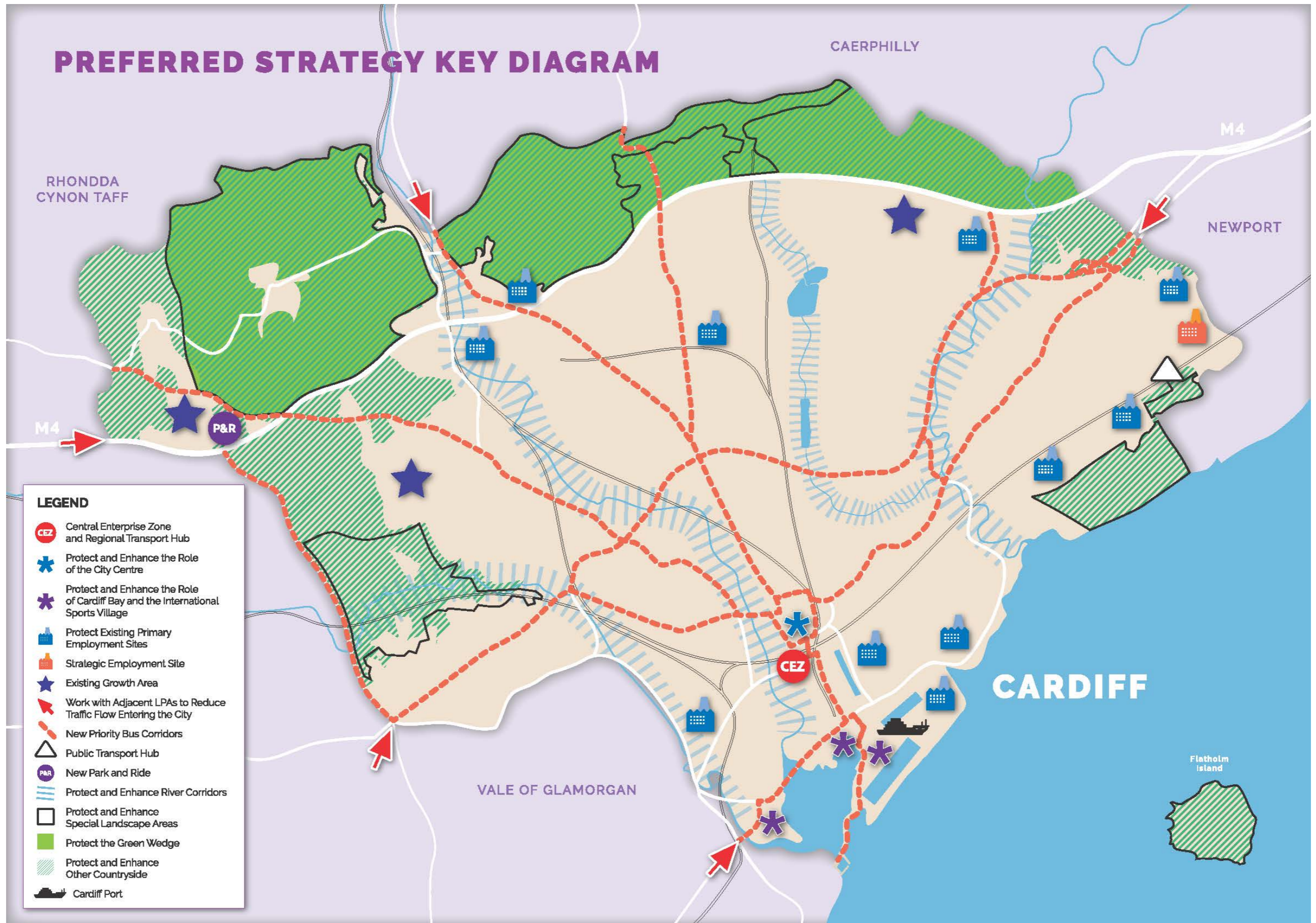
- Protecting and enhancing biodiversity, townscapes and landscapes;
- Minimising energy demand and consumption by facilitating the delivery of carbon neutral buildings and homes, including the promotion of the efficient use of resources including directing development to previously developed land wherever possible;
- Reducing unwarranted reliance of the private motor car, promoting sustainable and 'green' travel alternatives, building on advances in technology and promoting accessibility to alternative means of travel;
- Promoting sustainable waste management;
- Promoting sustainable water management (including ensuring a sustainable supply of water resources and water quality, promoting sustainable drainage modes and addressing flooding issues). This includes reducing the vulnerability of communities by ensuring that development is not located in flood risk areas;
- Promoting the enhancement of wellbeing and social inclusion by supporting healthy, accessible and cohesive communities;
- Supporting the development of a resilient economy and facilitating appropriate future growth; and
- Promoting and safeguarding of the Welsh language and culture.

Preferred Strategy - Key Components

9.10 The key components of the strategy are as follows:

- Provide for 26,400 (including 10% flexibility allowance) new homes during the plan period 2021 to 2036;
- Provide opportunities to deliver a minimum of 32,300 new jobs during the plan period 2021 to 2036 in the city to support the strategic economic and employment ambitions within the city and region;
- Provide sufficient employment land to support economic growth and job creation;
- Potential to deliver 5,000 to 6,000 affordable homes depending on make-up of sites;
- Provide a good range and choice of housing with a 50:50 brownfield/greenfield split;
- Deliver infrastructure, community facilities and sustainable travel objectives;
- Respect and enhance the rich and diverse environmental qualities of the city;
- Recognise the cultural and linguistic character of the city;
- Contribute to the delivery of physical and social regeneration opportunities which provide for and reflect a range of diverse and cohesive communities across the city;
- Focus retail change on established centres;
- Recognise the contribution of 'previously developed land' and utilises it as appropriate;
- Provide opportunities to cater for the city's visitor economy;
- Protect and enhance the natural, historic and built conservation qualities of Cardiff and its high value landscapes; and

- Contribute to an integrated transport network both within the city and the region and promote opportunities to use and access alternative means of transport including walking and cycling.



10. Strategic Policies

10.1 The following section sets out the Strategic Policies which form the framework for implementing and delivering the Replacement LDP. The policies seek to support the delivery of the Plan's vision and objectives, the Council's aims set out in the strategy "*Stronger, Fairer Greener*" and also provides high level links and broad conformity with the Well-Being Objectives. Appendix 2 contains compatibility assessments between the Revised Replacement LDP strategic objectives, the Wellbeing Objectives, Key Planning Principles and National Sustainable Placemaking Outcomes set out in Planning Policy Wales and Future Wales.

10.2 The Preferred Strategy focuses on creating sustainable and inclusive places that recognise the well-being of individuals, their families and communities and is part of a connected approach across all the themes allowing for long term solutions to ensure opportunities are available to maintain and enhance well-being.

10.3 It recognises that sustainable places are created from a balance of environmentally friendly, economically vibrant, and socially inclusive characteristics, which aim to benefit not only current inhabitants but also future generations.

10.4 It should be noted that specific policies will be developed as part of the Deposit LDP and will as appropriate be identified within the context of the relevant theme.

1. STRONGER

SP1: PROVIDING FOR SUSTAINABLE GROWTH

To effectively meet evidenced economic and social needs whilst maintaining and enhancing Cardiff's natural resources, the plan sets out a strategy to make provision for 26,400 (including a 10% flexibility allowance) dwellings and 32,300 new jobs over the plan period.

10.5 As set out above various growth options have been considered and consulted on and expert advice sought. The level of growth set out within this Policy is considered to best reflect an analysis of all relevant factors. Importantly, it is based on the most up-to-date information takes account of all relevant National planning policy guidance as set out in Planning Policy Wales and summarised below.

10.6 No other material factors are considered to possess sufficient weight to warrant departure from this level of growth which is considered to:

- Accord with Future Wales: The National Plan 2040 which identifies the city as a National Growth Area;
- Accord with the Council's vision and LDP objectives;
- Effectively respond to the clear evidenced need to provide for a considerable number of new homes and jobs. The Plan makes provision to deliver the official projections and is considered to strike the right balance having regard to the full range of factors;
- Deliver necessary homes and jobs, but in a managed and controlled manner protecting key elements of Cardiff's environment;

- Meet deliverability and capacity factors - the LDP contains proposals and mechanisms which justify how deliverability and capacity matters can be adequately addressed.
- Respond in an evidence-based manner to the divergence of views expressed during the consultation on strategic options.

10.7 The detailed breakdown of how it is intended to provide for the 26,400 new homes over the Plan period is shown in Table 2 below.

Table 2: Cardiff LDP Housing Requirement (2021-36)			
Housing Provision	1	Dwelling Requirement (figure derived from growth scenario)	24,000
	2	10% Flexibility Allowance	2,400
	3	Total Housing Provision 2021 to 2036 (LDP must accommodate this number of homes)	26,400
Completions & Landbank	4	Homes Completed 1st April 2021 to 31st March 2023	2,596
	5	Homes currently under construction (as at 1st April 2023)	2,158
	6	Homes with planning consent but not implemented (as at 1st April 2023)	12,740
	7	Homes with planning consent, subject to signing of a Legal Agreement (at 31 March 2023)	2,883
	8	Current 'Landbank' (i.e. rows 5,6 & 7)	17,781
	9	Completions & Current 'Landbank' sub total	20,377
Adjustments for changes in existing dwelling stock	10	Demolitions during Plan period (net loss)	Assumes demolitions will continue at similar levels to the past 10 years (i.e. 540 between 2013/14 to 2022/23) for the remainder of Plan period. -702
	11a	Change of use from residential to other uses (net loss)	Assumes similar levels of existing housing stock will be lost to other uses to that experienced over the last 10 years (i.e. 46 between 2012/13 to 2021/22) -60
	11b	Change in stock - chargeable second homes	Assumes similar levels going forward to those experienced over the last 6 years on record (i.e. average of 85 p.a.) -1,105
	11c	Change in stock - holiday home/non-domestic council tax rating	Assumes similar levels will continue at similar levels to those experienced over the last 5 years on record (i.e. average of 22 p.a.) -286
	12	Residential conversions - positive net change	Assumes similar levels of residential to residential conversions (e.g. sub-division of property) will take place to past 10 years (i.e. 85 between 2013/14 to 2022/23) 111
	13	Adjustments sub total	-2,042
Allowances	14	Large windfall sites (10 or more units)	Assumes delivery rates approx. 75% of past 10 years (i.e 4,733 between 2013/14 to 2022/23). First two years post adoption omitted. 3,905
	15	Small windfall sites (under 10 units)	Assumes delivery rates approx. 75% of the past 10 years (i.e 835 between 2013/14 to 2022/23) 814
	16	Change of use windfalls	Assumes these come forward at a similar level to the past 10 years (i.e 1,141 between 2013/14 to 2022/23) 1,483
	17	Windfall Allowance	6,202
	18	Non-delivery Allowance	Element of uncertainty but considered reasonable to assume 20% reduction in homes contained in the landbank (i.e. 20% of rows 6 & 7) for possible reduced dwelling yield and/or some sites not coming forward -3,125
	19	Allowances sub total	3,078
Allocations	20	Strategic Sites	
	a		
	b		
		Site A	2,500
		Site B Ferry Road	500

c		Site D J33 (Residual)	500
d		Site E South Cregiau	650
e		Site F North East Cardiff (residual)	891
			5,041
21	Non-Strategic Sites		
a		Rookwood Hospital	90
b		Land at Areas 9-12	150
			240
22	Allocations sub total (Currently only includes previously allocated strategic sites)		5,281
23	Total Housing Supply		26,693
24	Residual Balance (Supply minus Plan Provision)		293

10.8 In terms of the provision of new homes, as set out above in Table 2 there is a substantial landbank of new homes already committed on a range and choice of brownfield and greenfield sites across the city (20,377 as at April 2023). In addition to this, the existing allocations in the adopted LDP (several of which are currently subject to large planning applications which are currently being determined) will deliver a further 5,281 dwellings. This means that there is no need to identify land for any additional dwellings over the plan period to meet the level of growth proposed in the Preferred Strategy. Given this it is considered that no new greenfield releases are necessary, and further housing growth during the plan period will be through a range of brownfield sites within the existing settlement boundary.

10.9 This would demonstrate a 50:50 brownfield/greenfield split and will provide for market and affordable housing on a range and choice of housing types and locations across the city.

10.10 In a similar way to the provision of new homes, there is a need to provide for a range and choice of new job opportunities. It is important to ensure that a range and choice of employment land and business premises are provided to maintain and improve the competitiveness of the city, promote, and protect indigenous business and attract inward investment.

10.11 This approach responds to Cardiff's role as the main economic driver of the city-region in South East Wales. At the heart of this approach is recognition that the Cardiff city-region clearly forms a natural economic area, and it has consistently made a major positive contribution to the economic growth of Wales. In core city analysis, Cardiff performs well and there is an opportunity to build further on this through continuing to enhance Cardiff's role and improve linkages and connectivity within the city-region. It is also recognised that there are significant benefits for adjoining areas from Cardiff's success in achieving economic growth. The Cardiff Parkway new rail station and associated provision of B use class employment land and premises will play a vital role in this respect.

10.12 The Plan provides a framework for delivering a wide range and choice of employment sites in different locations and for different sectors including the key market sectors of ICT, energy and environmental technologies, advanced materials and manufacturing, creative industries, life sciences and financial and professional services. The range of sites ensures that Cardiff can provide for the stated level of growth for new jobs. Importantly, different sites will perform different roles in the strategy. In addition to the traditional employment sites located in south and east of the city, there are a number of out-of-centre business parks to the north and east connected to the strategic highway network. Furthermore, land for employment is provided within the residential led developments at Junction 33, northwest Cardiff, and northeast Cardiff. The Strategy supports the regeneration of land and property for employment purposes including land at Forest Farm, Longwood Drive, Coryton for a Life Science Park. A key component of this framework is the protection of existing employment land from alternative uses, alongside maximising opportunities for refurbishment and higher density redevelopment.

10.13 The geographical spread of the 'Cardiff offer' also addresses the need to provide jobs in accessible locations. In this respect, Cardiff Central Enterprise Zone and Regional Transport

Hub represents a highly sustainable and accessible location, close to areas of high unemployment in the city but also readily accessible to the wider region via sustainable modes of transport.

SP2: SUSTAINING ECONOMIC GROWTH AND RESILIENCE

Provision will be made for a range and choice of employment sites for different types of employment and in different geographical locations which will effectively contribute towards the delivery of the level of growth set out in the plan. This will be supported by a strong framework to protect the future role of the city's employment land, through the designation of strategically and locally important employment land and premises. These areas will be identified on the proposals map and will continue to be required for employment purposes. Such areas will need to be safeguarded from alternative forms of development, in order to effectively meet future supply in relation to both office/research and development floorspace, as well as industrial and warehousing land, over the plan period.

10.14 In terms of providing for new employment land, the Strategy sets a framework for delivering a wide range and choice of employment sites in different locations and for different sectors including the key market sectors of ICT, energy and environmental technologies, advanced materials and manufacturing, creative industries, life sciences and financial and professional services. These sites will contribute towards the delivery of the stated level of growth for new jobs. Importantly, different sites will perform different roles in the strategy.

10.15 The provision of employment land as part of wider housing-led comprehensive developments at North West Cardiff and North East Cardiff, provides an important role in terms of the overall supply and mix of employment land offering a good range and choice of small out of centre employment sites, including offices, creative industries, small workshops, and starter units. This will be essential to ensure the continued provision of local employment opportunities and address the geographical employment disparities across the county.

10.16 The geographical spread of the 'Cardiff offer' also addresses the need to provide jobs in accessible locations. In this respect, the key strategic proposal relating to the Cardiff Central Enterprise Zone and Regional Transport Hub represents a highly sustainable and accessible location, close to areas of high unemployment in the city but also readily accessible to the wider region via sustainable modes of transport. The established Cardiff Central Enterprise Zone is centred on the Cardiff Central Railway Station and is the only Enterprise Zone in the UK dedicated to attracting and growing the financial and professional services sector.

10.17 Cardiff's prime office core known as Central Square comprises Grade A office space including the new headquarters for BBC Cymru Wales and The Interchange, a mixed-use commercial and residential scheme and transport hub. Directly next to Cardiff Central is the new Central Quay Development, a large mixed-use development currently under construction which is proposed to include hotels, offices, luxury apartments and a university campus.

10.18 The Council resolved to grant planning permission (application 21/00076/MJR) for Land south of St Mellons Business Park (Cardiff Parkway). That remains its position. The application

has been called in by Welsh Government and is still pending a decision. If approved, this development will provide a strategic employment site capable of attracting inward investment opportunities for high value service and knowledge-based sectors. This is an important employment site which contributes to the necessary range and choice of types of employment opportunities in the city. Its location is particularly well placed to provide accessible job opportunities to areas of known deprivation. The proposed development aims to become a catalyst for growth, contributing to the regeneration of East Cardiff and the wider Cardiff Capital Region. The development of a new business park will provide up to 90,000 sqm. of business space and has the potential to support around 6,000 jobs, as well as becoming a transport hub that helps people to access other employment opportunities across the region.

10.19 Cardiff Council appointed Hardisty Jones Associates (HJA) in partnership with Owen Davies Consulting and NP Linnells Property to undertake an Employment Land and Premises Study (ELPS) (March 2022).

10.20 The future employment land requirement for Cardiff has been assessed taking into account:

- labour supply projections, reflecting the population projections;
- historic take-up of employment land; and
- employment sector projections.

10.21 The Study contributed further to the LDP Review evidence base by not only identifying employment land requirements for the replacement LDP period (2021-2036), but also assessing the suitability of the existing employment land supply to meet these needs.

10.22 In quantitative terms the existing supply of office and research and development (R&D) floorspace across the range of contributing areas (current stock of vacant premises, confirmed pipeline and strategic site allocations) is more than sufficient to meet core requirements.

10.23 The surplus of supply provides for a range of typologies and locations, including substantial provision within the Central Business Area and Cardiff Bay Area, as well as out of town/business park provision.

10.24 There is also potential for reduced demand, or additional releases from the existing stock if higher levels of hybrid working are retained in the medium-long term. Furthermore, there is potential for higher levels of stock refurbishment in response to the need to reduce carbon emissions.

10.25 Identified Industrial and Warehousing supply falls below the lowest estimate of future requirements. The industrial market has exceptionally low rates of vacancy at present, and there is strong levels of reported market demand. Stakeholders have stated that limited supply has constrained growth in this sector.

10.26 Analysis suggests the LDP should provide for approximately 300,000 sqm of industrial and warehouse space. This is substantially greater than the available supply within the current pipeline and strategic site allocations. The requirement is in the order of 140,000 sqm of floorspace, equivalent to an estimated 35 hectares in land terms.

10.27 Given the predicted future employment land requirements, it is fundamental that the Strategy seeks to protect strategically and locally important existing business and industrial and warehousing land (B1b/c, B2 and B8 uses). There will also be a strong presumption in favour of retaining existing high quality and accessible office accommodation (B1a uses).

10.28 The loss of employment land can be incremental with the loss of one site setting the precedent for the loss of a series of others in a similar location, leading to a gradual erosion of an employment area. Sometimes alternative uses can also fragment a larger business area or sever links between employment uses in an area. Over time pressure for alternative uses result in a cumulative loss of employment sites to the detriment of the local economy. In addition, many existing industrial areas are located within the 'southern arc' of deprivation in areas of greatest need for jobs and it is important to retain employment in these locations due to their accessibility.

10.29 A strong employment protection policy will ensure their continued important contribution to providing accessible sources of employment in the city. However, consideration will be given to the change of use to alternative uses (including housing) of lower quality office and industrial premises, which do not perform an important strategic or local role in terms of the overall range and choice of premises.

10.30 Where alternative use of land is considered appropriate, priority will be given to mixed-use development comprising employment, housing and community facilities or, where that is not feasible, housing. (This policy position will also help to support future windfall provision over the Plan period). Other proposals will need to demonstrate why a mixed-use of housing and employment schemes cannot be achieved on a site.

10.31 The evidenced employment provision required over the Plan period will be met through the following approach:

- An increase in light industrial B1(c) provision can be delivered through currently identified strategic sites.
- Considering all suitable candidate sites submitted for B1, B2, B8 employment purposes.
- Reinstate Ipswich Road as a Locally Protected Employment site to safeguard this land for industrial and light industrial purposes and include in the supply over the plan period (up to 10 ha).
- The area has developed an employment led mixed use function and incorporates a range of uses including retail, business and industrial. The retail uses are mainly located adjacent to Colchester Avenue. The remainder of the site is predominantly employment orientated with a number of office buildings, together with industrial and

business uses. Uses include MOT Test centres, car body repair workshops and builder's yards. There are also a number of car sales showrooms. With relatively low vacancy rates, this site represents an important employment site and should be retained as such.

- It will be important to deliver a higher level of redevelopment and extensive refurbishment of stock within existing employment areas across the city.

This will maximise their contribution to providing jobs from existing sites and promote the more efficient use of employment land. The strategy seeks to encourage the intensification and refurbishment of existing employment land and premises which are under used, vacant or in decline. The Strategy supports the regeneration of land and property for employment purposes including land at Forest Farm, Longwood Drive, Coryton for a Life Science Park. This scheme is supported by the Cardiff Capital Region (CCR).

- Explore the potential for adjusting the development focus of already identified employment sites.
- Adopt a flexible policy approach to support employment proposals on land not identified for employment use, to support additional employment windfall sites coming forward over the plan period.
- Consider scope for any unmet employment need for industrial and warehousing land to be accommodated within the wider city region.

SP3: ENSURING A MASTERPLANNING APPROACH

A master planning approach will be required for both existing and future strategic sites or development including more than 100 homes, or any project involving more than one phase of development.

Plans for development sites which conform to these criteria should accord with:

- i. **The following masterplanning general principles:**
 - a) **Masterplans will be prepared that encompass the whole of a development area regardless of land ownership patterns;**
 - b) **Schemes shall be planned in a comprehensive and integrated manner reflecting partnership working involving all relevant parties;**
 - c) **Higher density residential and mixed-use development shall be focused along public transport corridors and in neighbourhood centres with lower densities provided elsewhere to deliver an overall range and choice of housing to meet different needs; and**
 - d) **The submission will include a Design and Access Statement (DAS) reviewing the site context and opportunities and constraints of development and illustrating the evolution of the urban and landscape design thinking. These should:**

- i. Concentrate a full range of social and community facilities within mixed use neighbourhood centres located along public transport corridors and easily accessed by walking and cycling;
 - ii. Include the minimum and maximum heights of buildings necessary to deliver the highest practicable density which is suitable to maintain or enhance the character of the context of the development;
 - iii. Set out the arrangement and hierarchy of any green and urban public spaces, including what they may contain to deliver the public space requirements arising from the development;
 - iv. Reference key features of the planned urban form, townscape and landscape;
 - v. Reference areas of character, illustrated with precedents;
 - vi. Set out the provision of necessary infrastructure and utilities;
 - vii. Include an indicative masterplan framework illustrating a potential future layout;
 - viii. Include a more detailed design code and green infrastructure management strategy in a format to be agreed with the Local Planning Authority; and
 - ix. Set out the phasing of the entire development.
- ii. Guidance set out in site-specific master planning frameworks, where prepared, and any subsequent design codes.

10.32 To more effectively manage the form, uses, transportation solutions, phasing and appearance of major new developments, this policy sets out a ‘masterplanning approach’. This will provide greater certainty to developers, the public, and all other interested parties. The overall aim will be for the Council to set out a broad framework at the outset which will provide an overarching context for more detailed design and implementation work to follow. This Policy relates to all strategic sites and any other major new developments which may emerge over the Plan period.

10.33 This policy, in conjunction with other relevant policies, will provide the masterplanning framework for landowners and developers to prepare Parameter Plans and Master Plans for major new development proposals, which will inform the Development Management process.

SP4: SECURING GOOD QUALITY AND SUSTAINABLE DESIGN

All new development will be required to be of a high quality, sustainable design and make a positive contribution to the creation of distinctive and healthy communities, places and spaces by:

- i. **Character: Development must be designed to maintain or enhance the character of places. Schemes should grasp the opportunities to sustain or enhance the quality and function of any townscape and landscape setting. Schemes will ensure that the layout, scale and massing, roof form, height, density, visual appearance, materials and any detailing result in good design;**

- ii. **Legibility:** Development must provide continuity and enclosure of existing and new streets and public spaces to maintain, enhance or provide legible routes through development which result in places that feel safe, are easy to get around, understand and therefore navigate;
- iii. **Mixed use sustainable neighbourhoods:** Providing a diversity of land in the city, district- and local centres to establish and maintain a mix of mutually supportive neighbourhood uses close to people's homes. Land uses will also be located and designed to contribute to neighbourhood vitality, business viability, active commercial frontages and maintain or establish an interesting townscape;
- iv. **Accessibility and Permeability:** Development must be within acceptable walking and cycling distances of key local uses, open spaces, facilities and services, or a public transport service that reasonably links to them. Development must also result in a permeable network of distinct streets and other public routes that are appropriate for people moving by foot, cycle, public transport or other vehicles both within a development and to the context, including how the new development responds to local deficiencies and provides good connectivity to adjoining areas informed by feedback from existing communities;
- v. **Community safety:** Development must create public spaces that feel safe as a result of passive or community surveillance. Routes must be overlooked where possible and lit to ensure that they are safe and well used;
- vi. **Density:** Development must promote the efficient use of land, developing at the highest practicable density which is suitable to maintain or enhance the character of any context. Higher densities, tall buildings and mixed-use development will be supported in areas that are highly accessible to public transport and where it is responsive to any established local character, so long as all other design matters are dealt with appropriately;
- vii. **Inclusive design** Development must create inclusive environments in which buildings and resulting streets and spaces are accessible to all users throughout the day and, where possible, adaptable to future changes in health and social, economic, technological and environmental requirements;
- x. **Reuse of existing notable buildings:** Development must exploit the potential for sensitive and sustainable re-use of existing buildings where they form local landmark buildings that make a positive contribution to the character and appearance of the area, either individually and/or as part of a group;
- xi. **Multi-functional and connected green open spaces:** from the site's water, topography, trees and other features of the site's ecology include multi-functional and connected green spaces that deliver biodiversity benefit, create strategically important links to

surrounding areas and provide routes for people and wildlife as well as open spaces for sports, recreation and play;

- xii. **Sympathetically integrate the existing landscape, biodiversity and historic features of the site into the development, taking opportunities to protect, enhance and manage important features along with mitigation and enhancement measures to provide satisfactory compensation;**
- xiii. **Support for energy efficient and climate responsive development: Developments must be energy efficient and be designed to be climate responsive, so they maximise renewable energy generation, provide sustainable waste and water management solutions that protect water quality, minimise emissions from transport, homes and industry and reduce the impact of climate related impacts such as heat and flooding; and**
- xiv. **Resident Amenities: Developments must ensure no undue effect on the amenity of neighbouring occupiers and connect positively to surrounding communities.**

Proposals will align with or exceed any minimum standards and should seek to accord with guidance set out separately in relevant SPGs.

10.34 High quality sustainable design is vital if Cardiff is to meet the objectives set out in the Vision and develop as a world-class capital. More specifically, good design plays a number of significant roles: tackling climate change; protecting and enhancing Cardiff's natural and built environment; protecting local distinctiveness; attracting investment and promoting social inclusion, health and quality of life.

10.35 Good design therefore goes beyond traditional aesthetic considerations and should be an aim for all development proposals within Cardiff, regardless of their scale. Together with the masterplanning approach set out in Strategic Policy SP3, above, and relevant detailed policies, it is considered that the Plan provides a sound policy framework to ensure the best possible design solutions are secured as the Plan is implemented. Implementation of this Policy, which is aimed in part at improving water resource use efficiency, will ensure adequate water supply without adverse impacts on the Severn Estuary SAC, thereby helping to avoid the likelihood that this Plan will have a significant effect upon European designated sites. Implementation of this Policy will also reduce emission of air, water and ground pollutants, thereby offsetting increases in pollution arising from implementation of other policies in the Plan. This would contribute to avoiding significant effects upon European Sites.

10.36 A range of design related SPG for different forms of development. will be updated and consolidated to provide full guidance on the detailed interpretation of this Policy.

SP5: SECURING NEW INFRASTRUCTURE

New development will make appropriate provision for, or contribute towards, all essential, enabling and necessary infrastructure required as a consequence of the development in accordance with Planning Policy Guidance. Such infrastructure will be delivered in a timely

manner to meet the needs of existing and planned communities and includes the following aspects which may be required having regard to the nature, scale and location of the proposed development and any current under-provision:

Essential / Enabling Infrastructure:

- **Transportation and highways including access, circulation, parking, Public transport provision, walking and cycling;**
- **Utility services;**
- **Flood mitigation / defences;**

Necessary Infrastructure:

- **Affordable Housing;**
- **Schools and education;**
- **Health and social care;**
- **Community buildings and facilities including District and Local Centre improvements;**
- **Local employment and training including replacement employment opportunities where relevant;**
- **Community safety initiatives;**
- **Open space, recreational facilities, playgrounds, allotments;**
- **Protection, management, enhancement and mitigation measures relating to the natural and built environment;**
- **Sustainable Urban Drainage Systems (SuDS)**
- **Public realm improvements and public art;**
- **Waste management facilities including recycling and services;**
- **District heating and sustainable energy infrastructure.**

10.37 This Policy seeks to ensure that new developments, irrespective of their size, location, or land use, make appropriate provision for infrastructure. Specific infrastructure requirements will vary in different locations and be dependent upon the scale and nature of proposed development. Infrastructure may be required to facilitate development (essential/enabling) or can be required to make a from the list contained as part of the Policy, which is not exhaustive, but gives an indication of the potential scope of infrastructure which may be required.

- **Category 1: Essential / Enabling Infrastructure (to facilitate development) - Those items which will need to be delivered prior to, or from the commencement of the relevant phases of development (e.g. transportation / highways infrastructure, utility services and flood mitigation / defences);**
- **Category 2: Necessary Infrastructure (to make development acceptable) - Items which need to be phased and implemented alongside new development, to ensure that areas are served with appropriate facilities overtime (e.g. schools and recreational open space).**

10.38 The list serves to give a general indication only as each topic may have complex requirements. For example, transportation infrastructure could include elements of the following:

- Routes and facilities for walking and cycling comprising both on-road and off-road improvements;
- Rapid transit corridors, including heavy rail, light rail, tram train and bus rapid transit;
- Key bus corridors and the wider bus network including bus priority measures and passenger facilities;
- The rail network and rail services including new rail stations, station improvements and facilities for rail freight;
- Transport interchanges to support integration between modes including, bus and rail stations, facilities for bus and rail-based park and ride, park and share, passenger drop off, taxis, park and cycle, coach parking, overnight lorry parking and water transport;
- Designated freight routes and freight transfer facilities;
- The road network, particularly measures to make better use of existing highway capacity;
- Transport by river (including Cardiff Bay); and
- Port and shipping facilities.

10.39 An Infrastructure Plan will be prepared to support the Replacement LDP. This will identify the potential costs of infrastructure provision and potential funding mechanisms / sources of funding. Within larger sites, which are the subject of detailed masterplanning and phasing, it is likely that necessary infrastructure can be delivered as part of comprehensive mixed-use development through planning obligations or by direct intervention from service/infrastructure providers. In all cases, the early identification of infrastructure requirements and a commitment from developers and service providers to work in partnership will help ensure that all necessary infrastructure can be planned, delivered and managed in an orderly and timely manner.

10.40 The provision of flexible, multi-functional buildings and places will allow for essential services to be provided, whilst allowing communities define and re-define their infrastructure requirements over time. A strong commitment to shared community buildings, services, their management and maintenance will ensure that facilities are at the heart of the community, whilst reducing overall costs to both developers and service providers. The principle of community buildings integrated within multi-function “hubs” (for example, the @Loudoun development in Butetown) is a trend which is set to continue.

SP6: SECURING PLANNING OBLIGATIONS

Planning obligations will be sought to mitigate any impacts directly related to the development and will be assessed on a case-by-case basis in line with Planning Policy Guidance.

10.41 Planning obligations are attached to planning permissions and are commitments by developers to undertake necessary works or make financial contributions that cannot be

secured by condition or other statutory means and a means of overcoming obstacles to the grant of planning permission.

10.42 New development often generates additional demands upon existing services, facilities, infrastructure and the environment. Planning obligations are a means of seeking contributions from developers towards these demands, as well as negotiating benefits that improve the standard of development proposals by providing necessary infrastructure and community benefits.

10.43 The legislative and policy framework governing the use of planning obligations is provided in Planning Policy Wales, Community Infrastructure Levy Regulations 2010 (as amended) and Welsh Office Circular 13/97 'Planning Obligations' (or subsequent versions).

10.44 The CIL Regulations require there to be no overlap between infrastructure funded from CIL and what can be delivered through planning obligations. To avoid duplication, and to provide clarity to developers, the Authority will publish a list (Regulation 123 List) of the infrastructure which will be funded through the CIL. For infrastructure not included on the Regulation 123 List, it may be appropriate to secure necessary infrastructure through planning obligations.

10.45 Obligations will be sought from a developer to:

- Restrict the development or use of land;
- Require land to be used in a specific way;
- Require operations or activities to be carried out; or
- Require payments to be made to the authority.

10.46 They will be sought where they are:

- Necessary to make the development acceptable in planning terms;
- Directly related to the development; and
- Fairly and reasonably related in scale and kind to the development.

10.47 Obligations are normally negotiated under Section 106 of the 1990 Town and Country Planning Act. Agreements can also be entered into under Section 278 of the 1980 Highways Act. These prescribe the highway works required as a result of proposed developments. SPG will be prepared to provide further guidance on the use of planning obligations.

SP7: SUPPORTING THE CENTRAL AND BAY BUSINESS AREA

The following uses are considered appropriate within the Central and Bay Business Areas:

- i. New offices, Commercial leisure uses within the Central and Bay Business Areas;**
- ii Residential uses above ground floor level and/or where it does not result in the loss of a ground floor commercial unit within the Central and Bay Business Areas.**
- iii. Enhanced retail, leisure and complementary facilities within the Central Retail and Commercial Area; and**

iv. Other uses most appropriately located in city centres, including uses that support the night time economy and music scene.

10.48 This Policy describes the range of uses appropriate within the Central and Bay Business Areas. It identifies those uses most appropriately located in centres accessible by public transport to large numbers of people from within Cardiff and the wider region and encourages a mix of complementary uses to maintain and enhance the vitality, attractiveness, and viability of such centres. Identified within the Central Business Area (CBA) is the Central Retail and Commercial Area where new and improved retail uses together with non-retail services, businesses, cultural, leisure and community facilities are most appropriate to maintain a vibrant and vital retail and commercial area. These areas will be identified on the Proposals Map which accompanies the next stage in the Replacement LDP preparation the Deposit Plan.

10.49 The CBA is the administrative and business heart of the city, and the established focus for major office and commercial leisure developments. The CBA contains the Central Retail and Commercial Area, confirming Cardiff's position at the head of the regional shopping hierarchy. The civic centre is home to the National Museum of Wales and Cardiff University which, along with Cardiff Castle and Bute Park to the north, provide the historic setting for the city centre. The area has the diversity and attractiveness befitting a European capital city.

10.50 The Bay Business Area (BBA) is the focus for government, tourism, and leisure development; with the Senedd, the Wales Millennium Centre and other landmark buildings redefining the architectural quality and attractiveness of the waterfront and its environs. Future development will continue the transformation of the Bay Business Area with proposals for a new 17,000-seater indoor arena and proposals to revitalise and protect historic buildings. The Cardiff Bay Barrage has created a 200-hectare freshwater lake and 13km of waterfront providing opportunities for further tourism and water-based recreation as well as attracting significant inward investment in an attractive waterfront location.

10.51 New and improved leisure, recreation and tourist facilities are important for the future development of Cardiff. These uses are major employers in the city centre and generate significant benefits to the local economy. By improving the quality and range of sporting, recreation and leisure facilities, the area is made a more attractive place in which to live, work and visit, thereby helping to attract inward investment and regeneration. These attractions are also important for city marketing and the branding of Cardiff as a major cultural, sporting and leisure destination. Furthermore, it is recognised that these facilities are an important factor in improving the well-being and quality of life of our local communities.

10.52 The Central and Bay Business Areas also contain a significant number of residential premises including high-rise apartment blocks, student accommodation and residential uses above commercial premises. Although the city centre and bay areas have experienced a large increase in residential development over the past 20 years, there remains a need to provide

a wider mix of housing types and more flexible accommodation to help make city centre living more accessible to families and a broader range of people. New residential development within the Central and Bay Business areas will support the delivery of balanced, mixed-use areas where, by virtue of their proximity to public transport, leisure, employment, and community facilities, can create sustainable urban neighbourhoods and contribute to the daytime and evening economy.

10.53 To respond to the Greener, Fairer, Stronger City Recovery and Renewal Strategy (November 2021), Key Mission 1: Reimagine the City Centre a City Centre Recovery Action Plan has been approved which outlines key initiatives and programmes that the Council and partners will work towards over the next 5 years to create long-term prosperity, including completion of the Central Square Transport Interchange and upgrade the Cardiff Central (Metro Central), Queen Street and Cathays railway station; a new Metro tram link between the city centre and the bay, including the provision of new station facilities at Cardiff Central and Pierhead Street, as the first phase of the development of Cardiff Crossrail with phase 2 continuing to Pierhead Street; a masterplan to develop the new Canal Quarter interlinking Bridge Street, David Street, Charles Street, Tredgar Street, Guilford Crescent and Barrack Lane to develop high density, mixed use development for new homes, hotels, hospitality, offices, leisure and retail; and continuation of major development at Central Quay and Callaghan Square.

SP8: SUPPORTING THE ROLE OF CARDIFF PORT

Cardiff Port shall be protected to continue its primary role through the provision of traditional port specific employment activities. Further employment generating activities, including the provision of industrial and logistical uses, and green energy generation will be supported. There will also be flexibility to allow leisure, residential and mixed uses, within appropriate areas provided they are compatible with surrounding (port-related) uses.

10.54 The Port covers an area of approximately 292ha (including 98ha seaward) to the south of Cardiff, with shipping access via the Bristol Channel. The Port includes Queen Alexandra Dock, Roath Dock, Roath Basin and associated land, buildings, and infrastructure. ABP also owns Bute East Dock to the north, physically separated from the Port (by approximately 380m) but an important aspect of the Port's infrastructure over approximately 10ha.

10.55 The Port remains one of the Wales's major ports and trading hub for businesses in Wales and elsewhere in the UK. The operational port and docks are an important commercial asset, providing jobs and business opportunities that contribute towards economic regeneration and international trade. Today, the Port of Cardiff supports 2,600 jobs nationally and contributes around £180 million to the economy every year.

10.56 The Port has good transport links, located 14 miles south from Junctions 29 and 30 of the M4 and direct links to the national rail network. The Port is also less than two and a half miles from the city centre. The Port's existing facilities include transit and distribution

warehouses, open hard-standing storage areas and appropriate infrastructure, including overhead gantry cranes. The Port has three berths approved for cruise liner calls and two sand and minerals wharves. However, the Port has a number of vacant land parcels across the site, representing opportunities for rationalisation and the release of land for redevelopment.

10.57 It is fundamental to ensure the Port will maintain its role as an economic driver for Cardiff and the region in the 21st century, Recent investments in Cardiff includes over £4 million for warehouse improvements and handling equipment to support customers in the steel, forest products and general cargo sectors. However, there is a need to respond to changing demand over the Plan period.

10.58 ABP has identified that there are many opportunities to develop and grow new businesses for the future and undertake complementary development through careful business planning and site-wide masterplanning activities. ABP's publication 'Future ports: Wales vision' recognises that its Welsh ports are going to be hugely important assets in helping Wales make the strategic realignments demanded by decarbonisation and digitisation. ABP sees opportunities for its ports, land and infrastructure to decarbonise energy generation, in manufacturing and logistics while also offering opportunity to create growth environments for communities, and businesses across a wide range of land uses.

10.59 It is important to recognise over the plan period that non-port uses are possible at some locations at Cardiff Port, with land available to anchor new investments into the local communities. As well as industrial and logistic uses, other mixed-use development should be considered positively, where appropriate, including (but not limited to) residential, leisure and green energy generation. Allowing the delivery of broader uses to include wider employment and job generating uses on port land, not just port-related uses, will help harness innovation. However, the operation of the port and ancillary uses should take precedence and any mixed-use residential schemes will need to be properly master planned to ensure there are no negative impacts on the operational use of the port or the future occupants of the residential development.

10.60 The site is the subject of a planned station for South Wales Metro, capitalising upon the existing rail infrastructure serving the Port. This offers significant future potential for sustainable travel to/from the site.

10.61 Future proposals will need to have regard to the Severn Estuary SSSI/SAC/SPA and Ramsar site and where they are likely to have a significant effect on an international site, an appropriate assessment of the proposal will need to be undertaken.

SP9 TOURISM

Appropriate sustainable tourism developments to build upon Cardiff's role as a Capital City and a major tourist, arts, cultural and sporting destination will be supported and promoted where proposals meet with all other relevant LDP policies.

Tourism development linked to regeneration initiatives will be promoted including:

- **A new 17,000-seater Indoor Arena in Cardiff Bay.**

- **Redevelopment of Metro Central and Central Quay.**
- **Redevelopment of the Canal Quarter, including reopening the canal and creating new public and commercial spaces on Churchill Way.**
- **A new velodrome as part of a new phase of development in the Sports Village.**

10.62 Future Wales emphasises the importance of tourism as part of the foundational economy, which is considered ‘integral to the well-being of places, communities and people and which deliver people’s everyday needs. Whilst making an important contribution to the economy, there is a positive link between tourism and the physical and mental well-being of communities. This is especially enabled through active, green, and cultural forms of tourism.

10.63 The Replacement LDP recognises the significance of tourism in these multifaceted respects, whilst appreciating how central the tourist industry is to the economy of Cardiff.

10.64 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. Policies in the Replacement LDP aim to direct tourism development to locations to avoid such impacts or seek to control development to reduce negative impacts.

10.65 Tourism is a vital part of the Welsh and Cardiff economy. In 2021 the visitor economy was worth £728 million to Cardiff’s economy from 0.98 million overnight trips and some 8.88 million day visitors. In 2021 tourism directly supported over 7,000 full time jobs in the city.

SP10: MAINTAINING A SUPPLY OF MINERALS

Cardiff will maintain a steady and adequate supply of minerals and contribute to regional aggregate supplies by:

- i. Promoting and supporting the efficient use of minerals and use of alternatives to naturally occurring minerals including the re-use of secondary aggregates;**
- ii. Protecting existing mineral reserves and safeguarding potential resources of limestone and sand and gravel from development that would preclude their future extraction;**
- iii. Maintaining a minimum 10-year land bank of permitted crushed rock aggregate reserves in line with national guidance;**
- iv. Supporting appropriate applications for sand and gravel extraction;**
- v. Safeguarding wharves from development that would prevent their use for landing marine dredged sand and gravel; and**
- vi Ensuring the reinstatement of the site to a condition fit for an appropriate after-use supported, where relevant, by adequate after-care proposals.**

10.66 Minerals are a valuable but finite resource. An adequate and steady supply of minerals is essential to the national, regional and local economy and their exploitation makes a

significant contribution to our economic prosperity and quality of life. Cardiff is one of the largest producers and consumers of minerals in the region and those minerals worked in Cardiff at present provide the essential raw materials for our buildings, infrastructure and maintenance. Natural minerals include quarried hard rock (carboniferous limestone and dolomite) and dredged sand landed in Cardiff Docks.

10.67 Crushed rock production averages at around 1 million tonnes (mt) per annum, which is broadly similar to the rate of consumption in the County. In addition, approximately 0.3mt of sea dredged sand is landed at Cardiff Docks every year. The majority of natural mineral production is used in the construction industry as crushed rock aggregates. Secondary materials, such as construction and demolition waste are also used as substitutes for natural aggregates. Cardiff is also an important source of dolomitic and high purity limestone for industrial use in the local steelmaking process.

10.68 This Policy recognises that Cardiff is an important regional provider of minerals and provides for the continuation of its present contribution to meeting regional demand. The Regional Technical Statement 2nd Review (September 2020) produced by the North and South Wales Regional Aggregates Working Parties states that Cardiff should make provision for 1.411 million tonnes of crushed rock aggregates per year. Taking into account the existing landbank, there is a shortfall of 7.475 mt. which should be met by 2041. A current application is likely to provide an additional 4 mt.

10.69 The Policy promotes the increased use of alternatives to naturally occurring minerals. The re-use or recycling of construction and demolition material and industrial wastes serves not only to reduce the amount of waste produced but also conserves scarce non-renewable natural mineral resources and minimises environmental damage.

10.70 However, allowing for improvements in recycling and re-use, there will remain a need for primary materials. It is recognised that natural mineral resources can only be replenished over geological timescales and that they need to be protected for future generations. As minerals can only be worked where they exist, it is important to protect them from inappropriate development which could effectively sterilise them. The Policy precludes inappropriate development on mineral reserves and resources themselves and allows for buffer zones within which sensitive development will be prevented.

2.FAIRER

SP11: DELIVERING SUSTAINABLE NEIGHBOURHOODS, SOCIAL COHESION AND AFFORDABLE HOUSING

To ensure liveable, efficient, well balanced and cohesive communities, with improved quality of life and access to employment opportunities and affordable housing, the creation of sustainable neighbourhoods will be promoted and enhanced. This will be achieved through:

- i. Providing a range of dwelling sizes, tenures, types and locations that meet the full range of housing needs, particularly affordable accommodation, accommodation that meets the needs of an ageing population, and family units to meet the needs of children and young people. Provision will also be made for the accommodation needs of Gypsy and Travellers;
- ii. Supporting the vitality, viability and attractiveness of existing District and Local Centres and their regeneration, including retail and other commercial development and housing of an appropriate scale;
- iii. Encouraging the provision of a full range of social, health, play, leisure and education facilities and community infrastructure for both existing and new communities that are accessible to all by walking and cycling and public transport;
- iv. Supporting the regeneration of deprived communities within the city and maximising the additional benefits that new communities can bring to adjoining or surrounding communities;
- v. Encouraging the enhancement of communities through better equality of access to services for all, providing facilities that support the Welsh Language, promoting cultural and wider diversity for all groups in society, and creating places that encourage social interaction and cohesion;
- vi. Designing out crime and creating communities which are safer and feel safer; and
- vii Establishing strict controls for the sub-division of existing homes, including flat conversions and HMOs.

10.71 In accordance with Planning Policy Wales a key part of the successful progression of the city will be to develop sustainable neighbourhoods, ensure strong and cohesive communities, tackle deprivation, reduce inequalities, and improve the quality of life for all. In delivering sustainable communities, the Council will seek to ensure a range of dwelling sizes, types and affordability is provided in terms of both market and affordable housing to meet identified needs (including supported and sheltered housing and other special needs where appropriate), in safe neighbourhoods. In Cardiff, in line with national trends, average household size has been declining and in general this has been reflected in an increasing proportion of 1 and 2 bedroom flats in schemes with residential consent.

10.72 Whilst the provision of flats does cater for those seeking smaller units of accommodation, and this may free up other larger units of existing housing, there will still be a need for a range of dwelling types and sizes to be provided on sites that come forward during the Plan period. Whilst flats may be appropriate on some sites, the Council will seek to ensure, particularly in larger schemes, that a range of dwelling types and affordability is provided.

10.73 The draft Cardiff Local Housing Market Assessment (which is pending the Welsh Government approval process) estimates an average annual overall additional net affordable housing need of 1,098 per annum over the 15 year plan period to 2036. This estimate is split between 790 per annum social rent and 308 per annum intermediate rent/Low Cost Home Ownership. The delivery of sites through the planning system is only one of a variety of means to achieving a supply of affordable housing.

10.74 It will also be important to manage the impacts of large concentrations of HMOs on local communities and where appropriate it is proposed that strict controls on HMOs, including flat conversions are introduced. The approach taken will be informed by evidence on harm caused by such concentrations and approaches taken by other Local Planning Authorities across the UK.

10.75 The Plan also supports the viability and attractiveness of District and Local Centres which form an important part of Cardiff's retail hierarchy and of its social, economic and physical fabric. In addition to their primary function of providing local shopping facilities they also accommodate a range of accessible services facilities and employment. This Policy aims to support the retention and provision of local shopping facilities, which remains the primary role of centres and underpins their vitality, attractiveness and viability. Such facilities are also accessible to the local community by public transport, walking and cycling thereby supporting the sustainable transportation objectives set out in the Plan. Furthermore, the Policy also seeks to encourage investment and renewal of the physical fabric of centres.

10.76 Providing a range of community, health, religious and educational facilities which are accessible to as many people as possible is an essential requirement in order to secure sustainable communities. Such facilities are significant local employers and can contribute towards the regeneration of local areas. Additionally, these services are essential to maintain and improve the quality of life of people living and working in Cardiff.

10.77 The masterplanning approach which has been adopted to provide a framework for the development of strategic sites fully recognises the potential benefits that new development can bring to adjoining areas. Opportunities can be taken to deliver the aims of this Policy by new development enhancing the quality and range of existing provision of a range of facilities and services.

10.78 In order to further support the regeneration of deprived communities within the city the LDP will support implementation of the Council's Neighbourhood Renewal Schemes programme, which aims to close the gap between the most deprived neighbourhoods and the city as a whole.

10.79 In order to secure sustainable communities and recognise Cardiff's commitment to make Cardiff a Child Friendly City and Age Friendly City it is important that the LDP helps promote a culture in which diversity is valued and equality of opportunity is a reality. This will be achieved through a combination of policies within the Plan, particularly those creating places that encourage social interaction and cohesion.

SP12: SECURING HEALTH AND WELLBEING AND RESILIENCE

Cardiff will be made a healthier place to live and will seek to reduce health inequalities through creating accessible and healthy environments, encouraging healthy lifestyles, addressing the social determinants of health, providing accessible health care facilities and supporting the post pandemic recovery. This will be achieved by supporting developments which take a placemaking approach, including providing for active travel, community spaces, a range of housing according to population need, accessible and useable green and blue spaces, and food growing spaces such as allotments.

10.80 This Policy accords with the aim in Planning Policy Wales to '*create sustainable places which are attractive, sociable, accessible, active, secure, welcoming, healthy and friendly*' (Planning Policy Wales Para. 2.3) through ensuring that health and well-being is considered in new developments. It also assists achievement of a number of key Planning Policy Wales planning principles including facilitating accessible and healthy environments and creating and sustaining communities. The effect of development on people's health is a key element of sustainable development and its consideration will raise any significant issues which need to be taken into account.

10.81 Implementation of this Policy supports the objectives of the Cardiff Local Well-Being Plan 2023-2028, the Move More Eat Well Plan 2020-2023 (Regional Partnership Board), Healthy Weight: Healthy Wales obesity strategy (Welsh Government, 2019) and contributes to the delivery of a number of the well-being goals in the Well-being of Future Generations (Wales) Act 2015.

10.82 Overall, these policies and guidance conclude that the built and natural environment together with lifestyle behaviours contribute to improving health. Key measures to improve the health of the population include providing and maintaining:

- Active travel opportunities such as walking and cycling;
- Neighbourhoods with good access to local facilities, education and retail;
- Spaces with good air quality and reduction in harmful pollutants;
- Spaces for communities to connect;
- Safe, quality, appropriate housing which enables people to live in their homes for longer;
- Access to well-maintained open spaces for physical activity and food growing; and
- Access to health care facilities.

10.83 Such measures will assist in:

- Achieving and maintaining a healthy weight;
- Reduced risk of disease;
- Reduction in chronic illness;
- Improving and protecting mental health.

SP13: PROTECTING AND ENHANCING BUILT HERITAGE AND CULTURE

Cardiff's distinctive heritage assets will be protected, managed and enhanced, in particular archaeological remains and the character and setting of its Scheduled Ancient Monuments; Listed Buildings; Registered Historic Landscapes, Parks and Gardens; Conservation Areas; Locally Listed Buildings and other features of local interest that positively contribute to the visual and cultural distinctiveness of the city.

10.84 This Policy affords strategic policy protection for Cardiff's historic environment as required by legislation and Planning Policy Wales. The historic environment is a finite, non-renewable and shared resource that enriches people's lives and the visual appearance of the city. It reflects the diversity and culture of the communities that have formed it over time, provides evidence of Cardiff's past and helps define its present identity and character. An understanding of the historic and cultural significance of the city can provide a context for managing change and creates a backdrop for innovation in the design of new development to shape the future of the city.

10.85 There are currently 32 Scheduled Monuments in Cardiff. This Policy affords appropriate protection to these monuments and others that may be scheduled over the Plan period, as well as other important archaeological remains identified within the Historic Environment Record. The Archaeology and Archaeologically Sensitive Areas SPG provides further guidance, with a particular focus on four areas of the city where significant finds have been recorded.

10.86 There are currently almost 1,000 buildings in Cardiff on the statutory List of Buildings with Special Architectural or Historic Interest, designated by Cadw on behalf of the Welsh Government. Along with the legislation referred to above, this Policy affords appropriate protection to these statutory listed buildings and others that may be added to the list by Cadw over the Plan period.

10.87 The Council also holds a Local List of Buildings of Merit. This Policy identifies the significance of these locally listed buildings (and others that may be added to the list by the Council over the Plan period) have in forming the character of the area. Planning Policy Wales *Technical Advice Note 24: The Historic Environment* and the associated guidance *Managing Lists of Historic Assets of Special Local Interest in Wales* identify the weight their designation may have in the assessment of development proposals.

10.88 There are currently 27 conservation areas in Cardiff, as identified on the Constraints Map. Along with the legislation referred to above. This Policy affords appropriate protection to these and other areas that may be designated by the Council over the Plan period. The

Policy should be read in conjunction with the adopted Conservation Area Appraisal prepared for each area. A Built Heritage SPG will be prepared within the plan-period.

10.89 Finally, there are currently 18 historic sites on Cadw's (now statutory) Register of Historic Parks and Gardens. In addition, the Wentloog Levels (partially in Cardiff) are on Cadw's advisory Register of Historic Landscapes in Wales. This Policy affords appropriate protection to these and other historic parks, gardens and landscapes that may be added to the register by Cadw over the Plan period.

3.GREENER

SP14: PROTECTING THE SETTING OF THE CITY THROUGH A GREEN WEDGE

To strategically manage the urban form of Cardiff and to protect the setting of the urban area, a Green Wedge is proposed on land North of the M4. Within this area development which prejudices the open nature of this land will not be permitted. Positive biodiversity, landscape, climate change mitigation and informal recreational management and enhancement measures will be encouraged in this area to further enhance the long-term role of the area as a key natural resource benefiting the city.

10.90 Together with Key Policy SP15 this Policy seeks to strategically manage the future built form of Cardiff's urban area. The designated area forms land North of the M4 in Cardiff as shown on the Key Diagram. This land unquestionably forms a distinctive, prominent and well-known green backdrop to the city forming a strategically important setting to the urban area. The land is also generally well contained by the strong physical boundary of the M4 Motorway to the south.

10.91 Planning Policy Wales provides specific guidance on the consideration of planning applications within the Green Wedge designation.

SP15: MANAGING SPATIAL GROWTH THROUGH SETTLEMENT BOUNDARIES

To strategically manage the spatial growth of Cardiff, settlement boundaries are proposed. In all areas outside the defined settlement boundaries, otherwise referred to as countryside, there will be a corresponding presumption against inappropriate development.

10.92 Settlement boundaries are a key mechanism for helping to manage growth by defining the area within which development would normally be permitted, subject to material planning considerations. This Policy compliments the Green Wedge Strategic Policy SP14 set out above. The policy will impose a strict control on development of all countryside in Cardiff outside the identified settlement boundaries. These settlement boundaries will be shown on the Proposals Map which accompanies the next stage in the Replacement LDP preparation the Deposit Plan.

10.93 Cardiff's countryside is a valuable and finite resource which is under increasing pressure from all kinds of development due to its proximity to the urban area, including farm diversification and equine-related proposals, and because of the large number of properties and small parcels of land in different ownerships spread throughout the countryside. Whilst it is necessary to encourage sensitive proposals that support a working countryside, Cardiff's countryside is particularly vulnerable to the cumulative impact of insensitive new developments that may harm its character and appearance together with 'suburbanising' attractive landscapes.

SP16: DELIVERING SUSTAINABLE TRANSPORT AND ACTIVE TRAVEL

Development in Cardiff will be integrated with transport infrastructure and services in order to increase active travel. Developments will be expected to help to:

- i. Achieve the target for 64% and 76% of all journeys to be made by walking, cycling and public transport by 2025 and 2030 as detailed in the Cardiff Transport White Paper;**
- ii. Improve the wellbeing of Cardiff residents by creating developments in accordance with the goals in the Wellbeing of Future Generations (Wales) Act 2015, Llwybr Newydd: the Wales Transport Strategy 2021, the Active Travel (Wales) Act 2013 and Cardiff Local Wellbeing Plan;**
- iii. Reduce travel demand and dependence on the car;**
- iv. Enable and maximise use of sustainable and active modes of transport;**
- v. Integrate travel modes;**
- vi. Provide for people with particular access and mobility requirements;**
- vii. Improve safety for all travellers;**
- viii. Improve the place making function of transport infrastructure and new developments are carbon neutral.**
- ix. Maintain and improve the efficiency and reliability of the transport network;**
- x. Improve air quality;**
- xi. Support the movement of freight by rail or water; and**
- xii. Manage freight movements by road, minimise their impacts and where possible transfer long-haul freight to smaller vans or e-cargo bikes for last-mile deliveries via multi-modal hubs.**

10.94 As the capital city, Cardiff is a focus for employment, retail, leisure, culture and tourism. Cardiff has the ambition to become a world class cycling and sustainable travel city with improved air quality, reduced congestion and enhanced public realm. The Cardiff Transport White Paper sets the target for 64% and 76% of all journeys to be made by walking, cycling and public transport by 2025 and 2030. To achieve this ambition in locations with limited road space, there is a need to re-prioritise road space in order to promote sustainable modes of movement, walking, cycling and public transport.

10.95 Cardiff Council, in its capacity as Local Planning and Highway Authority, has a key role to deliver change to the movement network through place shaping. Although other strategic transport decisions being taken by Welsh Government, Transport for Wales, the rail industry, and bus operators, the Local Development Plan has an important role in helping to implement and support transport projects and the principles of sustainable travel. It can have an important impact on movement in Cardiff through its policies on density, design and location of new development, parking and requirements for infrastructure provision from new developments, in particular improvements to sustainable travel.

10.96 The growth and development proposed in this plan is supported by Cardiff Councils Transport White Paper 2019 which lays out an ambitious 10-year plan to tackle the climate emergency, reduce congestion and improve air quality in the Welsh capital, Cardiff Councils Transport Strategy, One Planet Cardiff and Future Wales: The National Plan 2040.

10.97 The Transport White Paper includes:

- Expanding on the Metro plans for new tram-train routes and stations
- Introducing new Bus Rapid Transit services and Park & Ride sites, and making bus travel far cheaper; and
- Re-prioritisation of streets to give more space to people walking and cycling.

10.98 This will deliver a step-change in travel choices for diverse movements within and into the Cardiff and is further detailed in the transport policies within this plan.

10.99 The following movement specific objectives are important to ensure people are provided with efficient, attractive, and sustainable ways to move throughout the Cardiff:

- Prioritise walking and cycling and use of public transport, and reallocating road space according to the hierarchy of modes in the Welsh Transport Strategy;
- Support additional demand management measures alongside existing measures, which may include traffic restrictions;
- Changing traffic management, which could include the re-allocation of road space, whereby road space would be dedicated for segregated cycle routes, bus priority and the provision of wider footways and an enhanced public realm in accordance with the Active Travel Wales Act and Cardiff Transport White Paper;
- Allowing penetration of frequent public transport services and stops as close as possible to the city centre, district centres and employment and new residential sites, as well as improving interchange between modes; Optimising the capacity of the city centre and district centres for walking and cycling by creating a comprehensive and legible network and improved public realm;
- Reducing congestion levels to ensure buses have minimum possible delay, to improve service to passengers, reduce pollution and remove the need for long schedule recovery times to provide a reliable city wide service;
- Enabling growth in public transport passenger numbers, through more efficient “Bus Rapid Transit (BRT)” operating principles, infrastructure and vehicles, and;
- Ensuring servicing and deliveries can be managed efficiently with particular focus on looking for alternatives to the first mile/last mile deliveries, for example cycle couriers.

10.100 These key objectives seek to enhance the experience for people travelling to, from and within Cardiff. Such measures would lead to a reduction in air and noise pollution, and a more inclusive environment with improved road safety. Proposals for innovative forms of sustainable travel that would help deliver these objectives will be supported.

10.101 Inclusive design requires that the needs of all disabled people are considered from the outset of any transport and pedestrian infrastructure, including maintenance, schemes, so that, for example, tactile paving surfaces provided for vision impaired people do not create trip hazards or cause undue discomfort to people with conditions such as arthritis. The design and location of bus stops, footways, parking cycling facilities should be designed in an inclusive way with the needs of people with disabilities in mind.

10.102 In 2019 Cardiff Council announced a Climate Change Emergency. It’s vital everyone plays their part in addressing climate change. Research shows the public’s concern about

climate change is at an all-time high. In Cardiff, 81.2% of people who took part in the Ask Cardiff Survey said they were either “very” or “fairly concerned” about climate change¹. The science is clear - urgent action is needed to cut carbon emissions. The high use of single-person car journeys into and around Cardiff only adds to the city’s carbon figures. Bringing services and goods closer to people through a joined-up development plan and use of the 20-minute and 15-minute city concepts will reduce the need to travel in Cardiff. Building a network of environmentally conscious sustainable transport alternatives that encourage people out of cars will reduce the impact transport has on the environment. The climate emergency adds urgency to the decisions needed to be made, for our children’s futures. Cardiff is not only working towards the UK’s net zero emissions by 2050 target, but we also want to get there faster.

10.103 Following city wide consultation, the One Planet Strategy reflects the priorities of city-wide stakeholders and our actions to deliver the ambition 2030 Carbon Neutral City and Council target, supporting the ambition to keep global warming to less than 1.5°C.

10.104 Road traffic is also the main cause of air pollution. The health effects of air pollution have been extensively researched and are well documented. Along with physical inactivity it is one of the biggest health issues of our time. Cardiff has some of the highest levels of Nitrogen Dioxide (NO₂) pollution in Wales. In fact, levels exceed the EU and national limits for NO₂ in some areas. Cardiff has a Clean Air Plan which aims to address NO₂ levels in the short term, but we want to get the air we breathe in the city as clean as it can be. Improvements to sustainable travel options such as electric buses and increasing the number of journeys made by active travel (walking and cycling) is a key part of this plan. The impacts of poor air quality are clear, for Cardiff and Vale University Health Board area, the number of equivalent deaths due to long-term air pollution are estimated to be in the range of 178-227 per year. Improving air quality and increasing levels of physical activity doesn't just protect our health, it can help to reduce the level of spending required on health services.

10.105 Creating Safe and Healthy Communities Transport has a major role to play in making where we live safer, happier and more attractive. It is easy to forget that the most common cause of death for children between the ages of five and 14 years is being hit by a vehicle. Fear of moving traffic and the cars clogging up our streets have put a stop to children playing outside and limited their independence across much of our city. Recent research shows that two thirds of drivers feel that it is often not safe for children to walk or cycle because of traffic in UK cities. Streets which are safe for children are streets which are good for all of us. By having a transport network that focuses on people, as well as vehicles, our streets, neighbourhoods, and public spaces will be safer, cleaner, and quieter. Creating places where people choose to spend time with family and friends. Having safe communities and attractive public spaces is also crucial to promoting active travel (walking and cycling). Not only is it the greenest way to get around - generating less pollution and helping to tackle climate change - it also helps keep us fit while saving us money.

10.106 New developments have a crucial role in designing safe spaces for all modes. The Restricted Roads (20 mph Speed Limit) (Wales) Order 2022 legislation means speed limits on most restricted roads will reduce from 30mph to 20mph from September 2023. This is a key

¹ Ask Cardiff Survey 2018

step to reduce the number of collisions, make streets safer and help to improve our health and wellbeing.

SP17: SECURING NEW TRANSPORTATION INFRASTRUCTURE

Developments that support the delivery of the following new infrastructure projects in Cardiff will be supported:

- **Regional express bus project - A new express, direct bus service with transport hubs and interchanges connecting main regional towns and areas – including Maerdy, Blackwood and Pontypridd - to Cardiff by 2024.**
- **North West Corridor – This may include a Bus Rapid Transit and tram-train connecting the communities of Llantrisant, Talbot Green and Cardiff. This includes a new transport interchange incorporating park and ride at J33 of the M4. Interchange opportunities for J34 are also being explored, together with the possibility of a new road link which would support the delivery of bus priority measures.**
- **North and South East Corridors - Options are being explored to improve transport links, including infrastructure for walking and cycling.**
- **South West Corridor - To reduce congestion between Penarth and Cardiff, a number of options are being explored. These include a pilot electric bike scheme; interchange facilities at Cogan train station; investigations into the feasibility of walking and cycling facilities around the Penarth headland; and a Cardiff Barrage bus link between Penarth and Cardiff.**
- **Northern Corridor - A SMART Corridor uses extensive real-time data to intelligently manage the movement of traffic, public transport, pedestrians and cyclists into the city.**

10.107 There has been considerable success in delivering major transport improvements in Cardiff in recent years, not least the recent upgrade to Castle Street, development of Cycleway 1 and Greener Grangetown. These schemes which, as well as improving sustainable travel options and safety around the city, has also provided large improvements to the local environment and townscape. However, with the continued growth of Cardiff, more investment is needed to ensure that transport infrastructure needs are met.

Regional Express Bus Project

10.108 Cardiff is proposing to implement a new express, direct bus service connecting main regional towns and areas – including Maerdy, Blackwood and Pontypridd - to Cardiff by 2024. These will be regular, affordable bus services on modern buses with USB and Wi-Fi. Changing between different modes and services would be easy at transport hubs and interchanges.

North West Corridor

10.109 Better connections from Cardiff to the communities of Llantrisant, Talbot Green and Cardiff. This may include Bus Rapid Transit and tram-train. Work has already started to deliver a new transport interchange incorporating park and ride at J33 of the M4 that will give people transport choices at this key corridor gateway. Interchange opportunities for J34 are also being explored, together with the possibility of a new road link which would support the delivery of bus priority measures.

Northern Corridor

10.110 A SMART Corridor uses extensive real-time data to intelligently manage the movement of traffic, public transport, pedestrians and cyclists into the city. It will also influence travel behaviour by helping people to make better informed travel decisions, supporting mode shift. This would help to:

- Better manage strategic corridors to control queuing and mitigate the impacts of reallocating road space to sustainable modes of travel;
- Improve air quality;
- Provide real-time travel information to encourage sustainable travel;
- Prioritise walking, cycling and public transport. A pilot scheme is being developed for a major section of the A470 corridor between Coryton and Gabalfa. If successful, the same principles could be rolled out and applied to other corridors. North and South East Corridors Options are being explored to improve transport links - walking and cycling routes, public transport and highway improvements - in the South East of the city which will benefit some of our least connected communities. Bus rapid transit could also improve links between Cardiff and Newport.

10.111 The plans will support growth as well as boosting the regional economy by:

- Providing new transport capacity and reducing journey times;
- Improving connectivity across the region to give better access to a wider range of jobs;
- Supporting the growth of business clusters in the larger cities;
- Improving well-being and access to opportunities.

South West Corridor

10.112 The Penarth Cardiff corridor is critical for access from the Vale of Glamorgan but suffers from high levels of congestion and unreliable transport services. A number of options for improving active and sustainable travel provision are being developed and reviewed, including a pilot electric bicycle scheme, interchange facilities at Cogan Station, a Penarth Headland Link for active travel and a Cardiff Barrage bus link to deliver quicker and more reliable bus services which will help encourage modal shift.

SP18: SECURING CLIMATE RESILIENCE, DE-CARBONISATION AND RENEWABLE ENERGY IN NEW DEVELOPMENTS

To mitigate against the causes of climate change and to adapt to the effects of climate change, development proposals should show how they have worked towards:

- i. Reducing carbon emissions and preventing development that places an additional de-carbonisation burden on the city;**
- ii. Protecting and increasing carbon sinks through protection of soils and vegetation and increasing tree planting;**
- iii. Adapting to the implications of climate change at both a strategic and detailed design Level;**
- iv. Increasing energy efficiency and the supply of renewable energy; and**
- v. Avoiding areas susceptible to flood risk in the first instance in accordance with the sequential approach set out in national guidance; and**
- vi. Preventing development that increases flood risk.**

10.113 A core function of the Plan is to ensure that all development in the city is sustainable, taking full account of the implications of reducing resource use and addressing climate change. This Policy provides a framework for sustainable growth by promoting development that mitigates the causes of climate change and which is able to adapt to its likely effects. This long-term approach is vital if Cardiff is to realise the economic, environmental and social objectives set out in the Vision.

10.114 In the first instance, a reduction in carbon emissions will be achieved by means of controlling the energy demand associated with development through maximising energy efficiency. Secondly, sustainable sources of energy should be incorporated, without reliance on fossil fuels.

10.115 Carbon sinks act as a means of offsetting carbon emissions by natural means. Trees and soils act as substantial reservoirs of carbon, sequestering atmospheric carbon, and contributing substantially to soils, which accrete carbon faster under tree cover than other forms of vegetation. This stored carbon will usually be emitted as a greenhouse gas if trees are removed or damaged, or soils removed, covered or disturbed (by compaction or contamination) during the construction process.

10.116 As far as practicable, trees should be retained and protected, and land kept as functioning vegetated soil open to the fall of organic matter, with new trees and shrubs provided by developers wherever possible. Where trees and shrubs cannot be surrounded by open soil, hard surfaces should not be used unless there is an overriding need, and areas that are not needed for pedestrian or vehicle use should be retained for soft landscape. Cardiff's open spaces, trees and soils play a crucial role in mitigating the effects of climate change at the local level. Open vegetated soils absorb rainfall and runoff.

10.117 Adapting to the implications of climate change will require 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. Landscape will be a critical issue with trees providing protection both by shading and active cooling. This cooling will be required particularly in the city centre and District Centres, and where the young children, older people, and people with mobility impairments gather.

10.118 The Council will require high standards of energy efficiency in new development. Implementation of this Policy, which promotes incorporation of renewable energy generation, will also reduce emission of aerial pollutants, thereby offsetting increases in aerial emissions arising from implementation of other policies in the Plan. This would contribute to avoiding significant effects upon European Sites.

10.119 Avoiding unnecessary flood risk will be achieved by strictly assessing the flood risk implications of development proposals within areas susceptible to tidal or fluvial flooding and preventing development that unacceptably increases risk. In accordance with TAN15: Development and Flood Risk no highly vulnerable development will be permitted in development advice zone C2. Development will only be considered in other areas at high risk of flooding where it can be demonstrated that the site can comply with the justification and assessment requirements of *TAN15: Flood Risk (2004 – Section 6, 7 and Appendix 1)*.

SP19: PROTECTING, COMPENSATING AND ENHANCING GREEN INFRASTRUCTURE AND BIODIVERSITY

Green (to include blue and aerial) infrastructure provides nature-based solutions to a range of environmental and societal issues, such as the climate emergency, nature emergency, flooding, air pollution, urban heat island, public health and mental well-being. Green infrastructure/ biodiversity assets are key to Cardiff's character, value, distinctiveness, and sense of place. Cardiff's green infrastructure assets include:

- i. **Undeveloped countryside and coastline.**
- ii. **Non-statutory to statutorily protected sites.**
- iii. **Priority/protected habitats and species, and the general range of species across Cardiff.**
- iv. **Landscape, geological and heritage features which contribute to the Cardiff's setting.**
- v. **Hydrological networks including strategically important river valleys of the Ely, Taff, Nant Fawr and Rhymney, streams, lakes and ponds.**
- vi. **Trees, woodlands and hedgerows.**
- vii. **Soils.**
- viii. **Roadside verges, roundabout islands and screen planting along roads.**
- ix. **Strategic recreational routes, cycleways and the public rights of way network.**
- x. **A range of active and disused railway lines, providing habitat connectivity throughout.**
- xi. **Parks, playing fields, green play areas and open spaces.**
- xii. **Growing spaces including allotments, community orchards and private gardens.**
- xiii. **Freshwater habitats such as Cardiff Bay, Llanishen and Lisvane Reservoirs, and a network of ponds throughout the city, and**
- xiv. **Holistic integrated surface water management systems.**

Development will be expected to protect and enhance the integrity, extent, diversity, quality and connectivity of green infrastructure assets; provide multi-functional green spaces; provide “Net Benefits for Biodiversity”; and ensure the resilience of ecosystems can be maintained. Development that compromises the integrity of green infrastructure/ biodiversity assets, and the overall green infrastructure network will not be permitted. A Green Infrastructure Assessment will be required for all significant development proposals.

10.120 The policy aims to ensure that Cardiff’s green infrastructure assets are strategically planned and delivered through a green infrastructure network. The green infrastructure network is important for its own sake and for its contribution to the wider quality of life, including the value that people attach to it. It provides a range of economic, social and environmental benefits including reducing impacts of climate change, enhanced biodiversity habitat and species connectivity, providing greater opportunities for sports and recreation, contributing to the communities’ health and wellbeing and providing visual benefits for all.

10.121 It is important that biodiversity and resilience of ecosystems considerations are taken into account at an early stage when considering development proposals. In accordance with the Biodiversity and Resilience of Ecosystems Duty (Section 6 Duty) introduced by the Environment (Wales) Act 2016 all reasonable steps must be taken to maintain and enhance biodiversity and promote the resilience of ecosystems and these should be balanced with the wider and economic and social needs of business and communities.

10.122 Where development is permitted, planning conditions and/or obligations will be used to protect or enhance the green infrastructure network. New developments should incorporate new and / or enhanced green infrastructure of an appropriate size, type and standard to ensure no fragmentation or loss of connectivity. They should also demonstrate how the development will achieve net biodiversity benefit and promote the resilience of ecosystems.

10.122. The implementation of policies designed to provide and protect public open space throughout Cardiff would also serve to offset any increase in recreational pressure on the Cardiff Beech Woods SAC, thereby helping to avoid likely significant effect upon that site.

10.123 Management of Cardiff’s green infrastructure network should be in place prior to development, and appropriate planning obligations sought. The Green Infrastructure SPG outlines the extent of Cardiff’s green and blue infrastructure and how this policy will be implemented in more detail.

SP20: MINIMISING IMPACTS ON NATURAL RESOURCES

In the interests of the long-term sustainable development of Cardiff, development proposals must take full account of the need to minimise impacts on the city’s natural resources and minimise pollution, in particular the following elements:

- i. Protecting the best and most versatile agricultural land;**
- ii. Protecting the quality and quantity of water resources, including underground surface and coastal waters;**
- iii. Minimising noise and air pollution from industrial, domestic and road transportation sources and managing air quality; and**
- iv. Remediating land contamination through the redevelopment of contaminated sites.**

10.124 The best and most versatile agricultural land (Grades 1, 2 and 3a of the Agricultural Land Classification) is a finite resource. Once lost to development it is rarely practicable to return such land to best quality agricultural production. There is no up-to-date definitive map of agricultural land quality for Cardiff as a whole, but the best and most versatile agricultural land is known to exist in parts of the west, north and east of Cardiff. The Policy aims to protect such land from development, where the loss is not justified by other considerations.

10.125 Cardiff's rivers, lakes, ponds and water bodies are important for a wide range of uses and users. Development has the potential to affect water quality and quantity. It is important that development is only allowed where there would be no unacceptable harm to the quality and quantity of water resources and where provision can be made for any infrastructure required to safeguard water quality and quantity. New developments should have an adequate water supply and sewerage system to serve the development. This policy, which is aimed in part at improving water resource use efficiency, will ensure adequate water supply without adverse impacts on the Severn Estuary SAC, thereby helping to avoid the likelihood that this LDP will have a significant effect upon European designated sites.

10.126 Poor air quality can affect people's health, quality of life and amenity and can impact upon nature conservation and built heritage interests. Development has the potential to cause air pollution, or sensitive developments can be affected by existing air quality problems in an area. In Cardiff, transport emissions are one of the main contributors to poor air quality. Development will not be permitted if it would cause or result in unacceptable harm due to air pollution. Implementation of this Policy will also help to counteract any increase in atmospheric pollution as a result of the Plan, thereby helping to avoid the likelihood that this LDP will have a significant effect upon internationally designated sites.

10.127 The redevelopment of sites with land contamination allows such land to be brought back into beneficial use, prevents dereliction and reduces the need to develop greenfield sites. Developers will be required to demonstrate that any actual or potential contamination can be overcome, thereby ensuring that the land is suitable for the development proposed.

SP21: MANAGING WASTE

Waste arisings from Cardiff will be managed by:

- i. Supporting waste prevention and reuse and the provision of facilities that use recycled or composted products.**

ii. Promoting and supporting additional sustainable waste management facilities in a manner that follows the waste hierarchy and the principles of an integrated and adequate network of waste installations; nearest appropriate installation; self-sufficiency and protection of human health and the environment;

iii. Encouraging the provision of in-building treatment facilities on existing and allocated areas of general industry; and

iv. Supporting the provision and maintenance of sustainable waste management storage and collection arrangements in all appropriate new developments;

10.128 It is important for the Council to manage the land use implications of the waste produced within the County in an environmentally acceptable and sustainable way. The Council is moving towards more sustainable waste management practices in line with European and national guidance, by minimising the amount of waste produced and maximising high quality reuse, recycling and recovery, with the aim of minimising the amount of waste sent for disposal.

10.129 In accordance with TAN 21 'Waste' (2014) and the aims of 'Towards Zero Waste' (2010) and 'Beyond Recycling' (2021), the Council will work with others within the South East Wales region to monitor waste arisings and capacity requirements. It will respond to identified needs by contributing towards the provision of an integrated and adequate network of waste management facilities across the region. Additional waste management, treatment and recovery facilities are likely to be required within Cardiff during the Plan period.

10.130 All appropriate new development should include provision for the storage, recycling and management of waste. This will encourage waste reduction, recycling, composting and separation at source in order to contribute towards meeting waste management targets.