



# **Monmouthshire County Council Adopted Local Development Plan 2011 - 2021 Annual Monitoring Report**

Monitoring Period 1st April 2016 – 31st March 2017



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**Monmouthshire County Council  
Adopted Local Development Plan  
2011 - 2021**

**Annual Monitoring Report**

**Monitoring Period 1<sup>st</sup> April 2016 – 31<sup>st</sup> March 2017**

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## 1 Executive Summary

- 1.1 The Monmouthshire Local Development Plan (LDP) was adopted on 27 February 2014. As part of the statutory development plan process the Council is required to prepare an Annual Monitoring Report (AMR).
- 1.2 The AMR provides the basis for monitoring the effectiveness of the LDP and ultimately determines whether any revisions to the Plan are necessary. It aims to demonstrate the extent to which the LDP strategy and objectives are being achieved and whether the Plan's policies are functioning effectively. It also allows the Council to assess the impact the LDP is having on the social, economic and environmental well-being of the County and identifies any significant contextual changes that may influence plan implementation or review.
- 1.3 This is the third AMR to be prepared since the adoption of the Monmouthshire LDP and is based on the period 1 April 2016 – 31 March 2017.

### **Key Findings of the Third Annual Monitoring Process 2016-2017**

#### **Contextual Information**

- 1.4 A summary of the relevant contextual material that has been published since the adoption of the Plan at a national, regional and local level, along with general economic trends is included in Section 3. While some of these identified changes may have implications for the future implementation of the LDP, none of the changes identified to date suggest the need for an early review of the Plan. The implications of some of the contextual changes will take place over the longer term and subsequent AMRs will continue to provide updates on relevant contextual material and give further consideration to any changes which could affect the Plan's future implementation.

#### **Local Development Plan Monitoring – Policy Analysis**

- 1.5 Section 5 of the AMR provides a detailed assessment of how the Plan's strategic policies and associated supporting policies are performing against the identified key monitoring targets and outcomes and whether the LDP strategy and objectives are being delivered. This has enabled the Council to make an informed judgement of the Plan's progress in delivering the targets/monitoring outcomes and policies during this monitoring period. The table below provides a visual overview of the effectiveness of policies during the current monitoring period based on the traffic light rating used in the assessment.

Targets / monitoring outcomes* are being achieved	52
Targets / monitoring outcomes* are not currently being achieved but there are no concerns over the implementation of the policy	22
Targets / monitoring outcomes* are not being achieved with subsequent concerns over the implementation of policy	8
No conclusion can be drawn due to limited data availability	2

\*For those indicators with no target/trigger the monitoring outcomes are assessed and rated accordingly

### Key AMR Findings

1.6 The results of the monitoring process demonstrate that many of the indicator targets and monitoring outcomes are being achieved (green traffic light rating), indicating that the relevant Plan policies are performing as intended. Of particular note over this monitoring period:

- Progress continues to be made towards the implementation of the spatial strategy.
- The Council approved proposals for a total of 484 dwelling units of which 93 (19.2%) are for affordable homes.
- Four LDP allocated housing sites gained planning permission:
  - The Former Paper Mill, Sudbrook (SAH7) 212 dwellings including 20 affordable units;
  - Coed Glas, Abergavenny (SAH9) 51 dwellings including 18 affordable units;
  - Main Village site at Penallt (SAH11xii) 10 dwellings comprising 6 affordable and 4 general market dwellings;
  - Main Village site at Shirenewton (SAH11xiv(b)) 5 dwellings comprising 3 affordable and 2 general market dwellings.

Significant progress has been made in relation to three other strategic housing sites.

- Affordable housing policy targets set out in Policy S4 are generally being met in relation to planning permissions granted in the main towns and main villages.
- The County has a total of 40.76 hectares of employment land available, indicating that sufficient employment land is maintained to meet the identified take up rate. The take-up of employment land stood at 3.21 hectares which is attributable to development on identified business and employment (SAE1) sites (Quaypoint Magor and Westgate Business Park Llanfoist) and protected employment (SAE2) sites (Union Road Abergavenny and Magor Brewery).

- There has been significant progress in terms of employment permissions within the County, with permissions granted for a range of B use class employment uses on identified business and industrial sites (SAE1), protected employment sites (SAE2) and non-allocated sites (totalling 2.26 hectares). A number of rural diversification and rural enterprise schemes have also been approved (6).
- The Council approved proposals for a total of 24 tourism facilities, all of which related to tourist accommodation ranging from holiday lets to glamping accommodation. The new Sustainable Tourism Accommodation SPG has helped clarify our general support for this important sector of our economy.
- Vacancy rates in the central shopping areas in all of the County's town and local centres remain below the Wales rate. Vacancy rates in all but one (Usk) of the County's central shopping areas remain below the UK rate.
- The proportion of A1 retail uses within the towns' Primary Shopping Frontages generally accord with the thresholds identified in the Primary Shopping Frontages SPG.
- A total of 4 community and recreation facilities have been granted planning permission.
- 51.2% (18.6 hectares) of development permitted<sup>1</sup> was on brownfield land. This is significant in Monmouthshire terms given the limited opportunities for brownfield development in the County.
- No applications were permitted on areas of open space not allocated for development in the LDP.
- Ample land remains available for potential waste management sites and there has been no reduction in the minerals land bank.
- There has been no loss of listed buildings or historic sites and no development permitted which would have an adverse impact on the historic environment.
- A total of 5 schemes incorporating on-site renewable energy generation were permitted<sup>2</sup> and 3 such schemes were completed, including two large scale PV solar parks (Shirenewton and Crick).
- There were no developments permitted in C1/C2 floodplain areas which did not meet TAN15 tests.

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<sup>1</sup> Excludes householder, conversions and agricultural buildings.

<sup>2</sup> Excludes householder, change of use and agricultural use.

- 1.7 The analysis also indicates that there are various policy indicators which are not being achieved but with no corresponding concerns over policy implementation, as detailed in Section 5 (amber traffic light rating). Further investigation has determined that there are justified reasons for the performance recorded and this is not representative of any fundamental issue with the implementation of the policy framework or strategy at this time.
- 1.8 There are, however, several key policy indicator targets/monitoring outcomes relating to housing provision that are not progressing as intended (red traffic light rating). Further investigation has determined that there are concerns with the implementation of these aspects of the policy framework. These are as follows:
- A total of 238 new dwelling completions (general market and affordable) were recorded during the current monitoring period. This, coupled with the 439 completions recorded during the last two monitoring periods, equates to a total of 667 dwelling completions since the Plan's adoption. This is significantly below the identified LDP target of 488 dwelling completions per annum (shortfall of 797 dwelling completions since the Plan's adoption).
  - A total of 47 affordable dwelling completions were recorded during the current monitoring period. This, together with the 80 affordable dwelling completions recorded during the previous two monitoring periods, amounts to a total of 127 affordable dwelling completions since the Plan's adoption. This is significantly below the identified LDP target of 96 affordable dwelling completions per annum (shortfall of 161 affordable dwelling completions since the Plan's adoption). This relates directly to the construction progress of housing sites, but also to viability issues.
  - The Monmouthshire Joint Housing Land Availability Study (JHLAS) for the 2016-17 period demonstrates that the County had 4.0 years housing land supply (based on the residual methodology prescribed in TAN1). This is the second consecutive year that the land supply has fallen below the 5 year target.
  - There has been limited progress with the delivery of allocated strategic housing sites. With the exception of the Former Paper Mill site at Sudbrook which achieved planning permission during the current monitoring period and the Wonastow Road site which is under construction, the remaining strategic sites have yet to obtain planning permission, albeit that some have been approved but are awaiting completion of the legal agreements. Progress on the delivery of the LDP strategic housing sites is provided in the policy analysis section for Policy S3.
- 1.9 This indicates that the LDP's key housing provision policies are not being delivered as anticipated and the subsequent lack of a 5 year housing land supply remains a matter of concern. A fundamental contributing factor to this shortfall is the slower than expected progression of allocated strategic housing sites, albeit that progress is being

made in bringing these sites forward and there is no evidence to suggest that the allocations are not deliverable (as detailed in Section 5). Nevertheless, the slower than anticipated delivery rate does suggest that there is a need for additional site allocations.

- 1.10 This continues the trend identified in last year's AMR and Joint Housing Land Availability Study (JHLAS) which led to the recommendation to initiate an early review of the Plan as a result of the need to address the shortfall in the housing land supply and facilitate the identification and allocation of additional viable and deliverable housing land.

### **Supplementary Planning Guidance (SPG)**

- 1.11 Progress has been made with the preparation and adoption of supplementary planning guidance to help to facilitate the interpretation and implementation of LDP policy which is detailed in Section 3. SPG preparation and adoption will continue in the next monitoring period. Where essential, however, resources will be focused on Plan review/revision.

### **Sustainability Appraisal (SA) Monitoring**

- 1.12 Section 6 expands the assessment of the performance of the LDP against the Sustainability Appraisal (SA) monitoring objectives. There is an overlap between some of the LDP and SA indicators helping to demonstrate how the LDP monitoring and SA monitoring are interlinked.
- 1.13 Some of the most notable findings specific to the SA during the current monitoring period include:
- 87% of major new development<sup>3</sup> is located within a 10 minute walk from a frequent and regular bus service.
  - 2ha of open space created as a result of planning permissions.
  - Approximately 20 trees protected by a woodland Tree Preservation Order were lost to development as a result of the planning permission for residential development at the allocated site at Coed Glas, Abergavenny (SAH9).
  - One location where the annual objective levels of nitrogen dioxide was exceeded (Hardwick Hill, Chepstow).
  - 8 of 20 proposals permitted on LDP allocated sites and sites of over 10 dwellings/1ha incorporated Sustainable Urban Drainage Systems (SUDS)<sup>4</sup> into the scheme.
  - 64.1% of Monmouthshire's total household waste was recycled or composted.

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<sup>3</sup> Major development is defined as development involving one or more of the following: developments of 10 or more dwellings or 0.5ha; development of building or buildings where the floor space to be created is 1000m<sup>2</sup> or more; developments on site with an area of 1ha or more; winning or working of minerals, or use of the land for mineral working deposits; or, waste development.

<sup>4</sup> SUDS are drainage solutions that provide an alternative to the direct channelling of surface water through networks of pipes and sewers to nearby watercourses. By mimicking natural drainage regimes, SUDS aim to reduce surface water flooding, improve water quality and enhance the amenity and biodiversity value of the environment. SUDS achieve this by lowering flow rates, increasing water storage capacity and reducing the transport of pollution to the water environment (British Geological Society).

- 0 instances where rivers across the County experienced summer low flow.
- 0 hectares of agricultural land at Grade 3a and better lost to major development.
- 1.8% increase in tourism expenditure (£190.05 million)

1.14 The SA monitoring provides a short term position statement on the performance of the Plan against a number of sustainability indicators. As such it is compared to the previous two AMRs only, emerging trends will become more apparent in future AMRs.

### **Conclusions and Recommendations**

1.15 The 2016-17 AMR maintains the trends identified in last year's AMR, that is while good progress has been made in implementing many of the Plan's policies and that overall the strategy remains sound, a number of key housing provision policy targets are not being met which indicates that these policies are not functioning as intended. The continued lack of a 5 year housing land supply remains a matter of concern that needs to be addressed if the Plan's housing requirements are to be met.

1.16 The position remains, therefore, that an early review of the LDP is considered necessary because of the housing land supply shortfall. As there are no concerns with other Plan policies at this stage the AMR also concludes that it is not considered necessary to review other aspects of the Plan at this time.

1.17 Accordingly, the AMR recommends the following:

1. Continue with an early review of the Monmouthshire LDP as a result of the need to address the shortfall in the housing land supply and facilitate the identification/allocation of additional housing land. This will involve the production of a Review Report which will set out and explain the scope of the Plan revision required.
2. Submit the third AMR to the Welsh Government by 31 October 2017 in accordance with statutory requirements. Publish the AMR on the Council's website.
3. Continue to monitor the Plan through the preparation of successive AMRs.

1.18 This third AMR represents the first part of the LDP Review Report. Subject to the conclusion of ongoing discussions regarding regional strategic planning, officers propose to present the Draft Review Report to Members later this calendar year.

## 2 Introduction

- 2.1 The Annual Monitoring Report (AMR) provides the basis for monitoring the effectiveness of the Local Development Plan (LDP) and ultimately determines whether any revisions to the Plan are necessary. It aims to demonstrate the extent to which the LDP strategy and objectives are being achieved and whether the Plan's policies are functioning effectively. It also allows the Council to assess the impact the LDP is having on the social, economic and environmental well-being of the County and identifies any significant contextual changes that might influence the Plan's implementation or review.
- 2.2 Monitoring is a continuous part of the plan making process. It provides the connection between evidence gathering, plan strategy and policy formulation, policy implementation, evaluation and plan review.

### **Adoption of the Monmouthshire Local Development Plan**

- 2.3 Under the Planning and Compulsory Purchase Act (2004) and associated Regulations, local planning authorities (LPAs) are required to produce a LDP. The Monmouthshire Local Development Plan was formally adopted by Monmouthshire County Council on 27 February 2014. The LDP provides the land use framework which forms the basis on which decisions about future development in the County, including planning applications, are based.
- 2.4 This is the third AMR to be prepared since the adoption of the Monmouthshire LDP and is based on the period 1 April 2016 – 31 March 2017.

### **The Requirement for Monitoring**

#### **Planning and Compulsory Purchase Act 2004**

- 2.5 The Council has a statutory obligation, under section 61 of the 2004 Act, to keep all matters under review that are expected to affect the development of its area. In addition, under section 76 of the Act, the Council has a duty to produce information on these matters in the form of an Annual Monitoring Report for submission to the Welsh Government at the end of October each year following plan adoption. The preparation of an AMR is therefore an integral part of the statutory development plan process.
- 2.6 In order to monitor LDP performance consistently, plans should be considered against a standard set of monitoring indicators and targets. The Welsh Government has issued regulations and guidance on the required content of AMRs.

## **Town and Country Planning (Local Development Plan) (Wales) (Amendment) Regulations 2015**

2.7 The Town and Country Planning (Local Development Plan) (Wales) Regulations have been amended to simplify certain aspects of the local development plan procedures, however, these do not affect the LDP monitoring process. Under Regulation 37 the AMR is required to:

- Identify policies that are not being implemented;  
And for each policy:
- Identify the reasons why the policy is not being implemented;
- Identify the steps (if any) that are intended to be taken to enable the policy to be implemented;
- Explore whether a revision to the plan to replace or amend the policy is required.

2.8 In addition, the AMR is required to monitor identified core indicators by specifying:

- The housing land supply from the current Housing Land Availability Study, and;
- The number (if any) of net additional affordable and general market dwellings built in the LPA area.

These are both for the year of the AMR and for the full period since the LDP was first adopted.

## **Local Development Plan Manual (Edition 2, 2015)**

2.9 The 2006 LDP Manual outlined additional LDP indicators which the AMR should report on. These were incorporated into the LDP monitoring framework where relevant. Some of these indicators were adapted to better fit with local circumstances and some were discounted as being inappropriate. The revised LDP Manual has deleted many of the additional LDP indicators included in the first Manual. However, as some of these indicators are included in the adopted LDP monitoring framework the Council will continue to monitor these to ensure consistency. The revised manual incorporates a smaller number of additional core output indicators relating the housing provision, employment and retail matters. However, as these are not included in the adopted monitoring framework it is not considered appropriate to include these retrospectively. Rather any necessary changes to the monitoring framework will be considered as part of the LDP revision process.

## **Monmouthshire LDP Monitoring Framework**

2.10 A Monitoring Framework is provided in Chapter Eight of the LDP comprising a series of 50 indicators, with corresponding targets and triggers for further action, in relation to the Plan's strategic policies. It also indicates the linkages between the Plan themes, objectives, strategic policies and other Plan policies. The indicators were developed in accordance with the above Welsh Government Regulations and guidance on monitoring. The Monitoring Framework forms the basis of the AMR.

**Strategic Environmental Assessment Regulations (2004) and The Conservation of Habitats and Species Regulations 2010 (as amended 2011)**

- 2.11 In addition the LDP and AMR must comply with European Directives and Regulations. The Sustainability Appraisal Report Addendum (2014) identifies a further set of indicators (60) that are used to monitor progress on sustainability issues. Whilst interlinked, these are set out separately from the LDP Policy Monitoring Framework and have been used in the AMR to measure the environmental, economic and social impacts of the LDP.
- 2.12 The completion of the AMR accords with the requirements for monitoring the sustainability performance of the Plan through the Strategic Environmental Assessment Regulations (2004) and The Conservation of Habitats and Species Regulations 2010 (as amended).

**AMR Format and Content**

- 2.13 The AMR has been designed to be a succinct and easily accessible document that can be used as a convenient point of reference for all strategic policy areas.
- 2.14 The structure of the AMR is as follows:

**Section 1 Executive Summary** - Provides a succinct written summary of the key monitoring findings.

**Section 2 Introduction** - Outlines the requirement for, the purpose and structure of the AMR.

**Section 3 Contextual Information** - Provides a brief overview of the relevant contextual information which, although outside the remit of the Plan, could affect the performance of the LDP policy framework. Policy specific contextual information is provided in the relevant policy analysis section.

**Section 4 LDP Monitoring Process** - Explains the monitoring process undertaken.

**Section 5 LDP Monitoring - Policy Analysis** - Provides a detailed analysis of the effectiveness of the LDP policy framework in delivering the identified aims/outcomes and targets, together with recommendations for further action.

**Section 6 Sustainability Appraisal Monitoring** - Provides an assessment of the LDP's performance against the SA monitoring indicators.

**Section 7 Conclusions and Recommendations** – Gives an overview of the AMR findings with reference to the analysis made in the preceding sections and, where relevant, provides recommendations on issues that require further consideration.

**Publication** – The AMR will be published on the Council's website.

## **Future Monitoring**

- 2.15 The broad structure of the AMR should remain the same from year to year in order to provide ease of analysis between successive reports. However, given that the monitoring process is dependent upon a wide range of statistical information that is sourced from both the Council and external sources, any changes to these sources could make certain indicators ineffective or out-dated. Accordingly, the monitoring framework may evolve over the Plan period and AMRs will be used as a means of identifying any such inevitable changes to the framework.
- 2.16 The Council is required to commence a full review of the LDP every four years. This means that from the date of the LDP's initial adoption a full review would be required to commence in 2018 in accordance with the statutory LDP process. A review of the LDP in advance of the formal review will only take place if the conclusions of the AMR or other exceptional circumstances (as set out in paragraph 4.4) indicate otherwise.

### 3 Contextual Information

- 3.1 This section provides a brief summary of the relevant contextual material that has been published during the current monitoring period. This includes national legislation and relevant plans, policies and strategies at the national, regional and local level. Any potential overall implications for the LDP as a whole are outlined where appropriate. General economic trends which have occurred since the LDP's adoption are also set out, together with progress on key supplementary planning guidance.
- 3.2 Contextual information which is specific to a particular LDP policy area is provided in the relevant policy analysis section for ease of reference and is therefore not repeated in detail here.

#### **Legislative Changes**

- 3.3 The Welsh Government did not introduce any national legislative changes during the current monitoring period.

#### **National Planning Policy**

##### **National Development Framework (NDF)**

- 3.4 The Welsh Government has commenced work on the production of a National Development Framework (NDF) which will replace the Wales Spatial Plan. The NDF will set out the 20 year spatial framework for land use in Wales, providing a context for the provision of new infrastructure/growth. It will concentrate on development and land use issues of national significance which the planning system is able to influence and deliver. Welsh Government undertook a Call for Evidence and Projects during the current monitoring period. Future progress on the NDF and any subsequent implications for the LDP will be reported in future AMRs. It is expected that the NDF will be adopted in 2022.

#### **National Planning Policy Amendments**

##### **Planning Policy Wales (Edition 9, November 2016)**

- 3.5 A revised version of Planning Policy Wales (PPW) was published in November 2016. The main changes contained in Edition 9 relate to the following matters:
- **Introduction (Chapter 1):**  
This has been updated to reflect the introduction of the 'Planning Performance Framework' and to take account of the introduction of validation appeals policy expectations.
  - **Local Development Plans (Chapter 2):**  
This has been updated to reflect changes in legislation, including provisions within the Planning (Wales) Act 2015.

- ***Development Management (Chapter 3):***  
The procedural content has been streamlined as a result of the publication of the Development Management Manual covering these processes. The revised chapter also includes reference to ‘Developments of National Significance’ following the coming into force of the relevant Regulations related to the Planning (Wales) Act 2015.
- ***Planning for Sustainability (Chapter 4):***  
This has been updated to include the statutory purpose of the planning system as introduced by the Planning (Wales) Act 2015. There have also been minor amendments to take account of the Well-being of Future Generations (Wales) Act 2015 and regarding Design and Access Statements, linked to the Planning (Wales) Act 2015.
- ***Historic Environment (Chapter 6):***  
This chapter has been revised in conjunction with Cadw following Royal Assent of the Historic Environment (Wales) Act 2016.
- ***Retail and Commercial Development (Chapter 10)***  
This chapter has been updated to reflect the Welsh Government’s revised national planning policy for retailing and commercial development.

#### **Technical Advice Notes (TANs)**

- 3.6 TAN 4 Retail and Commercial Development was updated during the current monitoring period. The potential implications of the changes to this TAN for the LDP are provided in the relevant policy analysis section (Section 5, Policy S6).

### **Regional Context**

#### **Strategic Development Plans (SDP)**

- 3.7 The Planning (Wales) Act provides a legal framework for the preparation of Strategic Development Plan. This will allow larger than local issues such as housing demand, search areas for strategic employment sites and supporting transport infrastructure, which cut across a number of local planning authorities, to be considered and planned for in an integrated way. SDPs will address cross-boundary issues at a regional level and must be in general conformity with the NDF. The Regulations make reference to three potential strategic planning areas including South East Wales. It is anticipated that Monmouthshire will be part of this strategic planning area, in alignment with the Cardiff Capital Region City Deal proposals. Regional discussions on the options for progressing a SDP were held during the current monitoring period. Future progress on the SDP and any subsequent implications for the LDP will be reported in future AMRs.

## **Cardiff Capital Region and City Deal**

- 3.8 The Cardiff Capital Region (CCR) is made up of an area of South East Wales, consisting of the ten local authorities, including Monmouthshire. These local authorities have joined forces in order to tackle issues that affect the whole of the region, such as worklessness and poor transportation links, with the aim of working together and collaborating on projects and plans for the area. The Authorities forming the Capital Region are progressing the City Deal to fund projects aimed at boosting the competitiveness of the region over the next 20 years. The CCR City Deal will help boost economic growth by improving transport links, increasing skills, helping people into work and giving businesses the support they need to grow. It will also establish strong governance across the region through the Cardiff Capital Region Joint Cabinet. The Leaders of the ten local authorities in South East Wales formally ratified the Cardiff Capital Region City Deal on March 1<sup>st</sup> 2017. Following this the City Deal will enter a transition phase and the Cardiff Capital Region Transition Plan will be created. This plan will detail the key activities to be undertaken, including the establishment of a Regional Office to drive the delivery of the Regional Cabinet's work programme in anticipation of receiving proposals for investment. The progress of the Cardiff Capital Region agenda, City Deal Bid and any subsequent implications for the LDP will be given further consideration in subsequent AMRs where appropriate. This investment represents a significant opportunity for Monmouthshire and for the region.

## **Local Context**

### **Monmouthshire Well-being Assessment and Plan**

- 3.9 Under the provisions of the Well-being of Future Generations Act every Public Service Board in Wales must publish a Well-being Plan by May 2018. Replacing the Single Integrated Plan (SIP), the plan will look at the economic, social, environmental and cultural well-being of the each county and will have clear links with the LDP. Work progressed on the preparation of a draft Local Well-being Assessment during the current monitoring period, with extensive community engagement undertaken across the County and the draft assessment issued for public consultation. It is anticipated that the Local Well-being Assessment will be published during the early part of the next monitoring period. The findings of the assessment will inform the priorities of the Local Well-being Plan. Further progress on the preparation of the Local Well-being Plan will be reported in subsequent AMRs insofar as it relates to the LDP.

### **Future Monmouthshire**

- 3.10 Monmouthshire County Council has embarked on a project to re-evaluate the needs and aspirations of our communities and how a 'Council of the Future' will seek to meet those challenges. The community engagement work will run alongside and integral to work on the Local Well-being Plan. The results of this engagement and other relevant evidence gathered for this exercise will be of relevance to any LDP review and revision.

### **Monmouthshire Community Infrastructure Levy (CIL) Update**

- 3.11 Consultation on the CIL Draft Charging Schedule was completed during the current monitoring period. The findings of the national CIL Review were also published during the current monitoring period which recommended fundamental changes to the CIL process. Consequently, the implementation of CIL in Monmouthshire has been deferred pending the outcome of the Government's response to the CIL Review which is expected during the next monitoring period. The progress of the CIL and any subsequent implications for the LDP will be given further consideration in successive AMRs where appropriate.

### **Monmouthshire 21<sup>st</sup> Century Schools**

- 3.12 Of note work on two 21<sup>st</sup> Century Schools in the County is well advanced, reflecting key corporate priorities of children having the best possible start in life and no-one being left behind.

## **General Economic Trends**

### **Economic Activity**

- 3.13 Key economic activity data for Monmouthshire and Wales from the LDP base date of 2011 to the current monitoring period is shown in the tables below. The data demonstrates that unemployment and earnings indicators have shown improvement over this period for both areas, although Monmouthshire outperforms Wales overall. Of note, Monmouthshire has experienced improved economic performance in relation to these indicators during the current monitoring period with unemployment at the lowest level since 2011 and earnings at the highest level since 2011. In contrast, the proportion of Monmouthshire residents that were economically active in employment over the current monitoring period fell to 76.5% (down from 78.8% during the previous year). Despite this marginal decline, the proportion of those economically active in employment in the County remains higher than the levels recorded between April 2011 to March 2015, and remains above the Wales figure. Such changes are not considered to be so significant to have any implications for the LDP. These economic indicators will be considered in subsequent AMRs and any potential implications recorded.

### **Economically Active – In Employment**

	<b>Monmouthshire</b>	<b>Wales</b>
April 2011-March 2012	<b>73.8%</b>	<b>66.7%</b>
April 2012-March 2013	<b>74.2%</b>	<b>67.6%</b>
April 2013-March 2014	<b>73.0%</b>	<b>69.5%</b>
April 2014-March 2015	<b>74.5%</b>	<b>69.3%</b>
April 2015-March 2016	<b>78.8%</b>	<b>71.1%</b>
April 2016-March 2017	<b>76.5%</b>	<b>71.4%</b>

Source: Nomis (Annual Population Survey, July 1017)

### Economically Active – Unemployed

	Monmouthshire	Wales
April 2011-March 2012	5.1%	8.4%
April 2012-March 2013	5.6%	8.3%
April 2013-March 2014	5.1%	7.4%
April 2014-March 2015	4.9%	6.8%
April 2015-March 2016	3.3%	5.4%
April 2016-March 2017	2.9%	4.4%

Source: Nomis (Annual Population Survey, July 2017)

### Gross Weekly Pay Full-Time Workers (Earnings by Residence)

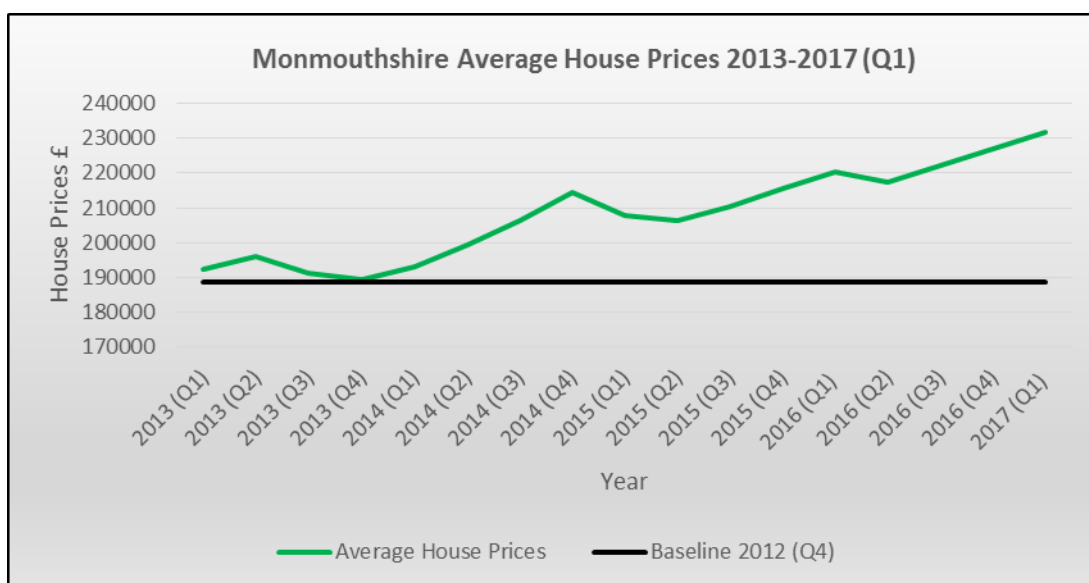
	Monmouthshire	Wales
2011	£560.3	£455.1
2012	£530.7	£454.9
2013	£579.5	£475.3
2014	£577.6	£479.4
2015	£610.1	£484.4
2016	£623.4	£498.3

Source: Nomis (Annual Population Survey, July 2017)

- 3.14 Evidence continues to suggest that the income for economically active women who both live and work within the County is significantly lower than that of men within the same category. It is unlikely that this is something that the land use planning system can directly influence, however, further consideration will be given to this as part of the Future Monmouthshire project and, if relevant, via future Plan review/revision.

### House Prices

- 3.15 As demonstrated in the graph below, Land Registry data indicates that average house prices in Monmouthshire have increased over the current monitoring period. Subsequently, average prices in quarter 1 2017 (January to March) at £231,857 were higher than the 2012 quarter 4 baseline price (£188,720). If the average house price trend data recorded exceeds the identified trigger for further investigation set out in relation to Policy S4, the Council will consider re-assessing the viability evidence which informed the affordable housing policy targets. This is given further consideration in the policy analysis section relating to Policy S4.
- 3.16 A number of recently announced proposals, including the abolishment of the Severn Bridge tolls at the end of 2018 and plans for the South East Wales Metro, could have potential impacts on house prices in Monmouthshire. Any such impacts will be considered in subsequent AMRs.



Source: Land Registry UK House Price Index (June 2017)

## Supplementary Planning Guidance (SPG)

- 3.17 The Primary Shopping Frontages SPG was adopted during the current monitoring period.
- 3.18 Additional draft SPG has been prepared during this monitoring period, namely Sustainable Tourism Accommodation and Rural Conversions to a Residential or Tourism Use (Policies H4 and T2). It is anticipated that these will be consulted on and progressed through to adoption during the next monitoring period. Work on the Landscape SPG is on-going. Progress on these will be reported in the next AMR.

## Summary

- 3.19 As detailed above, revised/new national, regional and local plans, policies and strategies have emerged during the current monitoring period, some of which may have implications for the future implementation of the LDP. However, none of contextual changes identified to date suggest the need for an early review of the Plan. Subsequent AMRs will continue to provide updates on relevant contextual material which could affect the Plan's future implementation.

## 4 LDP Monitoring Process

### How is the LDP Monitored?

- 4.1 Section 5 provides a detailed analysis of the effectiveness of the LDP policy framework in delivering the identified policy aims/outcomes and targets, together with appropriate recommendations for further action. Consideration is also given to any significant policy specific contextual issues that have arisen over the monitoring period which could affect policy implementation. Aligned with the LDP monitoring framework, the analysis is grouped according to the Plan's strategic policies and is structured as follows:

<b>Monitoring Aims / Outcomes</b>	The monitoring aim / outcome identifies what each strategic policy is seeking to achieve. Supporting objectives, development management and site allocation policies are also set out to demonstrate the interlinkages between the policies.
<b>Contextual information</b>	Significant contextual information that has been published over the monitoring period is outlined where relevant to a particular strategic policy. This will enable the AMR to determine whether the performance of a policy has been affected by contextual changes. These can include new or amended legislation, national, regional and local plans, policies or strategies as well as external social and economic trends which could affect the delivery of the LDP such as economic conditions. Any such changes lie outside the remit of the LDP.
<b>Indicators, targets and triggers</b>	<p>Policy performance recorded during the monitoring period in relation to the indicators and relevant targets /triggers for further investigation is set out for each strategic policy.</p> <p>The targets and triggers for certain indicators have been subdivided to enable the effective monitoring of these indicators. This includes indicators relating to the following strategic policies:</p> <ul style="list-style-type: none"> <li>• S1 Spatial Strategy</li> <li>• S3 Strategic Housing Sites</li> <li>• S4 Affordable Housing</li> <li>• S6 Retail</li> <li>• S8/S9 Enterprise and Economy/ Employment Sites Provision</li> </ul> <p>The total number of targets and triggers in the monitoring framework has subsequently increased.</p>

	Where relevant, indicator data recorded in previous AMRs is provided in the tables. Such data is colour coded (i.e. red, amber, green) to enable trends to be readily identified.
<b>Analysis</b>	<p>Having regard to the indicators, relevant targets, triggers and monitoring outcomes, the AMR assesses whether the Plan's strategic policies are being implemented as intended and whether the LDP objectives and strategy are being achieved. This includes the identification and further investigation of any policy that fails to meet its target and/or has reached its trigger point. However, the fact that a policy reaches its trigger level does not automatically imply that the policy is failing. The analysis will consider whether such performance may be due to extraneous circumstances or could be justified in the context of the overall policy framework.</p> <p>The analysis excludes those indicator targets with no applicable planning applications or completions to assess during the monitoring period. These totalled 6 during the current monitoring period.</p>
<b>Recommendations</b>	<p>Taking account of the policy analysis, appropriate recommendations are provided including a statement of any necessary actions required. If policies are found to be failing the AMR will set out clear recommendations on what, if anything, needs to be done to address this.</p> <p>Consideration of the LDP against all of the information gathered over the monitoring period will allow the Council to determine whether a review of the Plan is required.</p>

#### **Policy Performance Traffic Light Rating**

- 4.2 As a visual aid in monitoring the effectiveness of the Plan's strategic policies and to provide a quick reference overview of policy performance a 'traffic light' rating is included for relevant indicators as follows:

	Policy targets/monitoring outcomes* are being achieved
	Policy targets/monitoring outcomes* are not currently being achieved but there are no concerns over the implementation of the policy
	Policy targets/monitoring outcomes* are not currently being achieved with subsequent concerns over the implementation of the policy
	No conclusion can be drawn due to limited data

\*For those indicators with no target/trigger the monitoring outcomes are assessed and rated accordingly.

### **Replacement Indicators**

- 4.3 In instances where the Council has been unable to monitor an indicator or where an indicator has been superseded, an explanation will be provided in the relevant policy analysis section and, where appropriate, an alternative indicator will be identified. There may also be instances where it is necessary to amend an indicator, for example, to improve the clarity of the indicator or realign it with relevant data sets. In such cases an explanation will be provided in the relevant policy analysis section and the indicator amended as appropriate.

### **Triggers for Plan Review**

- 4.4 The Council is required to commence a full review of the LDP every four years. It is, however, recognised that the following exceptional circumstances could elicit an early review of the Plan:
- A significant change in external conditions
  - A significant change in national policy or legislation
  - A significant change in local circumstances e.g. closure of a significant employment site that weakens the local economy
  - A significant change in development pressures or needs and investment strategies of major public and private investors
  - Significant concerns from the results of the AMR in terms of policy effectiveness/implementation and site delivery, including a fall in the housing land supply below 5 years.

All of these issues will be taken into consideration in determining whether a full or partial review of the Plan is necessary.

### **Sustainability Appraisal Monitoring Framework**

- 4.5 The Sustainability Appraisal Monitoring expands the assessment of the performance of the LDP against the Sustainability Appraisal (SA) monitoring objectives. The SA identifies 17 objectives and 61 indicators to measure the environmental, economic and social impacts of the LDP. This is set out in Section 6 of the AMR.

## 5 LDP Monitoring – Policy Analysis

- 5.1 This section provides a detailed assessment of whether the Plan’s strategic policies, and associated supporting policies, are being implemented as intended and whether the LDP objectives and strategy are being achieved. Appropriate recommendations are subsequently provided, together with necessary actions to address any policy implementation issues identified through the monitoring process. Aligned with the LDP, the analysis is set out in strategic policy order.

## Spatial Strategy

**Monitoring Aim/Outcome:** New housing development to be distributed in accordance with the LDP Spatial Strategy

**Strategic Policy:** S1/S2 Spatial Distribution of New Housing Provision

**LDP Objectives Supported:** 1, 3 & 4

### Contextual Changes

There have been no significant contextual changes relating to this policy area during the monitoring period.

Of note, additional information on Monmouthshire's current housing land availability, including dwelling completions/permissions and their location, is available in the 2017 Joint Housing Land Availability Study (JHLAS) which can be accessed via the following link:

<http://www.monmouthshire.gov.uk/app/uploads/2017/08/JHLA-Study-2017.pdf>

Indicator	Target (Previous AMR Performance)	Trigger for Further Investigation	Performance 1 April 2016 – 31 March 2017
Proportion of new housing development provided in accordance with the spatial strategy Policy S1 / settlement hierarchy set out in Policy S2*	Location of new residential development should correspond to the requirements set out in the Tables to Policy S2:	Housing completions are +/- 10% of the requirements set out in the tables to Policy S2 in any 1 year	<b>Dwelling Completions</b>
	<b>a) Main towns 41%</b>  (2014-15: 27%) (2015-16: 40.2%)		<b>38.2%</b>
	<b>b) Severnside Settlements 33%</b>  (2014-15: 43%) (2015-16: 8.1%)		<b>19.3%</b>
	<b>c) Rural Secondary Settlements 10%</b>  (2014-15: 6%) (2015-16: 37.2%)		<b>21.4%</b>

	<b>d) Rural General 16%</b>  (2014-15: 24%) (2015-16: 14.5%)		<b>21%</b>
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### Analysis – Dwelling Completions

#### a) Main Towns

Of the 238 dwelling completions recorded during the monitoring period, 38.2% (91 units) were in the County's main towns which is marginally below the identified target of 41%. The vast majority of these completions (85%, 77 units) were in Monmouth, with 38 completions on two large windfall sites\*\* in Monmouth (Dixton Road Clinic, 18 and Former Cottage Hospital, 20), 21 completions at the LDP allocated site at Wonastow Road (SAH4) and 18 completions on small sites\*\*\*. Over the monitoring period completions totalled 6 in Abergavenny and 8 in Chepstow, all of which were on small sites. The completions were predominantly general market dwellings, with 4 affordable dwelling completions in Monmouth (Dixton Road Clinic).

As may be expected, given that the LDP allocated site at Wonastow Road, Monmouth gained reserved matters permission during the last monitoring period, development at the site is progressing with a number of completions recorded (21), accounting for 23% of total main town completions. Conversely, the allocated LDP sites in Abergavenny and Chepstow have not yet obtained permission and subsequently there have been no completions on these sites over the current monitoring period. However, it is anticipated that as these sites obtain permission and are developed dwelling completions in Abergavenny and Chepstow will align more closely with the spatial strategy. Further details on the progress of these sites is set out in the analysis of strategic housing sites (Policy S3). A significant proportion of the completions recorded in the main towns (42%) was due to large windfall sites. Indeed, the relatively high proportion of dwelling completions in the main towns reflects the fact that windfall sites accounted for almost half (49%) of all completions recorded in Monmouthshire over the monitoring period.

Dwelling completions recorded in the main towns during this monitoring period are similar to those recorded last year (40.2%) and compare more favourably to those recorded during the first monitoring period (27%). Again, this is predominantly attributable to a high number of large windfall site completions recorded, rather than the progression/development of strategic site allocations, albeit that development at Wonastow Road has commenced.

In view of the above, there is not considered to be any significant issue with the implementation of Plan's spatial strategy in relation to dwelling completions in the main towns. While it is recognised that windfall sites accounted for a significant proportion of completions these are in accordance with the spatial strategy. The Council will continue to monitor this issue closely in order to determine the effectiveness of the spatial strategy over the Plan period.

**b) Severnside Settlements**

19.3% (46 units) of dwelling completions recorded during the monitoring period were in Severnside settlements which is lower than the identified target of 33% for this area. This signifies that the trigger for this indicator has been met. Over half (59%, 27 units) of these completions were on windfall sites (both former primary school sites) – one in Caldicot (8 units) and one in Rogiet (19 units) – all of which were affordable dwellings. The remaining completions (19 units) were on small sites – 9 completions in Caldicot, 3 completions in Portskewett, 3 completions in Rogiet, 3 completions in Sudbrook and 1 completion in Undy. Of these small site completions, 14 were general market dwellings and 5 were affordable dwellings.

The lower than anticipated completion rate may be expected as allocated LDP sites in the Severnside area, which are in accordance with the spatial strategy, have not progressed to completion stage. It is anticipated that as these sites obtain permission and are developed the proportion of completions in the Severnside Settlements will align more closely with the target figure of 33%. The allocated site at Sudbrook Paper Mill (SAH7) gained permission during the current monitoring period with development expected to progress during the next monitoring period. Nevertheless, delivery of these sites is slower than anticipated as detailed in the analysis of strategic housing sites (Policy S3).

The completion rate recorded in Severnside during the current monitoring period is well above that recorded in the previous AMR which stood at 8.1%. As evidenced, this is due to a number of windfall sites completions recorded in the Severnside area, rather than development on allocated sites in the area. It is, however, below that recorded in the first AMR (43%) which was attributable to completions on residual UDP sites which are now built out.

This indicator is considered to signal a temporary issue with the delivery of the Plan's spatial strategy, rather than an issue with the suitability or effectiveness of the strategy itself. The Council will continue to monitor this issue closely in order to determine the effectiveness of the spatial strategy over the Plan period.

**c) Rural Secondary Settlements**

21.4% (51 units) of all dwelling completions recorded during the monitoring period were in the County's rural secondary settlements. As this is +10% above the identified target the trigger for further investigation has been reached.

Two large windfall sites in Llanfoist accounted for all of the completions recorded – Westgate, 28 dwellings and Gavenny Gate (Former Coopers Filter Site), 23 dwellings, all of which were general market housing. There were no completions recorded in the other rural secondary settlements of Penperlleni, Raglan and Usk over the current monitoring period.

The completions recorded on windfall sites has resulted in completions exceeding the target figure in the rural secondary settlements. However, this is not reflective of any issue with the implementation of the LDP strategy or allocations as these sites were approved under the Unitary Development Plan policy framework. The high proportion of windfall

completions in the rural secondary settlements also reflects the fact that windfall sites accounted for almost half (49%) of all completions recorded in Monmouthshire over the monitoring period.

Furthermore, allocated LDP sites in the rural secondary settlements were not sufficiently progressed to generate completions during the current monitoring period. It is anticipated that as the aforementioned windfall sites are built out and allocated sites are developed in Raglan, Usk and Penperlleni (the latter gained planning permission during the previous monitoring period) the proportion of completions in these settlements will align more closely with the target figure.

The completion rate in rural secondary settlements, whilst lower than that recorded in last year's AMR (37.2%) was considerably above that recorded during the first AMR (6%). As evidenced, the higher than target completion rate is attributable to completions on large windfall sites approved under the UDP progressing over the last two monitoring periods.

In view of the above, there is not considered to be any issue with the implementation of the Plan's spatial strategy in relation to dwelling completions in the rural secondary settlements. The Council will continue to monitor this issue closely in order to determine the effectiveness of the spatial strategy over the LDP period.

#### **d) Rural General**

21% (50 units) of all dwellings completions recorded during the monitoring period were in the County's rural general areas which is marginally above the identified target (16%). Accordingly, the trigger for further investigation has not been reached.

As may be expected in rural settlements small sites accounted for the vast majority of completions (35 dwellings), nearly three quarters of which were for conversions/change of use. Of these, 33 were general market dwellings and 2 were affordable dwellings. The allocated main village site at Trellech (SAH11xv) accounted for the remaining 15 completions recorded in rural general areas over the monitoring period, with 6 general market dwellings and 9 affordable dwellings. As the Plan's other allocated main village sites (SAH11) are developed, together with continued opportunities for small site conversions and infill development, it is anticipated that the proportion of completions in these settlements will align with the target figure of 16% over the plan period.

The completion rate in the County's rural areas is higher than that recorded in last year's AMR (14.5%) and slightly below that recorded in the first AMR (24%). Generally, however, the completion rate in rural general areas has been within + / - 10% of the identified target and the trigger for further investigation has not been met during any monitoring period. In view of this, there is not considered to be any issue with the implementation of the Plan's spatial strategy in relation to dwelling completions in the rural general areas as set out in Policy S1 and therefore no further investigation is required at present. The Council will continue to monitor this issue closely in order to determine the effectiveness of the spatial strategy over the Plan period.

<b>Recommendation</b>
a) No action is currently required. Continue to monitor.
b) No action is currently required. Continue to monitor.
c) No action is currently required. Continue to monitor.
d) No action is currently required. Continue to monitor.

\*Dwelling completions and permissions are monitored in order to gain a comprehensive picture of the spatial strategy's implementation

\*\*Large site windfall >10 dwellings

\*\*\*Small site windfall <10 dwellings

Indicator	Target <i>(Previous AMR Performance)</i>	Trigger for Further Investigation	Performance 1 April 2016 – 31 March 2017
Proportion of new housing development permitted in accordance with the spatial strategy Policy S1 / settlement hierarchy set out in Policy S2*	Location of new residential development should correspond to the requirements set out in the Tables to Policy S2:	Housing permissions are +/- 10% of the requirements set out in the tables to Policy S2 in any 1 year	<b>Dwelling Permissions</b>
	<b>e) Main towns 41%</b>  <i>(2014-15: 81%)</i> <i>(2015-16: 31%)</i>		<b>30.2%</b>
	<b>f) Severnside Settlements 33%</b>  <i>(2014-15: 11%)</i> <i>(2015-16: 10%)</i>		<b>54.1%</b>
	<b>g) Rural Secondary Settlements 10%</b>  <i>(2014-15: 1%)</i> <i>(2015-16: 37%)</i>		<b>5.2%</b>
	<b>h) Rural General 16%</b>  <i>(2014-15: 7%)</i> <i>(2015-16: 22%)</i>		<b>10.5%</b>

#### Analysis – Dwelling Permissions

Dwelling permissions in Monmouthshire as a whole are significantly higher than recorded during the last monitoring period (up from 212 to 484). This is predominantly attributable to the permissions obtained for the allocated LDP sites at Sudbrook Paper Mill (212 dwellings) and Coed Glas (51 units) which collectively accounted for over half (54.3%) of all permissions recorded in the County over the current monitoring period. Large windfall sites in Abergavenny and Sudbrook also accounted for a significant number of permissions, totalling 116 dwellings (24% of all permissions).

#### e) Main Towns

Of the 484 dwelling units granted planning permission during the monitoring period, 30.2% (146 units) were in the County's main towns. As this is 10.8% less than the identified LDP target (41%), the trigger for further investigation has been reached.

Three sites accounted for the majority of dwellings permitted over the monitoring period, all of which were in Abergavenny (121 units). These comprised of two large windfall sites in Abergavenny, accounting for 70 dwellings (The Hill, 45 units and Mulberry House, 25 units) and the LDP allocation at Coed Glas Abergavenny (SAH9) accounting for a further 51 units. Although small sites accounted for 18 planning permissions in the main towns, they accounted for just 25 of the units permitted – 10 in Abergavenny, 9 in Monmouth and 6 in Chepstow. Of note, 98 (67%) of the dwellings permitted in the main towns during the monitoring period were for general market dwellings and 48 (33%) were for affordable dwellings, with all of the affordable units permitted in Abergavenny (46 associated with the large windfall sites and LDP allocation).

Evidently, Abergavenny accounted for the majority of dwellings permissions recorded (90%), with few permissions recorded in the County's other main towns of Chepstow (4%) and Monmouth (6%). As evidenced, this is attributable to the permissions granted for windfall sites and an allocated LDP site in the town.

In terms of LDP allocations, the Coed Glas allocation (SAH9) gained planning permission during the monitoring period which added significantly to dwelling permissions recorded in Abergavenny. However, other LDP allocations in the main towns (Deri Farm Abergavenny, Fairfield Mabey Chepstow, Tudor Road Monmouth) did not gain planning permission during the monitoring period due to a variety of factors, albeit that headway is being made in progressing the allocated sites in Abergavenny and Chepstow. However, as these sites advance and obtain permission it is anticipated that the proportion of permissions in the main towns will increase in line with identified target thus ensuring improved alignment with the LDP spatial strategy. An update on the progression of allocated sites in the main towns is provided in the strategic sites policy analysis (Policy S3).

The number of dwellings permitted in the main towns during the current monitoring period is comparable with those recorded in last year's AMR which stood at 31%. However, the past two AMRs contrast with the first AMR when the total percentage of such permissions stood at 81%. Although this was considerably above the LDP target, it was attributable to the outline permission at Wonastow Road Monmouth which accounted for 88% of main town permissions.

In view of the above, there is not considered to be any significant issue with the implementation of the Plan's spatial strategy in relation to dwelling permissions granted in the main towns and therefore no further investigation is required at present. The Council will continue to monitor this issue closely in order to determine the effectiveness of the spatial strategy over the Plan period.

#### **f) Severnside Settlements**

Over half (54.1%, 262 units) of the 484 dwellings granted planning permission during the monitoring period were in Severnside settlements. This is considerably higher than the identified target for this area (33%), meaning that the trigger for further investigation has been reached.

The high proportion of permissions recorded in Severnside settlements is a result of the full permission for 212 units at the LDP allocated site at Sudbrook Paper Mill (SAH7) which accounted for the majority of permissions (80.9%) in Severnside. This is the second of the LDP allocated strategic sites to gain permission since the Plan's adoption. A large windfall site at the Old Shipyard, Sudbrook accounted for an additional 46 dwellings permitted. Small sites accounted for the remaining permissions in Severnside – 2 dwellings in Caldicot, 1 dwelling in Portskewett and 1 dwelling in Undy. Of the dwellings permitted in Severnside settlements, 237 were for general market dwellings and 25 for affordable dwellings, with 20 of the affordable units associated with the strategic allocation at Sudbrook Paper Mill. The number of dwellings permitted in Severnside settlements during the current monitoring period is significantly higher than those recorded in both the 2014/15 and 2015/16 AMRs which stood at 11% and 10% respectively. This was identified in the 2015/16 AMR as being a matter of concern with the implementation of the policy. In the current monitoring period, however, the Severnside area accounted for the highest proportion of permissions recorded in the County. As evidenced, this is predominantly attributable to the allocated strategic site at Sudbrook Paper Mill achieving consent over the current monitoring period – the first of the four strategic sites to gain permission in Severnside.

There are a further 3 strategic housing allocations in Severnside and as these and allocated sites in the County's other settlements are advanced, it is expected that the proportion of permissions in these settlements will align more closely with the target figures. This, coupled with continued opportunities for windfall/small sites, should ensure improved alignment with spatial strategy as set out in Policy S1. An update on the progression of allocated sites in Severnside is provided in the Strategic Sites policy analysis.

The fact that only one of the area's allocated sites has gained permission is considered to signal a temporary issue, rather than an issue with the suitability or effectiveness of the strategy itself. As indicated in the analysis of Policy S3, there is no evidence to suggest that the site allocations in Severnside are not deliverable or that their allocation needs to be reviewed. The delays in them coming forward, however, have implications for other monitoring targets and triggers and the need for any further action is being considered in connection with those particular indicators.

The Council will continue to monitor this issue closely in order to determine the effectiveness of the spatial strategy over the Plan period.

#### **g) Rural Secondary Settlements**

25 (5.2%) of all dwellings permitted during the monitoring period were in the County's rural secondary settlements. Although this is less than the identified LDP target, the trigger for further investigation has not been reached as this allows for a +/- 10% buffer.

Small sites accounted for the majority of units permitted – 12 in Llanfoist, 2 in Usk and 1 in Raglan, all of which were for general market dwellings. A windfall site in Raglan accounted for the remaining 10 dwellings permitted which will provide 100% affordable housing units.

The lower than anticipated proportion of permissions recorded in the rural secondary settlements is predominantly due to limited progression with two of the allocated LDP sites

in these settlements. While the site at Penperlleni gained consent during the last monitoring period, the allocated sites at Raglan and Usk have not yet acquired permission. It is anticipated that as these sites are progressed and opportunities for infill / windfall development continue, the proportion of permissions in these settlements will align more closely with the target figure of 10%.

While the number of dwellings permitted in rural secondary settlements during the current monitoring period compares more favourably to those recorded during the first AMR (1%), the rate is considerably lower than those recorded in last year's AMR (37%). This variation is attributable to the allocated site at Penperlleni gaining consent during the last AMR period, coupled with the lack of progress on allocated sites (which are in accordance with the spatial strategy) elsewhere in the County.

In view of the above, there is not considered to be any significant issue with the implementation of the Plan's spatial strategy in relation to dwelling permissions granted in the rural secondary settlements. The Council will continue to monitor this issue closely in order to determine the effectiveness of the spatial strategy over the plan period.

#### **h) Rural General**

51 (10.5%) of all dwellings permitted during the monitoring period were in the County's rural areas. While this is lower than the identified LDP target (16%), the trigger for further investigation has not been reached as this is within the +/- 10% buffer.

Unsurprisingly, small sites accounted for the majority of dwelling permissions recorded (51%, 26 units) in a range of rural settlements throughout Monmouthshire. Many of these related to barn conversions and all but one unit were for general market housing. There has also been further progress with the LDP rural allocations in main villages during the current monitoring period, with permission granted for 10 dwellings (6 affordable, 4 general market) at the allocated site in Penallt (SAH11xii) and 5 dwellings (3 affordable, 2 general market) at one of the allocated sites in Shirenewtown (SAH11xiv(b)). A site at Llanvihangel Rogiet accounted for the remaining 10 dwellings permitted as conversions during the current monitoring period, all of which were for general market housing (although the permission was subject to an off-site affordable housing contribution).

Permissions recorded in rural areas during this monitoring period are comparable to those recorded in the first AMR (7%) and lower than those recorded in the second AMR (22%). Despite these variations, the proportion of permissions in the County's rural areas recorded over the past three years has been within +/-10% of the target meaning that the trigger for further investigation has not been met to date which signifies that there are no significant concerns with the permissions achieved in rural areas.

It is anticipated that the progression of all LDP site allocations, including those within the County's main villages, will ensure that the proportion of permissions in rural settlements more closely reflects the identified target and enables improved alignment with the spatial strategy.

Of note, three rural enterprise worker's dwellings were approved during the monitoring period<sup>5</sup>, all of which were considered to be in accordance with TAN6 and relevant LDP policies.

In view of the above, there is not considered to be any issue with the implementation of the Plan's spatial strategy in relation to dwelling permissions granted in the County's rural settlements. The Council will continue to monitor this issue closely in order to determine the effectiveness of the spatial strategy over the plan period.

<b>Recommendation</b>
e) No action is currently required. Continue to monitor.
f) No action is currently required. Continue to monitor.
g) No action is currently required. Continue to monitor.
h) No action is currently required. Continue to monitor.

\*Dwelling completions and permissions are monitored in order to gain a comprehensive picture of the spatial strategy's implementation

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<sup>5</sup> DC/2016/00486 – rural enterprise worker's dwelling, Cwm Newydd, Rockfield; DC/2014/01467 – rural enterprise worker's dwelling, Pen y Lan Farm, Cwmcarvan; DC/2015/00459 – retention of equine worker's dwelling, Tan Gwyn Stables, Ponthir.

## Housing Provision

**Monitoring Aim/Outcome:** To provide 4,500 dwelling units (including 960 affordable dwelling units) in the County over the plan period.

**Strategic Policy:** S2 Housing Provision

**LDP Objectives Supported:** 1, 3 & 4

**Other LDP Policies Supported:** H1-H9, SAH1-SA11

### Contextual Changes

There have been no significant contextual changes relating to this policy area over during the monitoring period.

Indicator	Target <i>(Previous AMR Performance)</i>	Trigger for Further Investigation	Performance 1 April 2016 – 31 March 2017
1. The number of additional general market and affordable dwellings built over the plan period*	Up to 488 dwellings to be built per annum 2013-2021  <i>(2014-15: 205)</i> <i>(2015-16: 234)</i>	10% less or greater than the LDP strategy build rate for 2 consecutive years	<b>238</b>
2. Housing land supply*	Maintain a minimum 5 year housing land supply throughout the plan period  <i>(2014-15: 5.0)</i> <i>(2015-16: 4.1)</i>	Less than a 5 year housing land supply in any 1 year	<b>4.0</b>
3. Density of housing permitted on allocated sites♦	Meet the target densities set out in site allocation policies SAH1 to SAH10	Planning permissions granted that do not meet these densities	<b>SAH7: 30 dph SAH9: 26 dph</b>

4. Review of Gypsy/ Traveller Accommodation Needs and Sites Study to be completed within two years of the LDP's adoption	If a need for additional site(s) is identified seek to allocate a suitable site by Spring 2017	Identified need not met by Spring 2017	<b>Gypsy Traveller Accommodation Assessment approved by WG January 2017. Suitable site not identified.</b>
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### Analysis

1. 238 general market and affordable dwellings were built during the monitoring period (191 general market and 47 affordable). 116 (48.7%) of these completions were on windfall sites, including the former primary schools in Rogiet and Caldicot (West End), Westgate (Land off Merthyr Road) and Gavenny Gate in Llanfoist, Dixon Clinic and Former Cottage Hospital in Monmouth. Small sites (including conversions) accounted for a significant number of completions over this period, totalling 86 (36.1%). Two LDP site allocations accounted for the remaining 36 completions, with 21 completions at the strategic mixed use site at Wonastow Road, Monmouth (SAH4) and 15 completions at the main village site at Trellech (SAH11xv).

The 238 completions recorded is considerably below the LDP target of 488 dwelling completions per annum between 2013 and 2021. This figure, coupled with the completion rate of 439 dwellings recorded during the last two monitoring periods (205 completions in 2014/15; 234 completions in 2015/16), means that a total of 677 completions have been recorded since the Plan's adoption and as such the trigger for this indicator has been met for the second consecutive year.

Completions recording during this period are comparable to those recorded in last year's AMR (234) and are marginally higher than completions in the first AMR (205). Comparison with last year's AMR also indicates that general market completions were higher during the current monitoring period (191 in 2016/17 compared with 171 in 2015/16), while affordable housing completions were lower (47 in 2016/17 compared with 63 in 2015/16).

Given that few of the LDP allocated sites have progressed to development stage, with completions recorded on just two allocated sites during this period, the lower than target completion rate may be expected. Moreover, as this is the third year that the LDP has been operational, a significant number of completions on LDP allocations would not necessarily be expected given the time it takes to progress sites through the planning process. However, as allocated sites obtain permission and are developed dwelling completions will undoubtedly increase over the remainder of the Plan period. Given that a further four of Plan's allocated sites gained permission during this monitoring period, it is anticipated that there will be completions on these sites during next year's monitoring period. The delivery of the LDP strategic housing sites in particular will enhance the completion rate in line with the identified target. An update on the progression of allocated strategic sites is provided in the strategic sites policy analysis (Policy S3).

There are numerous wider economic factors that influence housing delivery above and beyond the planning system. While only two strategic site allocations had gained consent by the end of this monitoring period, significant progress is being made on bringing the other strategic sites forward, as indicated in the analysis of Policy S3. There is no evidence to suggest that the remaining strategic site allocations are not deliverable or that their allocation needs to be reviewed. Where possible, the Council will seek to expedite the delivery of the existing allocated sites. Nevertheless, the continued slow delivery rate of these sites does seem to confirm the need for additional site allocations through a LDP revision and/or through a pragmatic approach to the determination of departure applications as identified in last year's AMR. These matters are further considered below in relation to the housing supply indicator.

The Council will continue to monitor dwelling completion rates closely in future AMRs to determine the effectiveness of the policy framework in enabling delivering both general market and affordable dwellings.

2. The Monmouthshire Joint Housing Land Availability Study (JHLAS) for the 2016-17 period demonstrates that the County had 4.0 years housing land supply (based on the residual method). The overall total land supply is 2,754 units, comprising 2,317 units on large sites and 437 units on small sites.

As indicated in the table below, this is the second consecutive year that the land supply has fallen below 5 years (based on the residual methodology prescribed in TAN1), and as such the trigger for this indicator has been met.

Where the land supply is less than 5 years, TAN1 states that local planning authorities should consider the reasons for the shortfall and whether the LDP should be reviewed either in whole or in part.

The fundamental reason for the shortfall in the land supply is the slower than anticipated delivery rate of the LDP allocated sites, as indicated in the analysis above and in relation to Policy S3. This suggests that there is a need for additional site allocations to increase the supply of housing land. It is considered that the most effective way of achieving this will be through an early review/revision of the adopted LDP. While it is recognised that an early review would be in advance of the statutory 4 year review (due in 2018), given the importance attached to the land supply issue an early review is considered necessary. This would also assist in seeking to avoid 'planning by appeal' and ad hoc development coming forward outside the development plan system and not in accordance with the Plan's strategy.

The adoption of a pragmatic approach to the determination of residential development sites will also assist in this context (as recognised in TAN1, paragraph 6.2). That is, where sites are a departure from the LDP but are otherwise acceptable in planning terms a recommendation for approval may be considered.

The TAN1 requirement for LPAs to base the 5 year housing land calculations on the residual method is also considered to be a contributing factor to the current shortfall in the Authority's land supply. It is worth noting that, under the previous TAN1 guidance, past build rates could also be used to calculate the housing land supply. Based on past build rates over the last ten years, Monmouthshire would have an 11 year housing land supply. This method of calculation was retracted in the revised TAN1: the point is simply made to help illustrate that this issue is not a simple case of the LDP not delivering, it is a complex combination of rules around how land supply is measured and external economic factors affecting house building and the housing market. The Welsh Government has commissioned research into TAN1 and housing land supply and Monmouthshire took part as a case study Authority. The results of this research are with Welsh Government who may recommend changes to the way housing land availability is currently calculated, however, until such time any changes are made the current system applies.

<b>Study Date</b>	<b>Number of Years Supply</b>
1 April 2011-12	4.4
1 April 2012-13	3.6
1 April 2013-14	5.2
1 April 2014-15	5.0
1 April 2015-16	4.1
1 April 2016-17	4.0

3. The following allocated LDP sites\*\* acquired planning consent over the monitoring period with site densities as follows:

- Former Sudbrook Paper Mill (SAH7) 212 units, density of 30 dwellings per hectare.
- Coed Glas, Abergavenny (SAH9) 51 units, density of 26 dwellings per hectare.

The Former Sudbrook Paper Mill site achieved a density of 30 dwellings per hectare which is marginally above the target density for this site of 28.8 dwellings per hectare, as set out in the LDP. In contrast, the allocation at Coed Glas recorded a density of 26 dwellings per hectare which is lower than the site's target density of 31.6 dwellings per hectare. The lower density achieved was, however, considered acceptable given the site's specific characteristics, including the high number of trees with tree preservation orders on the site. Accordingly, the site benefited from a lower density development and this is not a matter of concern.

As there have been relatively limited permissions granted on allocated LDP sites, the conclusions drawn in relation to site density remain preliminary. Design quality, place-making and respecting site context are more important than strict adherence to this density figure. The effectiveness of the LDP target densities will become more evident as allocated sites are progressed. The Council will therefore continue to monitor this issue closely in future AMRs.

4. The Council is committed to monitoring the accommodation needs of Gypsies and Travellers and has prepared a Gypsy Traveller Accommodation Assessment (GTAA) which was submitted to the Welsh Minister during the current monitoring period. The aim of the

assessment is to provide data which will identify Gypsy and Traveller pitch needs separately from wider residential demand and aspiration. A key finding of the assessment is that there is an estimated unmet need for eight pitches to 2021, based on overcrowding, unauthorised occupation and the likelihood of cultural aversion to conventional housing. In accordance with the monitoring framework, as the identified need had not been met by Spring 2017 the trigger for further investigation has been reached, albeit that this matter is being progressed as detailed below.

In view of this and as reported in last year's AMR, the Council's intention is to make provision for an appropriate site(s) to meet identified unmet need by working proactively with the Gypsy and Traveller households to establish their preference for site provision (private or Council). The findings of the GTAA process suggest that there is an aspiration within much of the Gypsy Traveller community for private site provision in Monmouthshire. Where necessary, the Council will work with and support Gypsy Traveller households to identify and develop suitable private sites to address the identified unmet need in accordance with the LDP policy framework. It is considered that the provision of such sites would be best dealt with through the existing LDP policy framework (Policy H8). If a private site(s) cannot be achieved there may be a need to identify a public gypsy/traveller site in accordance with the LDP policy framework.

During the current monitoring period, there has been limited progress in terms of progressing the recommendations of the GTAA, including liaising with the Gypsy/Traveller community in relation to the identification/development of private sites. This is partly due to the WG delay in approving the GTAA in the last quarter of the monitoring period which gave limited scope to progress the recommendations within the current monitoring period. Furthermore, reflecting the findings of the GTAA, the Council's Housing Strategy Service is in the process of establishing a Gypsy and Traveller Pitch Accommodation Policy (a waiting list based on bands (levels) of need to assist in the allocation of pitches). This will need to be in place before consideration is given to identification of suitable sites.

Of note, 2 planning applications for Gypsy/Traveller accommodation were refused over the monitoring period. The applications relate to a private gypsy site comprising of an additional 5 pitches and associated development at land in Llangeview and a 4 pitch private Gypsy site in Llancayo. Both proposals were considered to be contrary to LDP policies in relation to development in the open countryside and it was considered that the applicants had failed to demonstrate that there were overriding exceptional circumstances that would outweigh the LDP policy framework. It is likely that both decisions will be appealed by the applicants and any progress on this will be reported in the next AMR.

LDP criteria-based policy H8 will be used to consider any applications for Gypsy/Traveller accommodation that arises in Monmouthshire.

<b>Recommendation</b>
1. Commence an early LDP review.

2. Commence an early LDP review.
3. No action required at present. Continue to monitor.
4. No action required at present. Continue to monitor.

\*Core Indicators

\*\*Indicator relates to SAH1 – SAH10 allocated sites only. Therefore excludes allocated Main Village sites (SAH11).

◆ Amended to delete reference to 'average' for clarification. The indicator seeks to monitor the density achieved on allocated sites, rather than average density.

## Strategic Housing Sites

**Monitoring Aim/Outcome:** To deliver the strategic housing sites in accordance with strategic policy S3 and site allocation policies SAH1-SA7.

**Strategic Policy:** S3 Strategic Housing Sites

**LDP Objectives Supported:** 1, 3 & 4

**Other LDP Policies Supported:** SAH1-SA7

### Contextual Changes

There have been no significant contextual changes relating to this policy area during the monitoring period.

Indicator	Target	Trigger for Further Investigation	Performance 1 April 2016 – 31 March 2017
1. The number of dwellings permitted on strategic sites as identified in Policy S3 and site allocation policies SAH1 to SAH7	Secure /deliver housing need on the key strategic sites identified in Policy S3 and site allocation policies SAH1-SA7 during the plan period:	Planning permission is not granted by the end of 2014 for each of the strategic sites	
	a) Deri Farm, Abergavenny		0
	b) Crick Road, Portskewett		0
	c) Fairfield Mabey, Chepstow		0
	d) Wonastow Road, Monmouth		(340*)
	e) Rockfield Farm, Undy		0
	f) Land at Vinegar Hill, Undy		0
	g) Former Paper Mill, Sudbrook		212

2. The number of dwellings completed on strategic sites as identified in Policy S3 and site allocation policies SAH1 to SAH7	Dwelling completions in accordance with the housing trajectory for each of the strategic sites**	Dwelling completions fall below 10% of housing trajectory target for each of the strategic sites	
	a) Deri Farm, Abergavenny (2015-16 trajectory = 0 completions for 2016-17)		N/A
	b) Crick Road, Portskewett (2015-16 trajectory = 0 completions for 2016-17)		N/A
	c) Fairfield Mabey, Chepstow (2015-16 trajectory = 0 completions for 2016-17)		N/A
	d) Wonastow Road, Monmouth (2015-16 trajectory = 30 completions for 2016-17)		21
	e) Rockfield Farm, Undy (2015-16 trajectory = 0 completions for 2016-17)		N/A
	f) Land at Vinegar Hill, Undy (2015-16 trajectory = 0 completions for 2016-17)		N/A
	g) Former Paper Mill, Sudbrook (2015-16 trajectory = 0 completions for 2016-17)		0

## Analysis

### 1. Dwelling Permissions

In terms of allocated strategic sites, the full application for Sudbrook Paper Mill was granted permission for 212 units during the current monitoring period. This coupled with permission for 340 units at the Wonastow Road site\*, means that two of the Plan's allocated sites have achieved consent since the LDP adoption. However, no additional strategic sites have gained planning permission and as such the trigger for further investigation has been met.

Given the constraints associated with some of the sites, including Deri Farm and Fairfield Mabey, the trigger date of gaining permission for all sites by the end of 2014 was unrealistic. Failure to have obtained planning permission on the five additional strategic sites by the end of the current monitoring period, however, is a matter of concern, albeit that progress is being made on bringing these sites forward as outlined in brief below.

#### **Deri Farm, Abergavenny (SAH1):**

Persimmon Homes submitted a full application for 250 residential units in November 2014. Progress with the application has been slower than anticipated due to significant issues relating to site viability (affordable housing provision) and undergrounding of overhead power lines. However, considerable progress has been made with the application during the current monitoring period, with viability issues subsequently resolved, and it was anticipated that the application would be approved during the next monitoring period.

The agreed 2016-17 JHLAS expects the site to deliver 232 units within the Plan period with first completions in 2018/19.

#### **Crick Road, Portskewett (SAH2):**

Council owned site allocated for 285 residential units and 1 ha of serviced land for business and industrial development. A master planning consultation exercise to consider various options for the site was undertaken during the previous monitoring period. Further advancement, including pre-application meetings, has been made with the proposal over the current monitoring period and it was anticipated that the planning application would be submitted and determined during the next monitoring period.

The agreed 2016-17 JHLAS expects the site to deliver 240 units within the Plan period with first completions in 2018/19.

#### **Fairfield Mabey, Chepstow (SAH3):**

The landowner submitted an outline application (DC/2014/01290) in October 2014 for up to 600 residential units (350 to be delivered within the Plan period), commercial space including offices and workshops (Use Class B1) and small scale retail/food and drink floorspace (Use Classes A1 and A3) and multi-functional green and blue open space. Progress with the application has been slower than anticipated due to various matters, including highways issues (Welsh Government Highways Division had a holding objection on the application for 18 months). However, considerable progress has been made with the application during the current monitoring period, with outstanding issues subsequently

resolved. The planning application has since been approved (i.e. during the early part of the next monitoring period) and is awaiting completion of the legal agreement.

The agreed 2016-17 JHLAS expects the site to deliver 170 within the Plan period with first completions in 2019/20.

**Wonastow Road, Monmouth (SAH4):**

Outline permission was granted for up to 370 dwellings and 6.5 ha of employment land in December 2014. The site developers (Barratt/David Wilson and Taylor Wimpey) submitted a reserved matters application (DC/2015/00392) for 340 units which was granted permission during the last monitoring period, with the first completions recorded on the site during the current monitoring period (21 completions).

The overall LDP site allocation is for a total of 450 units. The additional units relating to this allocation are to be delivered as an extension to the site at Drewen Farm. An application for this element of the site has not yet been submitted. This part of the site is effectively land-locked until 2019 when the Taylor Wimpey development is sufficiently progressed to allow access through. However, discussions are ongoing in relation to the possibility of providing an alternative access for construction traffic to enable the site to be developed more quickly.

The agreed 2016-17 JHLAS expects the site to deliver 450 units within the Plan period.

**Rockfield Farm, Undy (SAH5):**

Council owned site allocated for 270 residential units and 2 ha of serviced land for business and industrial use. Progress with the site has been slower than anticipated due to various issues, including archaeology. However, significant headway has been made during the current monitoring period with an outline application (DC/2016/00883) for 266 units and 5,575 sq m of employment land (B1 use) submitted to the Council and the application substantially advanced. The site is yet to be marketed. The planning application has since been approved (i.e. during the early part of the next monitoring period) and is awaiting completion of the legal agreement.

The agreed 2016-17 JHLAS expects the site to deliver 190 units within the Plan period with first completions in 2018/19.

**Land at Vinegar Hill, Undy (SAH6):**

Site for 225 residential units, linked to the adjacent Rockfield Farm site and was expected to progress in tandem. However, the developer has not yet submitted an application and there has been limited progress over the current monitoring period.

The agreed 2016-17 JHLAS expects the site deliver 120 units within the Plan period with first completions in 2019/20.

**Former Paper Mill, Sudbrook (SAH7):**

Full planning application (DC/2015/01184) was submitted by Harrow Estates (Redrow confirmed as the developer) in October 2015 for 212 residential units (192 market and 20

affordable units). There had been a number of site viability issues associated with this application meaning that progress with the application has been slower than anticipated. However, these issues were subsequently resolved and the application was approved during the current monitoring period (November 2016) and site clearance commenced.

The agreed 2016-17 JHLAS expects the site to deliver 150 units within the Plan period with first completions in 2017/18.

It is recognised that, with the exception of Wonastow Road, allocated strategic sites have not progressed in accordance with the identified target of obtaining planning permission by the end of 2014. The strategic allocation at Sudbrook Paper Mill gained consent for 212 units during the current monitoring period, albeit that this was outside the identified target. Furthermore the agreed 2016-17 JHLAS trajectory figures demonstrate a Plan-period shortfall of 640 dwellings from strategic sites. The limited progress of these sites means that the trigger for further investigation has been met for the third consecutive year. As stated above, significant progress is being made on planning applications relating to many of these sites with many substantially advanced. Accordingly, it is anticipated that a number of strategic sites, including Deri Farm, Fairfield Mabey and Rockfield Farm, will gain planning consent during the next monitoring period which will be reported accordingly. There is no evidence to suggest that these sites are not deliverable or that their allocation needs to be reviewed. The delays in them coming forward, however, have implications for other monitoring targets and triggers and the need for any further action is being considered in connection with those particular indicators.

Given the importance of delivering the strategic sites, particularly in terms of their contribution to the 5 year land supply, the Council will continue to monitor their progress closely.

The delivery of strategic sites has obvious implications for the spatial strategy and housing delivery (general market and affordable). As noted in the policy analysis for Policy S1, S2 and S4, as these sites are progressed it is anticipated that dwelling delivery will align more closely with the Plan's spatial strategy and general market and affordable dwelling targets.

## **2. Dwelling Completions**

The only completions recorded on allocated strategic sites during the monitoring period were at Wonastow Road, Monmouth (21 completions) which is to be expected as this site gained permission during the last monitoring period. The completions recorded are in line with the 2015-16 JHLAS trajectory which predicted 30 completions on this site in 2016/17. While the strategic site at Sudbrook Paper Mill gained consent during the current monitoring period, this is brownfield site requiring site remediation work prior to commencement of development meaning that first completions are not expected until the next monitoring period.

As evidenced above, given that considerable progress is being made on a number of strategic site planning applications it is anticipated that dwelling completions will align with the identified JHLAS housing trajectory targets as these sites progress during the next monitoring period.

Comparison with the 2015-16 JHLAS trajectory indicates that anticipated completions on a number of strategic sites have not been met/pushed back because of delays in sites coming forward, as detailed in the table below.

#### JHLAS Strategic Site Schedule Comparison

	2015-16 JHLAS		2016-17 JHLAS		Change in Number Units Outside 5 Year Land Supply 2016 - 2017
	Within 5 year Land Supply	Outside 5 Year Land Supply	Within 5 year Land Supply	Outside 5 Year Land Supply	
<b>Deri Farm</b>	185	65	182	68	<b>3</b>
<b>Fairfield Mabey</b>	200	150	170	180	<b>30</b>
<b>Rockfield Farm</b>	195	75	190	80	<b>5</b>
<b>Vinegar Hill</b>	120	105	120	105	<b>0</b>
<b>Wonastow Road (Taylor Wimpey)</b>	155	11	166	0	-11
<b>Wonastow Road (Barratt)</b>	160	14	174	0	-14
<b>Wonastow Road (Drewen Farm)</b>	75	35	110	0	-35
<b>Crick Road</b>	200	85	140	145	<b>60</b>
<b>Sudbrook Paper Mill</b>	115	75	150	62	-13

The most significant changes in relation to the number of units removed from the land supply between 2016 and 2017 are:

- Fairfield Mabey (SAH3) an additional 30 units were removed from the land supply, resulting in a total of 180 units being outside the 5 year land supply. This was a disputed site in the 2017 JHLAS process with the Inspector determining the LPA delivery rate to be optimistic given the constraints associated with the site. The Inspector concluded that a total of 180 units should fall outside the 5 land supply.
- Crick Road (SAH2) an additional 60 units were removed from the land supply, resulting in a total of 145 units being outside the 5 year land supply. Melin (who are working with MCC in progressing the site) advised the JHLAS study group meeting that the delivery rates proposed were too optimistic and they would not be able to achieve such build rates. This position was agreed at the meeting and the delivery rates amended accordingly.

A total of 640 units fell outside the 5 year land supply in the 2017 JHLAS, compared with 615 units in the 2016 JHLAS.

This has implications for other monitoring targets and triggers and the need for any further action has been considered in connection with those particular indicators which lead to the recommendation in last year's AMR to commence an early review of the Plan.

The Council will continue to monitor this issue closely in order to determine whether the Plan's strategic residential allocations are being delivered in accordance with the housing trajectory targets.

Recommendation
1. No action required at present. Continue to monitor.
2. No action required at present. Continue to monitor.

\*Wonastow Road reserved matters application (DC/2015/00392) granted 17.11.2015 for up to 340 units comprising 238 market and 102 affordable units. The outline permission for the site was included in the 2014 AMR. Target is 450 units, additional dwellings to be delivered through the Drewen Farm extension.

\*\*2015-16 Trajectory as this forecasts completions for 2016-17 period i.e. current monitoring period.

## Affordable Housing

**Monitoring Aim/Outcome:** To provide 960 affordable dwelling units over the plan period

**Strategic Policy:** S4 Affordable Housing

**LDP Objectives Supported:** 1, 3 & 4

**Other LDP Policies Supported:** H7, SAH1-SA11

### Contextual Changes

#### House Prices

The recorded fluctuations in the County's average house prices since 2012 are set out in Section 3 - Contextual Information. The potential implications of average house price trends recorded over the monitoring period are assessed in relation to indicator 5 below.

Indicator	Target <i>(Previous AMR Performance)</i>	Trigger for Further Investigation	Performance 1 April 2016 – 31 March 2017
1. The number of additional affordable dwellings built over the plan period* <sup>1</sup>	Deliver 96 affordable dwellings per annum 2011-2021 (total of 960 over the plan period)  <i>(2014-15: 17)</i> <i>(2015-16: 63)</i>	10% less or greater than the LDP strategy build rate for 2 consecutive years	<b>47</b>
2. Number of affordable dwellings secured on new housing sites	a) 35% of the total number of dwellings to be affordable on sites of 5 or more dwellings in the Main Towns and Rural Secondary Settlements identified in Policy S1  <i>(2014-15: 35%)</i> <i>(2015-16: 34%)</i>	Proportion of affordable housing achieved on development sites in each area falls below the requirement set out in Policy S4	<b>43%**</b>
	b) 25% of the total number of dwellings to be affordable on sites of 5 or more dwellings in the Severnside Settlements identified in Policy S1		<b>9.7%</b>

	(2014-15: 100%) (2015-16: N/A)		
	c) 60% of the total number of dwellings to be affordable on sites of 3 or more dwellings in the Main Villages identified in Policy S1  (2014-15: 0%) (2015-16: 60%)		60%/20%***
	d) Minor villages: sites with capacity for 4 dwellings make provision for 3 to be affordable; and sites with capacity for 3 dwellings make provision for 2 to be affordable.  (2014-15: N/A) (2015-16: N/A)		N/A (No applicable applications)
3. Number of affordable dwellings permitted/built on Main Village Sites as identified in Policy SAH11	Main Village sites to collectively deliver 20 affordable dwellings per annum 2014-2021  (2014-15: 0) (2015-16: 9 permitted)	10% less or greater than the target build rate for 2 consecutive years	9 permitted /9 built****
4. Number of affordable dwellings built through rural exception schemes	No target  (2014-15: 0) (2015-16: 0)	None	0
5. Affordable housing percentage target in Policy S4	Target to reflect economic circumstances	Average house prices increase by 5% above the base price of 2012 levels sustained over 2 quarters	Refer to analysis below (5)

## Analysis

1. A total of 47 affordable dwellings were completed during the monitoring period, accounting for 20% of the total dwelling completions recorded. Two thirds of these (66%, 31 units) were on large windfall sites – 19 units at the Former Rogiet Primary School, 8 units at the Former West End School in Caldicot (both of which are 100% affordable housing sites) and 4 units at the Dixon Road Clinic in Monmouth. The LDP main village allocation at Trellech (SAH11xv) accounted for 9 affordable dwellings completions, with small 100% affordable housing sites accounting for the remaining 7 completions (Cae Mawr Grove, Caldicot (1), Green Lane, Caldicot (4) and adjacent to Oak Cottages, Mynyddbach (2)).

While this figure is below the 63 affordable dwelling completions recorded in last year's AMR, it is substantially higher than the completions recorded in the first AMR which equated to 17 units. The higher completion rate recorded last year coincided with the development of larger windfall schemes in Llanfoist.

Nevertheless, affordable dwelling completions are significantly lower than the identified LDP target (96 per annum) with a total of 127 affordable dwelling completions recorded over the three years since the Plan's adoption. Based on the LDP target a total of 288 affordable dwellings should have been completed which, in view of completions achieved, results in a shortfall of 161 affordable dwelling completions between 2014-2017.

Slow progress on the implementation of a number of LDP allocated sites, as considered above in relation to Policies S2 and S3, has resulted in limited delivery of both market and affordable housing. As allocated sites, including main village sites, achieve consent affordable housing completions would be expected to increase in line with the target. As previously noted, four allocated sites acquired consent during the current monitoring period (with construction yet to commence) with further permissions on allocated sites anticipated over the next monitoring period which will result in an increase in the level of affordable dwellings completions. There is no specific evidence to date that demonstrates that Policy S4 itself is not operating effectively, albeit that there have been delays in determining some planning applications, particularly Deri Farm, because of negotiations over viability issues arising from the requirements of Policy S4. These viability issues themselves directly impact on levels of affordable housing secured, however, robust assessments are being undertaken to ensure the maximum potential contribution is achieved.

Measures recommended in the analysis of Policy S2 above are intended to increase housing supply, which should benefit the delivery of affordable housing. No specific action is required in relation to Policy S4 but the Council will continue to monitor completion rates closely in future AMRs to determine its effectiveness in delivering affordable dwellings.

## 2. Main Towns and Rural Secondary Settlements

The proportion of affordable dwellings permitted on sites of 5 or more units in the County's main towns and rural secondary settlements during the monitoring period equated to 43% which is above the LDP policy target of 35%.

The findings are based on a total of 4 applications, 3 of which were in Abergavenny and 1 in Raglan. The largest scheme was the allocated LDP site at Coed Glas, Abergavenny which was granted permission for 51 units, 18 (35%) of which were affordable units. Two large windfall sites in Abergavenny accounted for a further 28 affordable dwelling permissions – The Hill, Pen-Y-Pound was granted consent for total of 45 units, 12 (27%) of which were affordable units and Mulberry House, Pen-Y-Pound gained permission for 25 units, 16 (64%) of which were affordable. Two of these sites in Abergavenny, therefore, achieved the 35% affordable housing target, with Mulberry House actually exceeding it by a significant amount. The site at The Hill achieved marginally less than the 35% affordable dwelling target but this was justified given the nature of the site and the development. In this instance a commuted sum to make up for a shortfall in number of affordable units was considered acceptable. A 100% affordable housing scheme in Raglan accounted for an additional 10 affordable dwellings permissions.

In contrast to last year's AMR when two applications did not include affordable housing provision (albeit justified on policy grounds), during the current monitoring period all permissions on sites of 5 or more units in the main towns and rural secondary settlements included affordable housing provision.

The remainder of permissions recorded in the main towns and rural secondary settlements were for sites with a capacity of fewer than 5 units and, therefore, fell below the 35% threshold set out in Policy S4.

Evidently, the affordable housing target of 35% was met on 3 of the 4 sites permitted in main towns and rural secondary settlements and there was clear justification for the deviation away from the target in relation to the site that fell short of the policy requirements. This suggests that Policy S4 is functioning effectively in enabling the delivery of affordable dwellings in the main towns and rural secondary settlements, albeit that this is based on just 4 applications during this period. The Council will continue to monitor this issue closely in order to determine the effectiveness of the affordable housing target identified in Policy S4 in future AMRs.

### **Severnside Settlements**

Two applications were permitted in Severnside for 5 or more dwellings over the monitoring period. This first of these relates to the allocated strategic site at Sudbrook Paper Mill (SAH7) for 212 dwellings, of which 20 were affordable units. The affordable dwellings achieved in relation to this site, at 9.4%, is below the identified policy target of 25% in Severnside. There is, however, justification for this deviation away from Policy S4. The proposal was subject to vigorous viability testing which culminated in an independent assessor verifying that the site would only be financially viable with the provision of no more than 20 affordable dwellings. This stance was accepted by the Council.

The Old Shipyard site at Sudbrook was also granted permission over the monitoring period, accounting for 46 dwellings, 5 of which were affordable units. At 10.8%, the affordable dwellings achieved in relation to this site is also below the identified target of 25% in Severnside. However, the deviation from this target is justified. While the application was originally reported to Planning Committee in 2012, a viability study was subsequently

provided which demonstrated that that site would not be brought forward unless the requirements of the S106 were reduced, including a reduction from 9 affordable units to 5 units. Overall, it was considered essential to bring the site forward in order to contribute to the Council's housing supply and to provide 5 affordable units. This stance was accepted by the Council.

Nevertheless, the failure to both provide the policy compliant level of affordable housing (25%) on these sites, particularly on the strategic site, and to significantly contribute to affordable housing provision in Severnside is regrettable. However, this illustrates the complexities involved with developing such brownfield sites. It is considered that additional easier to develop sites are needed in this area if affordable housing targets are to be achieved. Measures recommended in the analysis of Policy S2 above are intended to increase housing supply, which should benefit the delivery of affordable housing.

The remainder of the permissions recorded in Severnside settlements were for sites with a capacity of less than 5 dwellings and, therefore, fell below the affordable housing threshold set out in Policy S4.

The Council will continue to monitor such sites over the next monitoring period in order to assess the implementation of the affordable housing targets identified in S4.

### **Main Villages**

Three applications were permitted over the monitoring period within the Main Villages for sites of 3 or more dwellings, two of which related to LDP allocations. The LDP allocation at Shirenewton SAH11(xiv)(b) was granted permission for 5 dwellings, 3 of which are affordable units. The scheme at Penallt SAH11(xii) is a larger site and was subsequently granted permission for 10 units, with 6 of the units being affordable. Both of the permissions for the LDP allocated sites achieved the target of 60% affordable units. The additional scheme adjacent to Clearview Court, Shirenewton related to a Reserved Matters application, the Outline permission of which was granted prior to the LDP and was, therefore, at that time considered against former UDP policies. This site of 7 units achieved 20% affordable housing equating to 1 unit which was correct at the time of the UDP.

While one of the applications provided only 20% affordable housing provision, this was the correct requirement under the provisions of the UDP. The two LDP schemes both provided 60% and it is therefore considered that the LDP target has been met over the monitoring period, indicating, that Policy S4 is functioning effectively in enabling the delivery of affordable housing in Main Villages. The Council will continue to monitor this issue closely in order to determine the effectiveness of the affordable housing target identified in Policy S4 in future AMRs.

### **Minor Villages**

No permissions were granted during the monitoring period for small sites in Minor Villages. The Council will continue to monitor Minor Village sites in order to determine the effectiveness of the affordable housing target identified in Policy S4.

3. Two applications were permitted over the monitoring period on the allocated sites identified in Policy SAH11, as referred to above. The first application permitted related to the allocation to the north of the road in Shirenewton (SAH11(xiv)(b)) for 5 dwellings. The permission achieved the target of 60% affordable units (3 dwellings). None of the affordable units were under construction at the end of the monitoring period. Work had, however, commenced on the 2 market units. It is therefore anticipated that the affordable units will be completed in time for the next AMR. Planning permission was also granted at Penallt (SAH11(xii)) for 10 units, this permission also achieved the target of 60% affordable units (6 dwellings). None of the units were under construction at the end of the monitoring period.

The site adjacent Trellech School (SAH11(xv)) referred to in the 2015 – 2016 AMR, was completed during the current monitoring period. Accordingly, a total of 9 affordable dwellings have been delivered in the Main Villages on SAH11 sites over the monitoring period.

In addition to the above sites, one other Main Village Site application at Llanishen has gained outline approval over the monitoring period subject to the signing of a legal agreement (S106). A number of other Main Village Sites are also currently within the planning/pre-application system and it is therefore anticipated that these will progress during the next monitoring period.

As evidenced, while there has been some progress with Main Village allocations, the target for these sites to collectively deliver 20 affordable dwellings per annum has not been achieved. These sites have delivered 9 affordable units since the LDP's adoption which is significantly short of the LDP target. However, advancement (including pre-application meetings) is being made in progressing a number of the Main Village sites which will be reported in the next AMR. The delivery of these sites will be given further consideration as part of the LDP Review/Revision process. The reasons for the lack of progress on Main Village sites will be investigated as part of this process, including for example unrealistic land owner expectations in relation to land values. This will enable the Council to de-allocate those sites that are not progressing as intended.

4. There were no completions relating to rural exception schemes over the monitoring period. The single dwelling build your own affordable home site referred to in the previous two AMRs has progressed further but is not yet completed. No additional permissions were granted for rural exception schemes over the monitoring period. The Council will nevertheless continue to monitor this issue closely in future AMRs to determine the effectiveness of the policy framework relating to rural exception schemes.

5. The trigger for conducting additional viability testing in relation to the affordable housing targets set out in Policy S4 is an increase in average house prices of 5% or more above the 2012 base price sustained over 2 quarters.

As set out in Section 3, Land Registry data indicates that average house prices in Monmouthshire have increased over the current monitoring period, albeit that average prices fell between the last quarter of the previous monitoring period and the first quarter

of the current monitoring period. Subsequently, average prices in quarter 1 2017 (January to March) at £231,857 were higher than the 2012 quarter 4 baseline price (£188,720). Despite this, the trigger for further investigation has not been met. A 5% increase in the 2012 quarter 4 baseline price figure would equate to an increase of £9,436 and while average house prices have risen over the 2016-17 monitoring period, prices have not risen by this amount continuously over 2 quarters. The largest recorded increase recorded over the monitoring period was £5,053 between quarter 4 2016 and quarter 1 2017. Accordingly, as with the previous AMRs, there has not been a significant change in average house prices to necessitate a reassessment of the viability evidence in relation to Policy S4. The Council will continue to monitor average house price trends in future AMRs in order to determine any potential implications for the effective implementation of Policy S4.

It should also be recognised, however, that house prices are just one factor that could impact on development viability. Build costs, for instance, would also have risen over the monitoring period. Whilst build costs are not specified as a LDP monitoring indicator, general viability issues will be kept under review as information comes forward on a case-by-case basis and in connection with any strategic viability work in relation to the Community Infrastructure Levy. This will enable the Council to consider any further potential implications for the effective implementation of Policy S4.

#### **Recommendation**

1. No action is required at present. Continue to monitor.
2. No action is required at present. Continue to monitor.
3. Consider progress of Main Village sites as part of the LDP Review/Revision process.
4. No action is required at present. Continue to monitor.
5. No action is required at present. Continue to monitor.

\*Core Indicators

<sup>1</sup> Indicator and Target based on the Monmouthshire planning area and Monmouthshire LDP only.

\*\*includes 100% affordable housing site at Raglan (DC/2016/00200)

\*\*\*60% achieved on LDP sites. The 20% relates to a Reserved Matters application approved following an outline application made prior to LDP adoption.

\*\*\*\*Completion of SAH11(xv) Land adjacent Trellech School 15 units (9 affordable/6 market units) [DC/2015/00097]

## Community and Recreation Facilities

<b>Monitoring Aim/Outcome:</b>	To retain existing community and recreation facilities and seek to develop additional facilities
<b>Strategic Policy:</b>	S5 Community and Recreation Facilities
<b>LDP Objectives Supported:</b>	1 & 5
<b>Other LDP Policies Supported:</b>	CRF1, CRF3

### Contextual Changes

There have been no significant contextual changes relating to this policy area during the monitoring period.

Indicator	Target <i>(Previous AMR Performance)</i>	Trigger for Further Investigation	Performance 1 April 2016 – 31 March 2017
1. Number of community and recreation facilities granted planning permission	No target* <i>(2014-15: 9)</i> <i>(2015-16: 5)</i>	None*	4
2. Number of community/ recreation facilities lost	Minimise the loss of community and recreation facilities <i>(2014-15: 3)</i> <i>(2015-16: 0)</i>	Loss of any 1 community/ recreation facility in any 1 year	6

### Analysis

1. 4 planning applications were approved for community and recreation uses during the monitoring period. One of the four applications related specifically to a recreation use.

One of the applications related to the expansion of an existing recreation use at Goytre Football Club, this provides two seated sports stands with a total capacity of 250 seats. The two stands are required to comply with Football Association Wales criteria to play at a certain level.

Of the 3 community facilities granted planning permission over the monitoring period only one related to a change of use application. The conversion of a dwelling to a day care nursery was granted permission in Llanfoist. Another application related to the extension

of an existing Church in Little Mill, while this relates to a small scale extension it will provide additional space along with wheelchair access.

The remaining application related to a public house in Castlegate Business Park, Caldicot. While this will support local businesses it is likely to provide increased facilities for the wider community in the Portskewett and Caldicot area.

There was a minor decrease in the number of community / recreation facilities approved over the monitoring period (4 facilities) when compared to the previous AMR (5 facilities). However on the limited evidence available there is no suggestion that the relevant Plan policies are not operating effectively. The Council will continue to monitor this indicator in future AMRs to determine the effectiveness of this policy framework in relation to this issue.

2. There has been a loss of 6 community facilities over the period monitored. Five of the applications related to residential redevelopment. Two applications related to the loss of community facilities to single dwellings, a Craft Shop was lost in Llanellen and a nursery in Portskewett. In regard to the Llanellen application, it was noted that there is a general store opposite that sells basic groceries and that the loss of the craft shop would subsequently be in compliance with CRF1. A public house was also lost in Tintern during the monitoring period to a conversion into 2 dwellings. There were a number of other facilities in the village providing food and drink, however, so there was compliance with policy CRF1, and information submitted with the application demonstrated that the business use was financially unviable. The remaining two applications related to significantly larger residential redevelopment schemes in Abergavenny at The Hill and Coed Glas. The Hill was a former educational centre, the use of which ceased in 2009. Coleg Gwent indicated they no longer needed the site and it was therefore disposed of. The principle of development was supported owing to its location within the development boundary. The former Local Authority offices at Coed Glas closed in 2013, the site is allocated within the LDP for around 60 dwellings. The principle of development was therefore supported.

The final application related to the change of use of part of the King of Prussia Public House, Penpergwm, and its curtilage to an agricultural machinery sales and repair business. It is noted that as the application only relates to the former function room, the original bar and lounge areas could be re-used as a pub/restaurant in future.

While the data collected indicates that a number of community facilities have been lost to alternative uses over the monitoring period and subsequently the trigger for this indicator has been met, their loss is justified within the context and requirements of the LDP policy framework. Consequently the Council will continue to monitor such proposals in future AMRs to determine the effectiveness of the policy framework relating to this issue.

#### **Recommendation**

1. No action is required at present. Continue to monitor.

2. No action is required at present. Continue to monitor.

\*Not considered appropriate to include a target/trigger for this indicator given that in some instances the Council is looking to reduce the amount of community facilities or to focus investment on existing facilities

## Retail

<b>Monitoring Aim/Outcome:</b>	Direct new food and non-bulky retail development to the County's town and local centres and seek to enhance their vitality, attractiveness and viability.
<b>Strategic Policy:</b>	S6 Retail
<b>LDP Objectives Supported:</b>	1 & 2
<b>Other LDP Policies Supported:</b>	RET1-RET4

### Contextual Changes

Welsh Government published revised versions of Chapter 10 of PPW and TAN4 (Retail and Commercial Development) in November 2016. The documents have been updated to reflect the Welsh Government's revised national planning policy for retailing and commercial development. The main areas of change include revised objectives for retail planning policy, stronger emphasis on the need for retail policies to be framed by a retail strategy in LDPs (complemented by masterplans and place plans to assist in the delivery of the strategy), a requirement for LDPs to set out a locally derived hierarchy of centres and revised policies for dealing with new uses/centres undergoing change and a consistent approach to terminology. However, the policy requirement to consider retail and commercial centres first for retail and complementary uses remains, as do the requirements for retail need, sequential tests and impact assessments, where appropriate. The amendments do not result in a requirement to make modifications to current LDP policies, however, the revised guidance will be taken into account in any future LDP Review/Revision.

Indicator	Target (Previous AMR Performance)	Trigger for Further Investigation	Performance 1 April 2016 – 31 March 2017
1. Amount of new food and non-bulky retail development permitted in town/local centres as a proportion of all retail development permitted	90% of new food and non-bulky retail floorspace to be located in town/local centres  (2014-15: 0%) (2015-16: 53.2%)	More than 10% of new food and non-bulky retail floorspace is developed outside town/local centres in any 1 year	<b>33% retail floorspace permitted in town/local centres*</b>
2. Percentage of vacant units within the CSA of each town and local centre**	No increase in the number of vacant units:	Vacancy rate in a town/local centre increases for 2 consecutive years	
	a) <b>Abergavenny</b> (2014: 5.1%)		<b>8.7%</b>

	(2015: 5.8%)		
	<b>b) Caldicot</b> (2014: 9.2%) (2015: 7.6%)		<b>10.1%</b>
	<b>c) Chepstow</b> (2014: 9.0%) (2015: 10%)		<b>7.1%</b>
	<b>d) Monmouth</b> (2014: 8.3%) (2015: 7.9%)		<b>4.9%</b>
	<b>e) Magor</b> (2014: 9.1%) (2015: 0%)		<b>0%</b>
	<b>f) Raglan</b> (2014: 0%) (2015: 0%)		<b>0%</b>
	<b>g) Usk</b> (2014: 7.8%) (2015: 11.1%)		<b>13.1%</b>
3. Percentage of A1 uses in the primary shopping frontages of Abergavenny, Caldicot, Chepstow and Monmouth***	% of A1 uses no less than the thresholds identified for the towns' primary shopping frontages as defined in the Primary Shopping Frontages SPG**	% figures for a primary shopping frontage fall below the threshold set out in the SPG	
	<b>a) Abergavenny</b> • PSF1 Cross St, High St, Frogmore St & 1 Nevill St <b>(Target 75%)</b> (2014: 76%) (2015: 77%)		• <b>76%</b>
	• PSF2 Cibi Walk <b>(Target 100%)</b> (2014: 100%) (2015: 100%)		• <b>100%</b>
	• PSF3 Cross St (51-60&Town Hall) <b>(Target 55%)</b> (2014: 36%) (2015: 36%)		• <b>36%</b>

	<b>b) Caldicot</b> <ul style="list-style-type: none"> <li>PSF4 Newport Rd <b>(Target 65%)</b> (2014: 65%) (2015: 65%)</li> </ul>		<ul style="list-style-type: none"> <li><b>65%</b></li> </ul>
	<b>c) Chepstow</b> <ul style="list-style-type: none"> <li>PSF5 High St <b>(Target 75%)</b> (2014: 80%) (2015: 80%)</li> </ul>		<ul style="list-style-type: none"> <li><b>80%</b></li> </ul>
	<ul style="list-style-type: none"> <li>PSF6 St Mary St <b>(Target 65%)</b> (2014: 65%) (2015: 65%)</li> </ul>		<ul style="list-style-type: none"> <li><b>65%</b></li> </ul>
	<b>d) Monmouth</b> <ul style="list-style-type: none"> <li>PSF7 Monnow St <b>(Target 75%)</b> (2014: 77%) (2015: 76%)</li> </ul>		<ul style="list-style-type: none"> <li><b>72%</b></li> </ul>
	<ul style="list-style-type: none"> <li>PSF8 Church St, Agincourt Sq &amp; Priory St (1-4) <b>(Target 65%)</b> (2014: 57%) (2015: 57%)</li> </ul>		<ul style="list-style-type: none"> <li><b>62%</b></li> </ul>

### Analysis

1. Seven applications were permitted for retail development over the monitoring period, four of which were for A1 retail use in town centre locations (one in Abergavenny [289 sq m], two in Chepstow [total 86 sq m] and one in Caldicot [143 sq m]). The other permissions were in out-of-centre locations, comprising 4 retail units at Rockfield Road, Monmouth [757 sq m] and up to 4 retail units at Castlegate Business Park, Caldicot [200 sq m]. There was also an extension to retail space at Usk Garden Centre [110 sq m].

Accordingly, 33% of all new retail floorspace was permitted in town/local centres and 67% outside town centres, meaning that the trigger for this indicator has been met. The majority of out-of-centre retail floorspace permitted relates to the two applications at Rockfield Road, Monmouth and Castlegate Business Park, Caldicot – both of which are not considered to be in conflict with LDP retail policies. With regard to the permission for 4 retail units at Rockfield Road, Monmouth, the proposal was considered to be acceptable in retail planning policy terms. The proposed development was justified in the context of it being a local facility to serve the needs of the Rockfield Road residents i.e. of an appropriate scale to function as a local facility and would provide for some of the day to day shopping requirements of the local residents. Furthermore, it was considered very unlikely that the convenience goods floorspace would compete with the town centre stores. The development was therefore considered appropriate given the circumstances of the application.

Similarly, the proposal for up to four retail units at Castlegate Business Park, Caldicot was also considered to be acceptable in retail planning policy terms for the following reasons. A demonstrable need exists for the small retail units to serve the occupiers of the employment site and workers on the surrounding business park/industrial estate. With regard to the vitality and viability of Caldicot Town Centre, it was considered that the turnover resulting from the proposed retail units would be very modest and would not detract trade from the town centre function as it is catering for a different market. The proposed site is in a very accessible location and reasonably accessible to public transport facilities. The proposal was therefore considered to comply with criteria a) to e) of Policy RET4 of the LDP. The permission at Usk Garden Centre is for a modest extension to the existing unit and was not considered to conflict with LDP retail policies.

The out-of-town developments are therefore considered appropriate given the circumstances of the applications and justified within the context of the LDP retail planning policy framework.

Furthermore, the fact that there have been four permissions for A1 retail use within 3 of the County's town centres is an improvement on last year's performance when only one such permission was recorded.

In view of the above, there are not considered to be any concerns with the implementation of LDP retail policies and therefore no further investigation is required at present. However, the Council will continue to monitor this issue in future AMRs to determine the effectiveness of the Plan's retail policy framework.

2. Vacancy rates recorded during the monitoring period\*\* in all but one of the County's central shopping areas (CSA) were below the UK vacancy rate (12.2% December 2016, Local Data Company). The vacancy rate in Usk stood at 13.1%, which although above the UK retail vacancy rate, was below the Wales rate of 15.2% (December 2016, Local Data Company). Retail vacancy rates in the County's other town centres ranged from 0% in Magor and Raglan to 10.1% in Caldicot.

Comparison with last year's vacancy rates indicates that 2 centres have seen a fall in vacancy rates – Chepstow (10% to 7.1%) and Monmouth (7.9% to 4.9%) – while Raglan and Magor both maintained a vacancy rate of 0%, which suggests that these centres are performing extremely well. Conversely, 3 centres recorded a rise in vacancy rates since the previous monitoring period – Abergavenny (5.8% to 8.7%), Caldicot (7.6% to 10.1%) and Usk (11.1% to 13.1%).

As the vacancy rate in Abergavenny and Usk town centres has increased for 2 consecutive years the trigger for further investigation has been reached. However, these increases have been relatively marginal and do not raise any immediate concerns with the vitality and viability of the centres. Moreover, given that all of the centres vacancy rates are in the main low, with most below the UK retail rate and all below the Wales rate, indicates that Monmouthshire's town and local centres are functioning effectively. Recent changes to business rates are, however, a cause of concern. The Council will continue to monitor vacancy levels in future AMRs to determine trends.

3. The percentage of A1 retail uses within the towns' primary shopping frontages (PSF) recorded during the monitoring period\*\* generally accord with the thresholds identified in the Primary Shopping Frontages SPG. The identified thresholds in two of the PSFs were set at higher levels than the existing level of non-A1 retail uses because there is an aspiration to improve their retail offer i.e. PSF3 Cross Street (51-60 & Town Hall) Abergavenny and PSF8 Church Street, Agincourt Square & Priory Street (1-4) Monmouth. While there has been no change in the proportion of retail uses within PSF3 Cross Street (51-60 & Town Hall) Abergavenny since last year, there has been an increase in the proportion of A1 retail uses within PSF 8 Church Street, Agincourt Square & Priory Street (1-4) Monmouth, from 57% to 62%, which indicates that progress has been made towards achieving the identified threshold of 65% within this frontage. Nevertheless, it remains important that a strong policy stance on proposals for change of use to non-retail uses in these frontages is maintained in order to improve their retail offer.

Comparison with last year's figures indicate that the proportion of A1 uses within the towns' primary shopping frontages remained unchanged with the exception of the following:

- PSF1 Cross Street, High Street, Frogmore Street and 1 Nevill Street, Abergavenny recorded a marginal change, down 1% to 76%. This was due to a change of use of a vacant A1 unit to A3 use at 43 Frogmore Street which was considered to be policy compliant<sup>6</sup>. Despite this, the proportion of A1 units within this frontage remains above the identified threshold of 75%.
- PSF7 Monnow Street, Monmouth also recorded a decrease in the proportion of A1 units over the monitoring period, down 4% to 72%, which is marginally below the identified threshold of 75%. The decrease in the proportion of A1 units within this frontage was due to the change of use of three A1 units to alternative (non-A1) uses<sup>7</sup>. Despite this, there is not considered to be any concern with the implementation of LDP retail policies relating to primary shopping frontages.
- PSF8 Church Street, Agincourt Square & Priory Street (1-4) Monmouth recorded an increase in the proportion of A1 uses, up 5% to 62% (as set out above).

Overall, it is considered that the towns' primary shopping frontages are vital and viable and functioning well and no further investigation is required at present. The Council will continue to monitor this issue in future AMRs to determine the effectiveness of the Plan's retail policy framework.

### **Recommendation**

1. No action is required at present. Continue to monitor.
2. No action is required at present. Continue to monitor.
3. No action is required at present. Continue to monitor.

<sup>6</sup> DC/2014/00224

<sup>7</sup> A1 to A3 use 48 Monnow Street (DC/2014/00032); Vacant A1 unit to C3 use (residential) at 74 Monnow Street; A1 to D1 use (hearing centre) at 109 Monnow Street.

\*7 planning permissions granted for retail development over the monitoring period, 4 in town centres and 3 in out-of-centre location.

\*\*Monmouthshire Retail Background Paper (March 2017). Base date October 2016.

\*\*\*Monmouthshire Primary Shopping Frontages SPG, April 2016

## Economy and Enterprise

**Monitoring Aim/Outcome:** To ensure a sufficient supply of employment land and to protect the County's employment land

**Strategic Policy:** S8 Enterprise and Economy, S9 Employment Sites Provision

**LDP Objectives Supported:** 7

**Other LDP Policies Supported:** E1-E3, RE1, SAE1-SAE2

### Contextual Changes

There have been no significant contextual changes relating to this policy area during the current monitoring period.

Indicator	Target <i>(Previous AMR Performance)</i>	Trigger for Further Investigation	Performance 1 April 2016 – 31 March 2017
1. Net employment land supply/development♦	Maintain sufficient employment land to meet identified take-up rate of 1.9 ha per annum  <i>(2014-15: 46.8ha)</i> <i>(2015-16: 41.18ha)</i>	Insufficient employment land available to meet the identified take-up rate of 1.9ha per annum	<b>40.76ha</b>
2. Take-up of employment land♦	Maintain sufficient employment land to meet identified take-up rate of 1.9 ha per annum  <i>(2014-15: 0.38ha)</i> <i>(2015-16: 1.131ha)</i>	Insufficient employment land available to meet the identified take-up rate of 1.9ha per annum	<b>3.21ha</b>
3. Planning permission granted for new development (by type) on allocated employment sites as identified in Policy SAE1♦	No specific target  <i>(2014-15: 0)</i> <i>(2015-16: 3)</i>	Lack of development on strategic employment sites identified in Policy SAE1 by the end of 2017	<b>2 planning permissions granted</b>

4. Planning permissions granted for employment use (B use classes) by settlement♦♦	No specific target	None	
	<b>Main Towns</b> (2014-15: 9.ha) (2015-16: 0.95ha)		0.52ha
	<b>Sevenside Settlements</b> (2014-15: 0.39ha) (2015-16: 2.83ha)		0.17ha
	<b>Rural Secondary Settlements</b> (2014-15: 0.3ha) (2015-16: 0.48ha)		0.01ha
	<b>Rural General</b> (2014-15: 0.25ha) (2015-16: 0.22ha)		1.14ha
5. Planning permissions granted for employment use (B use classes♦♦) by sector* /**	No specific target	None	
	Manufacturing		0.07ha
	Wholesale & retail trade; repair of motor vehicles and motor cycles		0.42ha
	Transport & storage; information and communication		0.82ha
	Real estate activities; Professional, scientific and technical activities; Administrative and support service activities		0.41ha
	Accommodation & food service activities		0.02ha
6. Amount of employment land lost to non-employment uses (i.e. non-B1, B2, B8 uses)	Minimise the loss of employment land to non-B1, B2, B8 uses  (2014-15: 0.08ha) (2015-16: 0.56ha)	Loss of any B1, B2 or B8 employment land in any 1 year	0.65ha
7. Proportion of resident workforce working within Monmouthshire	Increase the proportion of resident workforce working within Monmouthshire  (2014: 54.5%) (2015: 58.3%)	None	57.9%

8. Number of people in-commuting to Monmouthshire♦♦♦	Reduce the level of in-commuting over the plan period (2014: 19,200) (2015: 17,800)	None	<b>20,400</b>
Number of people out-commuting from Monmouthshire♦♦♦	Reduce the level of out-commuting over the plan period (2014: 19,600) (2015: 18,700)	None	<b>18,700</b>

### Analysis

1. There is currently 40.76ha of employment land available across the County. This figure is lower than the previous AMR (41.18ha) accounting for development that is currently in progress on the SAE1 allocations at Quaypoint, Magor (SAE1b) in association with Magor Brewery and Westgate, Llanfoist (SAE1d).

Sufficient employment land has therefore been maintained over the monitoring period providing the opportunity to meet the identified take-up rate of 1.9ha per annum. Policies S8 and S9 are functioning effectively in this respect.

2. While sufficient land is available across the County, the take-up rate of employment land (i.e. completed developments) was limited to 3.21ha over the monitoring period. The majority of this is attributed to take-up on allocations at Quaypoint, Magor (2.54ha) and Westgate Business Park (0.32ha). The remainder related to development on protected employment sites (SAE2). The largest proportion of which (0.24ha) related to the completion of a small recycling depot/storage facility at Union Road in Abergavenny. Additional development was also undertaken at Magor Brewery (0.11ha) to assist in their expansion plans.

The take-up is substantially higher than the previous two AMRs (0.38ha 2014-2015 and 1.131ha 2015 -2016 respectively). Sufficient employment land is nonetheless available, a large proportion of which is located in Magor, along the M4 corridor providing a prime opportunity to secure investment. A similar take-up is predicted in the next monitoring period due to developments currently underway at Wonastow Road, Monmouth, Beaufort Park, Chepstow and Westgate, Llanfoist.

The trigger for further investigation relates to the total amount of land supply rather than take-up rates, this indicator will nevertheless be closely monitored in future AMRs to determine the effectiveness of the policy framework relating to employment land.

3. Two applications were granted planning permission on allocated sites identified in SAE1 during the monitoring period. A total of 0.42ha was granted at the only available site at Beaufort Park, Chepstow (SAE1i) for the erection of a B1/B8 building with trade retail function. The application originally related to 9 units covering a total area of 2040m<sup>2</sup>, a

variation of condition was nevertheless also granted over the monitoring period to allow for units 1-5 to be utilised by a single occupier for a B1 use.

The other application related to the development at Westgate, Llanfoist for a Care Home. The Care Home will cover a total area of 0.6ha and while strictly speaking is not a traditional employment use the Care Home has potential for 76 full time equivalent jobs.

While there has been limited progress on the delivery of strategic employment sites over the monitoring period the Council will continue to monitor this issue closely in future AMRs to determine the effectiveness of the policy framework relating to the delivery of strategic employment sites. In this respect, the trigger for this indicator is the lack of development on strategic employment sites identified in Policy SAE1 by the end of 2017. Therefore, particular consideration will be given to this indicator in the next AMR.

4. This indicator seeks to monitor the amount of employment floorspace for B use classes permitted by settlement in Monmouthshire. 17 applications were approved for such employment uses during the monitoring period, totalling 2.26 hectares. Of these, 7 permissions were on protected employment sites (SAE2 sites) totalling 0.23 hectares and 9 permissions were on non-allocated employment land totalling 1.61 hectares. Permission was also granted for a B use on an identified business and industrial site at Beaufort Park, Chepstow (SAE1i), totalling 0.42 hectares.

Rural areas accounted for the majority of B use class employment floorspace granted planning permission over the monitoring period, totalling 1.14 hectares. This is predominantly due to the permission for B8 use (storage hardstanding) adjacent to the protected employment site at Mamhilad Technology Park (SAE2v) which at 0.81 hectares accounted for the vast proportion of employment floorspace permitted in rural areas. A further 0.29 hectares was permitted in St Arvans (B2 change of use to storage/repair of motor vehicles) and 0.01 hectares in Grosmont (B1 office to service existing home-based business). There was also permission for a B8 storage use in the rural secondary settlement of Usk (Chepstow Road 0.01 hectares).

Employment permissions (B use class) totalled 0.94 hectares in the County's main towns:

- 0.77 hectares in Chepstow comprising B1/B8 building with trade retail function at Beaufort Park SAE1i [0.42 ha], B1 office extension at Newhouse Farm Industrial Estate SAE2k [0.052ha] and B1 office accommodation at Wyelands Estate [0.3ha].
- 0.14 hectares permitted in Abergavenny comprising B1 change of use at Swan Hotel [0.04ha] and B1 change of use at Nevill Lodge [0.1ha].
- 0.03 hectares in Monmouth comprising B1 change of use at St Marys Street [0.017ha] and B2 extension to existing workshop at Wonastow Road Industrial Estate SAE2l [0.013ha].

There were also a number of B use class employment permissions in Severnside, totalling 0.17 hectares:

- 0.1 hectares at Severn Bridge Industrial Estate SAE2p, Caldicot comprising B1 workshop extension [0.0025ha], B2 change of use to MOT workshops [0.09ha] and B2 change of use to food preparation area [0.005ha].

- 0.07 hectares at Magor Brewery SAE2o comprising B2 extension to bottling plant [0.02 ha] and B8 extension to warehouse [0.05ha]).

Although there is no specific target relating to this indicator, the Council is keen to monitor employment permissions for B uses in the County. The amount of employment floorspace permitted during this monitoring period is lower than that recorded in the last AMR (4.48 hectares which was predominantly attributable to the planning permissions granted at Magor Brewery SAE1b/ SAE2o totalling 2.83 hectares). Nevertheless, the cumulative amount of employment floorspace permitted since the LDP's adoption has further enhanced the amount of employment land in Monmouthshire. The Council will continue to monitor this issue in future AMRs.

While indicators 4 and 5 of this section relate to B use classes, it is useful to note that a number of permissions were granted for other employment generating uses (i.e. non-B uses) during the monitoring period, totalling 1.52 hectares, indicating that there are a range of other employment generating uses coming forward. These included a care facility at the identified business and industrial site at Westgate, Llanfoist SAE1d (0.6ha), a children's day nursery at the protected employment site (SAE2c) at Union Road, Abergavenny (0.85 hectares), a gymnasium at the protected employment site (SAE2i) at Bulwark Road, Chepstow (0.06 hectares) and a sui generis proposal for a studio workshop at Llanishen (0.01 hectares).

In addition as detailed in the analysis for Policy S11 (Visitor Economy), 24 applications were approved for tourism uses during the monitoring period, all of which were for tourist accommodation facilities ranging from holiday lets to glamping accommodation in various settlements across the County. These will provide a further boost to the visitor economy in Monmouthshire.

5. This indicator seeks to monitor the amount of employment floorspace for B use classes permitted by sector in Monmouthshire. B8 uses accounted for the majority of such floorspace permitted (0.87 ha), followed by B1 uses (0.55 ha) and B2 uses (0.42 ha). Permission was also granted for B1/B8 use with retail trade function at Beaufort Park, Chepstow (0.42 ha). This is comparable to last year's AMR when B8 uses also accounted for the majority of employment floorspace permitted.

Turning more specifically to employment sectors, based on the UK Standard Industrial Classification (SIC) 2007, the employment permissions for B use classes recorded over the monitoring period were in the following sectors\*\*:

- Transport and storage; information and communication (0.82 hectares)
- Wholesale and retail trade; repair of motor vehicles/motorcycles (0.42 hectares)
- Real estate activities; Professional, scientific and technical activities; Administrative and support service activities (0.41 hectares)
- Manufacturing (0.07 hectares)
- Accommodation and food services (0.02 hectares)

The data indicates that while the transport/storage and information/communication sector accounted for just 2 permissions, it accounted for the just under half of employment

floorspace (45%) granted permission during the monitoring period. This may be expected as transport/storage uses typically have significant floorspace requirements, as evidenced in the permission for the storage facility at Mamhilad which accounted for the bulk of floorspace in this sector. Collectively the wholesale/retail trade; repair of motor vehicles/motor cycles and real estate activities; professional, scientific and technical activities; administrative and support service activities sectors accounted for the majority of permissions (4 each) and accounted for 45% of the floorspace permitted (22.8% and 22.2% respectively). There were a further 3 permissions in the manufacturing sector which accounted for just 3.8% of the floorspace permitted and 2 permissions in the accommodation/food services sector (1.1% of employment floorspace permitted).

This contrasts to last year's AMR when the manufacturing sector accounted for the majority of employment permissions.

While there is no specific target relating to this indicator the Council monitors employment sectors coming forward in the County. This will assist in determining whether the Council's ambitions for growing identified key economic sectors, including knowledge intensive/high technology enterprises, are being achieved. Comparison with the two previous AMRs the data indicates that there was an increase in permissions and floorspace in the wholesale/retail trade; repair of motor vehicles/motor cycles and real estate activities; professional, scientific and technical activities; administrative and support service activities sectors, with fewer permissions/floorspace in the manufacturing sector.

As noted above, a number of permissions were granted for other employment generating uses (i.e. non B uses) during the monitoring period. In terms of employment sectors, it is useful to recognise that the majority of these were in the arts, entertainment and recreation, other services sector (3 permissions, 0.92 ha), with a further permission in the human health and social work sector (0.6 ha). This demonstrates that other employment generating sectors are coming forward in Monmouthshire.

6. Two applications involving the loss of B use class employment land were approved during the monitoring period, totalling 0.65 hectares. The first proposal related to a care facility (Use Class C2), 0.6 hectares, at the identified business and industrial site at Westgate Business Park, Llanfoist (SAE1d) (allocated for B1 and B2 uses). In view of findings of the marketing report submitted with the application, which indicated that there had been few enquiries for B1/B2 use accommodation on the site and there would be viability issues with securing B uses on the site, it was considered that the loss of the site from its B use class allocation would have a limited material effect on the supply of quality sites in Llanfoist/Abergavenny. The proposal was therefore considered acceptable having satisfied criteria a) and c) of Policy E1. Furthermore, it was considered that the proposal would generate employment opportunities with the creation of approx. 76 FTE jobs. It was also noted that the care home would positively contribute to the identified shortfall in provision in care home facilities in Abergavenny and that the use of the site as a care home is more compatible with the residential use to the south of the site. The amount of employment land in Abergavenny can be considered through the LDP Revision process.

The other proposal granted permission was for a change of use from a commercial repair garage (Use Class B2) to a gym (Use Class D2), 0.05 hectares, at a protected employment site at Bulwark Road, Chepstow (SAE2i). Overall it was considered that this proposal does not significantly conflict with the objectives of Policy E1. Although there is a lack of vacant premises available in this protected employment site, there are vacant premises available in the Caldicot area which is as well served by the road links as the Bulwark site. Furthermore, the proposal would generate employment opportunities (4 full time staff and 8 personal trainers/studio instructors). On balance, therefore, the proposal was considered to be acceptable in principle.

Given that two proposals relating to the loss of B use class allocated employment land were granted permission over the monitoring period, the trigger for this indicator has been met. However, as evidenced, the loss of employment land to non-B use classes on the sites is justified within the context and requirements of the LDP policy framework. It does not indicate any issue with the implementation of LDP policies and therefore no further investigation is required at present. The Council will continue to monitor such proposals in future AMRs to determine the effectiveness of the policy framework relating to this matter.

7. The 2016 Welsh Government Commuting Statistics indicate that 57.9% of the County's residents work in the area which is marginally less than last year's figure of 58.3% and lower than the Welsh average of 68.5%. It is, however, higher than the figure recorded in the 2014 AMR of 54.5% which suggests that there has been some progress in meeting the aspiration to increase the proportion of resident workforce working within Monmouthshire over the Plan period. However, these figures should not be given too much weight as the data is based on a small sample survey and should therefore be treated with caution.

8. According to the 2016 Welsh Government Commuting Statistics, Monmouthshire has a net inflow of 1700 commuters – with 20,400 commuting into the area to work and 18,700 commuting out. There was significant in-commuting from Newport (4,000), Torfaen (3,000), Blaenau Gwent (2,900) and from outside Wales (6,800). The main areas for out-commuting were Bristol (3,800), Newport (3,100), Torfaen (2,400) and Cardiff (2,300), with a further 6,500 commuting to other areas outside Wales. The high proportion of commuting to/from areas outside of Wales clearly reflects Monmouthshire's location as a border authority.

There is an aspiration to reduce levels of both in-commuting and out-commuting recorded in Monmouthshire over the Plan period. While the level of out-commuting has remained constant (18,700) since the last monitoring period, the level of in-commuting has increased (from 17,800 to 20,400), resulting in a net inflow of commuters. This contrasts to the data recorded in the previous two AMRs where a net outflow of commuters was evident (400 in 2014 and 900 in 2015). However, these figures should not be given too much weight as the data is based on a small sample survey and should therefore be treated with caution.

While the Council can seek to encourage economic development and approve associated planning applications, travel to work patterns are influenced by wider factors such as family ties and property prices.

<b>Recommendation</b>
1. No action required at present. Continue to monitor.
2. No action required at present. Continue to monitor.
3. No action required at present. Continue to monitor.
4. No action required at present. Continue to monitor.
5. No action required at present. Continue to monitor.
6. No action required at present. Continue to monitor.
7. No action required at present. Continue to monitor.
8. No action required at present. Continue to monitor.

\*UK Standard Industrial Classification (SIC) 2007. Only includes those sectors for which planning permission has been granted over the monitoring period. For a full list of sectors refer to the SIC 2007.

\*\*Sector not specified in relation to DC/2016/01243 Nevill Lodge, Abergavenny (0.1 hectares) and DC/2016/00495 Beaufort Park, Chepstow SAE1i (0.42 hectares).

♦Data Source: Monmouthshire Employment Land Background Paper for the period April 2016-March 2017

♦♦Amended to clarify that these indicators monitor B use classes only.

♦♦♦Data Source: Welsh Government Commuting Statistics 2016 (release date 30 March 2017)

## Rural Enterprise

**Monitoring Aim/Outcome:** Encourage diversification of the rural economy

**Strategic Policy:** S10 Rural Enterprise

**LDP Objectives Supported:** 1, 3, 5, 7 & 14

**Other LDP Policies Supported:** RE1-RE6

### Contextual Changes

There have been no significant contextual changes relating to this policy area during the monitoring period.

Indicator	Target <i>(Previous AMR Performance)</i>	Trigger for Further Investigation	Performance 1 April 2016 – 31 March 2017
1. Number of rural diversification and rural enterprise schemes* approved	No target  <i>(2014-15: 7)</i> <i>(2015-16: 10)</i>	None	6

### Analysis

1. A total of 6 applications relating to rural enterprise/diversification were approved during the monitoring period. 4 of the applications were approved as rural enterprise schemes. While one of these 4 schemes related to new build it was justified as it related to the extension of an existing business operating within the rural economy at Caer Llan. Two of the other rural enterprise permissions related to the conversion of existing stable blocks that were not linked to agriculture previously. The first related to the partial conversion of a stable block building for a dog physiotherapy service, a niche service with a specific client base. The second proposal related to the conversion of an existing stable block to office accommodation to support the owner's business and provide space for occasional client meetings. The final scheme related to the expansion of an existing tourism enterprise through the conversion of a former cricket pavilion building to a general tourism use. This proposal has a dual use of tourism accommodation and a rural skills centre.

The remaining 2 permissions related to agricultural diversification, both of which support existing rural businesses. One related to the conversion of a storage outbuilding to a multi-use accommodation and studio space in association with an existing flower farming business. The conversion will provide studio space for courses and workshops and, when

not in this use, will provide a space for hosting floristry clients and visitors to the farm as well as holiday accommodation. The other rural diversification scheme permitted related to new build office accommodation to support an existing property business at a farm.

While there was a decrease in the amount of rural diversification and rural enterprise schemes approved over the monitoring period (6 schemes) when compared to the previous AMR (10 schemes), the number of rural diversification and rural enterprise schemes approved since the LDPs adoption (total 23 schemes) suggests that Strategic Policy S10 and the supporting development management policies are operating effectively. The Council will continue to monitor this indicator in future AMRs to determine the effectiveness of this policy framework in relation to the diversification of the rural economy.

### **Recommendation**

1. No action is required at present. Continue to monitor.

\*Rural Enterprise Schemes as listed here do not constitute those that require special justification as defined by TAN6

## Visitor Economy

**Monitoring Aim/Outcome:** Encourage high quality sustainable tourism

**Strategic Policy:** S11 Visitor Economy

**LDP Objectives Supported:** 1, 3, 5 & 7

**Other LDP Policies Supported:** T1-T3, RE6, SAT1

### Contextual Changes

There have been no significant contextual changes relating to this policy area during the monitoring period.

Indicator	Target (Previous AMR Performance)	Trigger for Further Investigation	Performance 1 April 2016 – 31 March 2017
1. Number of tourism schemes approved (includes extensions/conversions and new build)	No target  (2014-15: 17) (2015-16: 10)	None	<b>24 tourism schemes approved*</b>
2 .Number of tourism facilities lost through development, change of use or demolition	Minimise the loss of tourism facilities  (2014-15: 5) (2015-16: 0)	Loss of any 1 tourism facility in any 1 year	<b>1 tourism facility lost</b>
<b>Analysis</b>			
<p>1. 24 applications were approved for tourism uses during the monitoring period, all of which were for tourist accommodation facilities. These included:</p> <ul style="list-style-type: none"> <li>• 14 holiday lets (all conversions) in various settlements**</li> <li>• Glamping accommodation (2 bell tents at Llanishen, 10 pods at Monkswood and 5 shepherds huts – 1 at Shirenewton and 4 at Llangwm)</li> <li>• Camping/caravan sites (camping and caravan pitches at Glascoed and a camping site at Usk Castle)</li> <li>• Ancillary visitor accommodation to a public house (Devauden)</li> <li>• Meeting space with ancillary visitor accommodation (Llanishen)</li> <li>• Additional rooms at an existing wedding venue (Lydart)</li> </ul> <p>Collectively, these provide approx. 90 new bed spaces and will provide a further boost to the visitor accommodation available in Monmouthshire.</p>			

The number of tourist accommodation facilities approved over the monitoring period suggests that the relevant Plan policies are operating effectively allowing such developments to take place in Monmouthshire. In response to an increasing number of enquiries regarding new forms of visitor accommodation including yurts, tepees and wooden pods i.e. glamping, the Planning Policy Team has prepared draft SPG in relation to sustainable tourism accommodation to provide clarification on the interpretation/implementation of the existing policy framework in relation to such proposals. This SPG will be consulted on and adopted during the next monitoring period.

Comparison with previous AMRs demonstrates that the number of tourism schemes approved during the current monitoring period is significantly higher than those approved during both the 2014-15 and 2015-16 monitoring periods (10 approvals recorded during each period). Cumulatively, however, a total of 44 tourism schemes have been approved since the LDP's adoption in February 2014 which further indicates that the LDP tourism policy framework is operating effectively to enable such development in the County.

The Council will continue to monitor tourism applications closely in future AMRs to determine the effectiveness of the policy framework relating to the provision of tourist facilities.

2. One application was permitted relating to the loss of a tourism facility during the monitoring period. This involved the change of use of the Swan Hotel, Abergavenny to retail use on ground floor with B1 use on the upper floors. On balance this scheme was considered acceptable given its economic benefits to the local area, including an associated increase in employment opportunities. Furthermore, the proposed retail use is compliant with relevant LDP policies and as such the change of use was considered to be acceptable in principle.

While the data collected indicates that a visitor accommodation facility has been lost to an alternative use over the monitoring period and subsequently the trigger for this indicator has been met, the loss is justified within the context and requirements of the LDP policy framework. The Council will continue to monitor such proposals in future AMRs to determine the effectiveness of the policy framework relating to this issue, given the importance of tourism to the County's economy.

Of note, one tourist facility was refused planning permission during the current monitoring period<sup>8</sup>. The proposal for the conversion of stables to a holiday let related to a modern building which was considered contrary to criterion e) of Policy H4 and criterion b) of T2 as it had not been used for its intended purpose for a significant period of time. The proposal was also considered contrary to Policy LC5 relating to adverse landscape impact. The proposal was subsequently dismissed on appeal (21.08.17) on the basis that it would significantly intensify the use of the site and escalate its current almost neutral effect to being harmful to the rural landscape character, contrary to LDP policies T2, H4 and LC5.

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<sup>8</sup> DC/2016/00593 The Stables, Land off Treherbert Road, Croesyceiliog.

<b>Recommendation</b>
1. No action is required at present. Continue to monitor.
2. No action is required at present. Continue to monitor.

\*All schemes relate to visitor accommodation facilities: self-catering holiday lets [conversions] (14); glamping sites (4); camping/caravan sites (2); ancillary accommodation to public house (1); meeting space with ancillary accommodation (1); additional rooms at existing wedding venue (1) - collectively these provide approx. 90 bed spaces. Also retention of an amenity block.

\*\*Raglan, Llangeview, Tregare, Dingestow, Llandenny, Bryn-y-Gwenin, Upper Redbrook, Llanishen, Goytre, Llantilio Crosenny.

## Efficient Resource Use and Flood Risk

**Monitoring Aim/Outcome:** To ensure development accords with the principles of sustainable development

**Strategic Policy:** S12 Efficient Resource Use and Flood Risk

**LDP Objectives Supported:** 1, 8, 9, 10 & 11

**Other LDP Policies Supported:** SD1-SD4

### Contextual Changes

There have been no significant contextual changes relating to this policy area during the monitoring period.

Indicator	Target (Previous AMR Performance)	Trigger for Further Investigation	Performance 1 April 2016 – 31 March 2017
1. Proportion of development on brownfield land as a percentage of all development permitted ( <i>including change of use of land</i> ) ( <i>excludes householder, conversions and agricultural buildings</i> )	Increase proportion of development on brownfield land  (2014-15: 28% /17.3ha) (2015-2016: 16.8%/10.51ha)	No increase in proportion of development on brownfield land for 2 consecutive years	51.2% 18.6ha
2. Amount of development (by TAN15 category) permitted in C1 and C2 floodplain areas not meeting all TAN15 tests	All developments to be compliant with TAN15 requirements  (2014-15: 1) (2015-16: 0)	Planning permission is granted contrary to TAN15 requirements	0
3. Number of new developments permitted that incorporate on-site renewable energy generation*	Increase in the number of new developments permitted incorporating	No annual increase	5

	renewable energy generation  (2014-15: 2) (2015-2016: 9**)		
4. Number of new developments completed that incorporate on-site renewable energy generation	Increase in the number of new developments completed incorporating renewable energy generation  (2014-2015: N/A) (2015-2016: 4)	No annual increase	3***
<b>Analysis</b>			
<p>1. A total of 36.3 hectares of development was permitted over the monitoring period, 18.6ha of which was located on brownfield sites. This equated to 51.2% of all development (excluding householder, conversions and agricultural buildings) as being permitted on brownfield land. Residential development accounted for the vast majority of brownfield land permitted (16.4 ha / 88%). This included the LDP allocated housing sites at the former Sudbrook Paper Mill, Sudbrook and Coed Glas, Abergavenny which accounted for 7.1ha and 2.0ha of brownfield land permitted respectively. The former Coleg Gwent site at The Hill, Abergavenny (3.64 ha), the Old Shipyard site, Sudbrook (0.96 ha) and the former Youth Hostel at Mulberry House, Abergavenny (0.7 ha) were also permitted for residential use. A further 1.14 hectares of brownfield land permitted related to housing plots within existing residential curtilage/garden areas. Permission was also granted for a range of other uses on brownfield land including developments on employment land (0.33 ha), retail development (1.39 ha) and a performing arts centre for an independent school (0.2 ha).</p> <p>The amount of development permitted on brownfield sites is considerably higher than in the previous two AMR monitoring periods. The trigger for further investigation relates to no increase in the proportion of development on brownfield land for two consecutive years. As the proportion of development on brownfield land has increased substantially from 16.8% in the previous AMR period it is considered that Policy S12 is functioning effectively in this respect. It will nevertheless be important to monitor this indicator in the next AMR in order to ascertain whether the target of increasing the proportion of development on brownfield land is being met over a two year period.</p>			
<p>2. No applications have been granted planning permission contrary to TAN15 requirements in either Zone C1 or C2 floodplain over the monitoring period. Policy S12 is consequently functioning effectively in this respect. The Council will continue to monitor this indicator to determine the effectiveness of the policy framework relating to this issue.</p>			

3. Five applications were approved over the monitoring period for on-site renewable energy generation. Three of the schemes related to small scale solar power, two of which are ground mounted and will support existing individual dwellings in Parkhouse and Undy. The other small scale solar permission related to roof mounted PV panels on an affordable housing scheme currently under construction in Raglan. A further two schemes related to biomass, one of which will supply heating and hot water to 6 holiday lets and 4 houses via a district heating system in Llantilio Croessenny. The other scheme in Dingestow will support existing poultry units currently heated by LPG heating, the biomass boiler will provide a sustainable form of heating for the poultry sheds.

An additional PV solar park was granted permission over the previous AMR period. This scheme was not picked up in the previous monitoring period. As this is a large scale renewable energy scheme that has recently been completed it has been included in this monitoring period in order for it to feed into Indicator 4. The solar farm at Oak Grove Farm, Crick relates to a 5.67MW solar PV scheme consisting of 22,660 PV panels on a 15.73 site. It is estimated that the scheme will provide sufficient energy for the equivalent of 4,536 households.

There has been a slight decrease in the number of on-site renewable energy schemes permitted over the current monitoring period compared to the previous year which is believed to be a result of the reduction of Government incentive schemes (Feed in Tariff), particularly for solar energy. Nevertheless, collectively a total of 16 schemes incorporating on-site renewable energy have been permitted since the LDP's adoption in 2014 which suggests that Strategic Policy S12 and its supporting policies are operating effectively in respect of the provision of renewable energy. The Council will nevertheless continue to monitor this issue closely in future AMRs to determine the effectiveness of the policy framework relating to efficient resource use.

4. A total of three schemes incorporating on-site renewable energy generation were completed over the monitoring period. One of the completions related to a small scale domestic solar scheme approved over the current monitoring period in Undy. The other two completions relate to large scale PV solar parks. One of the completed schemes was allowed on appeal over the previous 2015-2016 monitoring period and related to a 7.9MW Solar Farm on agricultural land near Shirenewton. The PV solar park referred to in the commentary for criteria 3 above, at Oak Grove Farm, Crick is also operational.

Since the Plan's adoption in 2014, a total of 7 schemes incorporating on-site renewable energy have been completed and are operational. This further indicates that Strategic Policy S12 and its supporting policies are operating effectively in respect of the provision and completion of on-site renewable energy schemes.

The Council will nevertheless continue to monitor this issue closely in future AMRs to determine the effectiveness of the policy framework relating to efficient resource use.

#### **Recommendation**

1. No action is required at present. Continue to monitor.

2. No action is required at present. Continue to monitor.

3. No action is required at present. Continue to monitor.
4. No action is required at present. Continue to monitor.

\*Additional monitoring indicator included in the monitoring framework in order to identify schemes in 4.

\*\* An additional PV solar park (Oak Grove Farm, Crick, DC/2015/00247) was granted permission during the 2015-16 monitoring period. However, this scheme was not picked up in the previous monitoring period.

\*\*\*Based on applications granted permission for on-site renewable energy since LDP adoption.

## Landscape, Green Infrastructure and the Natural Environment

<b>Monitoring Aim/Outcome:</b>	To protect open space and sites of acknowledged nature conservation and landscape importance
<b>Strategic Policy:</b>	S13 Landscape, Green Infrastructure and the Natural Environment
<b>LDP Objectives Supported:</b>	8
<b>Other LDP Policies Supported:</b>	LC1-LC6, GI1 & NE1

### Contextual Changes

There have been no significant contextual changes relating to this policy area over the monitoring period.

Indicator	Target <i>(Previous AMR Performance)</i>	Trigger for Further Investigation	Performance 1 April 2016 – 31 March 2017
1. Amount of Greenfield land lost to development which is not allocated in the development plan <i>(includes new built development – housing, employment but excludes agricultural buildings)</i>	Minimise the loss of non-allocated Greenfield land  <i>(2014-15: 26 ha)</i> <i>(2015-16: 44.6 ha)</i>	Any loss of non-allocated Greenfield land in any 1 year	<b>16.5ha</b>
2. Amount of public open space / playing fields lost to development which is not allocated in the development plan	Minimise the loss of open space / playing fields to development that is not allocated in the development plan  <i>(2014-15: 1.47ha)</i> <i>(2015-16: 0.76ha)</i>	Any loss of open space due to development, not allocated in the development plan in any 1 year	<b>0</b>
3. Developments permitted / completed that are within internationally / nationally important	None adversely affected  <i>(2014-15: N/A)</i> <i>(2015-16: 0)</i>	Recorded damage or fragmentation of designated sites / habitats	<b>0</b>

nature conservation areas*			
4. Developments granted permission that cause harm to the overall nature conservation value of locally designated sites	Minimise developments that would cause harm to the overall nature conservation value of locally designated sites	1 or 2 developments result in overall harm for 2 consecutive years, or 3 or more developments result in harm in any 1 year	<b>1</b>
5. Number of new developments delivering habitat creation and restoration	Increase number of new developments delivering habitat creation / restoration  (2014-15: 1) (2015-16: 1)	None	<b>0</b>

### Analysis

1. Over the monitoring period 31 permissions were granted on greenfield land which is not allocated for development in the LDP, totalling 16.5 hectares. This compares favourably to the previous two AMRs when the amount of non-allocated greenfield land permitted was significantly higher (44.6 hectares in 2015-16; 26 hectares in 2014-15). The high figure recorded in 2015-16 was predominantly due to the increase in larger scale renewable energy (solar PV arrays) schemes permitted which was justified within the context and requirements of the LDP policy framework and national planning policy.

Tourism accommodation facilities accounted for the majority of non-allocated greenfield land permitted during the current monitoring period, 8.33 hectares (50.5%). These permissions included four glamping accommodation sites, ranging from one shepherd's hut to ten glamping pods (totalling 7.38 hectares), one camping site (0.5 hectares), one caravan/camping site (0.45 hectares) and retention of an amenity block at a camp site (0.003 hectares). Whilst these permissions cover just over 8 hectares of non-allocated greenfield land, they were considered acceptable in principle in accordance with the tourism policy framework. Fundamentally, the glamping and camping accommodation facilities permitted are not permanently sited and relate to a reversible use of agricultural land.

A mineral extraction proposal accounted for a further 4.5 hectares of non-allocated greenfield land permitted which, although a sizeable area, was considered to be acceptable in principle in accordance with the minerals policy framework. Importantly, the permission is for a temporary period (5 years) and has been conditioned to ensure that the land will be restored at the end of this period.

The remaining 3.72 hectares of non-allocated greenfield land permitted over the monitoring period related to a range of uses. Ten permissions related to residential development accounting for 1.75 hectares - these ranged from extensions to residential

curtilages to new dwellings and rural enterprise workers' dwellings, all of which were considered acceptable in policy terms. 'Horsiculture' activities, including riding arenas and stables, accounted for a further 9 permissions (1.10 hectares). These were considered to be an appropriate use of land in rural areas and to comply with the LDP policy framework. Other proposals permitted included employment, renewable energy and community uses (0.82, 0.04 and 0.013 hectares respectively) which were again considered to comply with LDP policies.

While the monitoring data indicates that there has been a loss of non-allocated greenfield land over the monitoring period due to the aforementioned permissions (albeit less than recorded in previous AMRs) and subsequently the trigger for this indicator has been met, the loss is justified within the context and requirements of the LDP policy framework as evidenced above. It does not indicate any issue with the implementation of LDP policies and therefore no further investigation is required at present. The Council will continue to monitor such proposals in future AMRs to determine the effectiveness of the policy framework relating to this issue.

2. There were no applications permitted on areas of open space not allocated for development in the LDP over the monitoring period. This suggests that the indicator target and monitoring outcome to protect and minimise the loss of non-allocated open space has been achieved in 2016-17. This compares favourably to the previous two AMRs where a total of 2.23 hectares (1.47 hectares in 2014-15; 0.76 hectares in 2015-16) of non-allocated open space was lost to development, albeit that this was justified within the context and requirements of the LDP policy framework.

The Council will continue to monitor the amount of non-allocated public open space lost to development in future AMRs to determine the effectiveness of the policy framework relating to this issue.

3. As with the previous two AMRs, there were no developments permitted or completed within internationally / nationally important nature conservation areas during the monitoring period, which suggests that the indicator target and monitoring outcome to protect such designated sites has been achieved.

This indicates that the policy framework relating to nature conservation is functioning effectively in protecting nature conservation sites of international /national importance. The Council will continue to monitor permission and completions within these nature conservation sites to determine the effectiveness of the policy framework relating to this matter.

4. One application was granted over the monitoring period that may cause harm to a SINC. This contrasts with the previous AMRs when no such permissions were recorded. The permission relates to the allocated housing site at the Former Paper Mill site, Sudbrook (SAH7). The proposal may impact on the nature conservation value of the SINC as changes to the hydrology of the site may result in the loss of some of the existing habitat, specifically the ephemeral pond. The development of the site will also result in the loss of 0.19ha of scrub habitat. The proposal however incorporates a Green Infrastructure Management

Plan which will secure the long term management of the site for biodiversity and should result in a net gain on the wider site. It must also be recognised that this is an allocated housing site on brownfield land, where development was supported by the LDP.

While one application has been recorded it is notable that the development of this site will provide benefits and result in a net gain of biodiversity. This indicates that the policy framework relating to nature conservation is functioning effectively in protecting the nature value of locally designated sites. The Council will continue to monitor permissions and completions within these nature conservation sites to determine the effectiveness of the policy framework relating to this matter.

5. There were no developments permitted to specifically deliver habitat creation and restoration during the monitoring period. This contrasts to the previous AMRs when two such schemes were permitted, both of which related to the creation of wildlife ponds.

While no applications were granted to deliver habitat creation and restoration, it is likely that other schemes approved over the monitoring period will help restore habitat through improved Green Infrastructure networks. Although there is no trigger for further investigation in relation to this indicator, the Council will continue to monitor the issue in future AMRs to determine the effectiveness of the policy framework in relation to Landscape, Green Infrastructure and the Natural Environment.

#### **Recommendation**

1. No action is required at present. Continue to monitor.

2. No action is required at present. Continue to monitor.

3. No action is required at present. Continue to monitor.

4. No action is required at present. Continue to monitor.

5. No action is required at present. Continue to monitor.

\*Indicator has been amended in line with the SA indicator for ease of data collection

## Waste

**Monitoring Aim/Outcome:** Meet the County's contribution to local waste facilities

**Strategic Policy:** S14 Waste

**LDP Objectives Supported:** 12

**Other LDP Policies Supported:** W1-W6, SAW1

### Contextual Changes

There have been no significant contextual changes relating to this policy area during the monitoring period.

Indicator	Target <i>(Previous AMR Performance)</i>	Trigger for Further Investigation	Performance 1 April 2016 – 31 March 2017
1. Amount of waste management capacity permitted expressed as a percentage of the total capacity required as identified in the Regional Waste Plan	<p>Aim to provide between 2.2 and 5.6 hectares for new in-building waste management facilities located on appropriate B2 employment sites over the plan period</p> <p><i>(2014-15: 1.49ha permitted; 32.5ha potential waste management sites)</i>  <i>(2015-16: 0.24ha permitted; 26.86ha potential waste management sites)</i></p>	Amount of B2 employment land falls below 5.6 ha	<p><b>Waste capacity permitted 0 ha</b></p> <p><b>Identified potential waste management sites 26.26ha</b></p>
<b>Analysis</b>			
<p>1. There were no permissions for waste management capacity during the monitoring period. There has nevertheless been a minor reduction in the amount of land available for potential waste management sites (i.e. B2 employment sites and existing waste disposal or management sites) from the 26.86ha identified in the previous LDP AMR to 26.26ha (due to the take up of some B2 employment land at Westgate Business Park, Llanfoist). There remains, therefore, ample land available for potential waste management sites in relation to the maximum requirement of 5.6ha.</p>			
<b>Recommendation</b>			
1. No action is required at present. Continue to monitor.			

## Minerals

**Monitoring Aim/Outcome:** Safeguard areas of aggregates resources

**Strategic Policy:** S15 Minerals

**LDP Objectives Supported:** 12

**Other LDP Policies Supported:** M1-M3

### Contextual Changes

There have been no significant contextual changes relating to this policy area during the monitoring period.

Indicator	Target <i>(Previous AMR Performance)</i>	Trigger for Further Investigation	Performance 1 April 2016 – 31 March 2017
1. Extent of primary land-won aggregates resources as a percentage of total capacity identified in the Regional Technical Statement*	A minimum land bank of 10 years to be maintained  <i>(2014-15: 0)</i> <i>(2015-16: 0)</i>	10 years land bank is not maintained	0
2. Number of permitted permanent non-mineral developments on safeguarded sites that do not comply with Policy M2**	Minimise the number of permanent non-mineral developments on safeguarded sites  <i>(2014-15: 0)</i> <i>(2015-16: 0)</i>	If any such developments are permitted	0
<b>Analysis</b>			
<p>1. No land-based minerals extraction took place in the County during the monitoring period. There has, therefore, been no reduction in the land bank, which relies on the reserves available at Ifton Quarry, Rogiet. This quarry has not been worked for some time but has the benefit of an existing planning permission. Given the importance of maintaining a 10 year land bank the Council will continue to monitor this issue closely in future AMRs.</p> <p>While no land-based minerals extraction took place over the monitoring period, an application for the excavation of 1500m<sup>3</sup> of stone for building purposes was granted planning permission at Cledd-Y-Tan Wood, Kilgwrrwg. It is anticipated that approximately</p>			

4500 tonnes of stone will be extracted and utilised for cropping, dry walling, flagstones, lintels and quoins. The planning application was considered to be acceptable in principle in accordance with the minerals policy framework. The permission has been granted for a temporary period of 5 years.

2. There were no permissions for permanent non-mineral developments on safeguarded sites that did not comply with Policy M2 during the monitoring period.

This indicates that Policy M2 is being implemented effectively and no further investigation is required at present. The Council will continue to monitor this issue in future AMRs to determine the effectiveness of the policy framework relating to this issue.

### **Recommendation**

1. No action is required at present. Continue to monitor.

2. No action is required at present. Continue to monitor.

\*Additional Indicators LDP Manual

\*\*Indicator amended to include reference to Policy M2 for clarification

## Transport

<b>Monitoring Aim/Outcome:</b>	To increase sustainable forms of transport and ensure that all development meets sustainable transport planning principles
<b>Strategic Policy:</b>	S16 Transport
<b>LDP Objectives Supported:</b>	1-6, 9 & 13
<b>Other LDP Policies Supported:</b>	MV1-MV10

### Contextual Changes

There have been no significant contextual changes relating to this policy area over the monitoring period.

Indicator	Target (Previous AMR Performance)	Trigger for Further Investigation	Performance 1 April 2016 – 31 March 2017
1. Number of improvements to transport secured through S106 agreements	No target  (2014-15: 3) (2015-16: 3)	None	2 S106 agreements delivering transport improvements
2. Progression of Local Transport Plan* (LTP) schemes detailed in Policy MV10 in accordance with the LTP delivery timetable	LTP proposals implemented in accordance with the LTP delivery timetable	LTP proposals detailed in Policy MV10 are not being implemented in accordance with the LTP delivery timetable	Progression detailed in analysis below
<b>Analysis</b>			
1. The following transport improvements have been secured through S106 agreements over the monitoring period: <ul style="list-style-type: none"> <li>Land at Sudbrook Paper Mill, Sudbrook (SAH7) Payment toward the provision of a public transport service serving Sudbrook (£200,000).</li> <li>The Old Shipyard, Sudbrook Improvements to the local highway network including localised traffic calming</li> </ul>			

improvements together with improvements to pedestrian facilities for safer routes to local amenities, cycle routes and public transport relevant to the local area (£61,500).

As indicated above, a couple of transport improvements have been secured via S106 agreements during the monitoring period, both of which relate to residential development in Sudbrook. One of the S106 agreements relates to the allocated LDP site at the former Sudbrook Paper Mill (SAH7) and the other to a windfall site at The Old Shipyard site. In accordance with the LDP transport policy framework, the improvements seek to encourage sustainable forms of transport and ensure the developments meet sustainable transport planning principles.

While there is no specific target relating to this indicator, the Council is interested in monitoring the amount of transport improvements secured through S106 agreements. As may be expected, given that progress with numerous allocated LDP sites has been slower than anticipated, there have been a relatively small number of transport improvements secured via S106 agreements in relation to these sites during the first three monitoring periods (total of 8). However, as the LDP site allocations progress it is anticipated that an increased number of sustainable transport improvements will be secured through either the S106 or CIL processes. The Council will continue to monitor this issue in future AMRs.

2. The progress of LTP\* schemes detailed in Policy MV10 in accordance with the LTP timetable is as follows:

**B4245/M48 Link Road:** No progress. Current M4 corridor enhancement scheme proposes a new junction between Magor/Undy and Rogiet which would provide a link between B4245 and M48 (and M4) but to the west of Rogiet. Progress on the B4245/M48 Link Road is dependent on the outcome of the decision on the M4 corridor enhancement scheme\*\*.

**Abergavenny Rail Station Interchange:** Scheme included in new LTP as “Abergavenny rail station access & interchange improvements”. The new Cardiff Capital Region Transport Authority (CCRTA) is currently working on an interim Regional Transport Strategy (RTS) and it is expected that the Abergavenny interchange / park & ride will be included in this although priorities will not be developed until later in 2017/18. Bus facilities at Abergavenny station are also likely to be looked at as part of the current proposals for a new TrawsCymru bus route linking Chepstow and Brecon.

Walking & cycling access to the station is also expected to be considered as part of the Active Travel (Wales) Act Abergavenny Integrated Network Map exercise.

**Chepstow Rail Station and Bus Station Interchange:** Scheme included in new LTP as “Chepstow rail station access & interchange improvements”. Chepstow station interchange / park & ride is expected to be included in the upcoming interim Regional Transport Strategy (see above), though priorities will not be developed until later in 2017/18. Bus facilities at Chepstow station are also likely to be looked at as part of the current proposals for a new TrawsCymru bus route linking Chepstow and Brecon. No further information is available from Network Rail concerning the accessible footbridge situation or on bringing the disused

part of the station building back into use as a ticket office / tourist information point and toilet.

Walking & cycling access to the station is also expected to be considered as part of the Active Travel (Wales) Act Chepstow Integrated Network Map exercise.

**Severn Tunnel Junction (STJ) Interchange:** Scheme included in new LTP as “Severn Tunnel Junction rail station access & interchange improvements”. New accessible footbridge, new ticket office and new northern car park extension completed in spring 2016. Options for improved walking & cycling access along Station Road and towards Caldicot as well as further south-side car park extension have been investigated but no funding is currently available to take this further. STJ station is also included in schemes looked at as part of the interim RTS.

Walking & cycling access to the station is also expected to be considered as part of the Active Travel (Wales) Act Caldicot-Magor Integrated Network Map exercise.

**Monmouth Park and Ride:** No progress.

**Chepstow Park and Ride:** No progress.

**Monmouth Links Connect 2:** MCC’s Transport Section has advised that substantial elements of the scheme have been delivered, with some further minor improvements delivered in 2016/17 as part of the Active Travel Quick Wins Programme. Remaining elements are to be reviewed as part of the Active Travel (Wales) Act Monmouth Integrated Network Map exercise.

There has been limited progress towards the delivery of the LTP\* schemes detailed in Policy MV10 over the current monitoring period, with only some further minor improvements delivered in relation to Monmouth Links Connect 2 scheme. As indicated above, a number of projects, including Abergavenny rail station interchange and Chepstow rail station and bus station interchange, are expected to be included in the forthcoming interim Regional Transport Strategy, although priorities for this will not be developed until the next monitoring period (2017/18). Further progress on the LTP schemes will be reported in future AMRs.

Additional improvements are due to be considered as part of the Active Travel (Wales) Act Integrated Network Map exercise, including walking and cycling access to Abergavenny, Chepstow and Severn Tunnel Junction rail stations. While not specifically set out in Policy MV10, any progress on these schemes will be reported in future AMRs.

Although not specifically identified in Policy MV10, the LTP identifies a number of additional transport schemes in Monmouthshire which are programmed for delivery over the 2015-2020 period and will also be monitored through the AMR process. One such scheme is the Magor and Undy new walkway rail station. MCC’s Transport Section has advised that work has commenced on Network Rail’s Governance for Railway Investment Projects (GRIP) process in relation to the proposed station, with GRIP1 (Output definition) and GRIP2

(Feasibility) completed with work ongoing on GRIP3 (Option Selection). Current timescales anticipate that the scheme will be delivered by 2022/23.

The Council will continue to monitor the progress of the aforementioned schemes in future AMRs to determine whether they are being implemented in accordance with the LTP delivery timetable.

<b>Recommendation</b>
1. No action is required at present. Continue to monitor.
2. No action is required at present. Continue to monitor.

\*the 2015 Monmouthshire Local Transport Plan (LTP) has replaced the 2010 South East Wales Regional Transport Plan (RTP). The transport schemes identified in the RTP have been carried forward to the LTP – accordingly the indicator wording has been amended to reflect this.

\*\*A public local inquiry into the M4 corridor enhancement scheme started on 28 February 2017 and is expected to last around 5 months.

## Place Making and Design

<b>Monitoring Aim/Outcome:</b>	To protect sites and buildings of acknowledged built and historic interest
<b>Strategic Policy:</b>	S17 Place Making and Design
<b>LDP Objectives Supported:</b>	14 & 15
<b>Other LDP Policies Supported:</b>	DES1-4, HE1-4

### Contextual Changes

There have been no significant contextual changes relating to this policy area during the monitoring period.

<b>Indicator</b>	<b>Target</b> <i>(Previous AMR Performance)</i>	<b>Trigger for Further Investigation</b>	<b>Performance</b> <b>1 April 2016 – 31 March 2017</b>
1. Number of listed buildings and historic sites	No applications to result in the loss of listed buildings	There is a loss of more than 1 listed building each year for 3 or more consecutive years*	<b>Refer to analysis (1) below</b>
2. Number of conservation areas with up-to-date character appraisal	100% of identified draft Conservation Area Appraisals by 2016**	Target is not met	<b>19 Complete (100%)</b> <b>Refer to analysis (2) below</b>
3. Sample of planning applications granted for developments with potential for significant design / environmental implications	All development to contribute to the creation of a high quality well designed environment	Monitoring results are negative	<b>Refer to analysis (3) below</b>
4. Sample of planning applications granted for developments with the potential for significant impact on buildings of historic /	No adverse impact on the historic environment	Any development adversely affects the historic environment	<b>Refer to analysis (4) below</b>

archaeological interest, scheduled ancient monuments and conservation areas			
5. Occasions when development permitted would have an adverse impact on a listed building, conservation area, site of archaeological significance, or historic landscape park or their setting	Development proposals do not adversely impact upon buildings and areas of built or historic interest and their setting  (2014-15: none) (2015-16: none)	1 or more planning consents are issued where there are outstanding objections from the Council's Conservation Team, Cadw or GGAT	<b>None recorded</b>

### Analysis

#### 1. Number of listed buildings and historic sites:

	LDP Base Date 2011	2015	2016
Listed Buildings	2146	2153	2153
Scheduled Ancient Monuments	169	164	164
Historic Parks and Gardens	44	45	45
Archaeologically Sensitive Areas	10	10	10
Landscapes of Outstanding Historic Interest	3	3	3

There were no changes in relation to Listed Buildings, Scheduled Ancient Monuments, Historic Parks and Gardens, Archaeologically Sensitive Areas or Landscapes of Outstanding Historic Interest over the monitoring period.

There were consequently no applications that resulted in losses to the number of listed buildings or historic sites over the monitoring period. Policy S17 is functioning effectively in this respect. The Council will continue to monitor the number of listed buildings and historic sites to determine the effectiveness of the policy framework relating to this issue.

#### 2. No Conservation Area Appraisals were adopted as Supplementary Planning Guidance during the monitoring period. A total of 19 Conservation Area Appraisals have however been adopted and the target of 100% of identified draft Conservation Area Appraisals by 2016 was therefore met in the previous monitoring period.

The remaining 12 Conservation Area Appraisals will be progressed in the future subject to available resources.

3. Members of Planning Committee attended two design tours over the monitoring period. The design tours took place in September 2016 and March 2017, a total of 6 applications were considered that were approved under the LDP. A further application related to a listed building and is therefore referred to in relation to indicator 4 below.

Three of the applications related to residential development; two contemporary dwellings at Glenfield, Watery Lane, Monmouth, 15 dwellings (9 affordable and 6 market) at the allocated Main Village housing site adjacent Trellech School (SAH11xv) and 17 affordable dwellings at the former West End School site in Caldicot. Members reacted positively in the main to the residential developments and no major concerns were made. Members were particularly pleased with the intimate layout and design of the affordable homes in Caldicot.

A replacement dwelling was also considered at Glenview Farm, Llanvair Discoed. Members were pleased with the design and considered it a good example of how contemporary design can work in a rural landscape through careful manipulation of scale, mass and external finishes.

The final two applications related to a Solar PV Park at Rhewl Farm, Shirenewton and a Premier Inn hotel on Portal Road, Monmouth. Some Members were concerned about the visual impact in the short term of the solar park but all recognised the impact would be significantly reduced in the longer term as landscaping matures. Members were very satisfied with the overall design of the hotel, noting that despite its large scale it contributed well to the locality and was not dominant or out of character and recognised its tourism /economic boost to the area.

The Council will continue to monitor this issue closely in future AMRs to determine the effectiveness of the policy framework relating to design.

4. As part of their annual design tour in September 2016, Members of Planning Committee visited one listed building granted planning permission/listed building consent under the LDP policy framework. The application related to the residential conversion/extension of a grade II listed former Meal House at Manor House Farm, Rogiet. Members were impressed with the simple detailing of the lean-to extension which uses modern materials in contrast to the traditional elements of the Meal House building, which is made up of stone and slates.

The Council will continue to monitor this issue closely in future AMRs to determine the effectiveness of the policy framework relating to developments with potential for significant impact on buildings of historic/archaeological interest, Scheduled Ancient Monuments and Conservation Areas.

5. There were no planning consents issued over the monitoring period with an outstanding objection from the Council's Heritage Management Team, Cadw or GGAT. Policy S17 is functioning effectively in this respect. The Council will continue to monitor the number of listed buildings and historic sites to determine the effectiveness of the policy framework relating to this issue.

<b>Recommendation</b>
1. No action required at present. Continue to monitor.
2. No action required at present. Continue to monitor.
3. No action required at present. Continue to monitor.
4. No action required at present. Continue to monitor.
5. No action required at present. Continue to monitor.

\*Trigger wording amended to clarify that the trigger relates to a loss of more than 1 listed building each year for 3 or more consecutive years.

\*\*Target wording amended for clarification, relates to the 18 draft Conservation Area Appraisals that were in progress during the lead up to the adoption of the LDP.

### Methodology

- 6.1 The Sustainability Appraisal monitoring expands the assessment of the performance of the LDP against the Sustainability Appraisal (SA) Monitoring Objectives. The data collated includes a mix of qualitative and quantitative data with a commentary in the latter column to describe the progress and provide a recommendation. Not all of the indicators originally listed in the SA monitoring framework are included, information is only provided for those indicators where data is available. In addition to indicators that were amended or deleted in the previous AMR, a number of the indicators used in the last monitoring period have been further amended. The Amended/Deleted SA Indicators Table identifies any indicators that have been updated since the 2015-2016 Annual Monitoring Report and outlines the reasoning.
- 6.2 As noted above indicators may have been amended since the previous monitoring period, the text is italicised to identify indicators where a change has been made since the previous AMR. There is also overlap with some LDP indicators, these indicators are marked in bold and coloured green for clarity. This is intended to provide an indication of how the LDP monitoring and SA monitoring are interlinked. A brief commentary is provided although reference should be made to Section 5 LDP Policy Analysis for additional information.
- 6.3 There are a number of SA indicators where information is not published annually, for example those based on the Census. The purpose of the monitoring framework is to review changes on an annual basis, as a consequence these are not necessarily going to be useful moving forward in terms of future monitoring. They have been retained in order to provide a baseline, work has been undertaken to try and find alternative sources of information however none appear to be available.
- 6.4 The traffic light rating system used for the LDP Monitoring Indicators has not been taken forward for use with the SA Monitoring. Many of the SA objectives are aspirational. In addition, the LDP alone would not be the only factor that would need to be considered in achieving their aims. The SA Monitoring does not include targets as such, unlike the LDP monitoring, it would therefore prove difficult to interpret the commentary into a traffic light rating. The symbols associated with certain indicators identify the desired direction for change. The symbols refer to; (+) increase or more; (-) decrease, less or none and; (nc) no change. As this relates to the third SA monitoring since the adoption of the LDP it is compared to the previous two AMRs only, emerging trends will become more apparent in future AMRs. Accordingly, the direction of change is referred to as relevant in the commentary section. This is utilised to assess the LDP's progression towards meeting the identified sustainable development indicators.
- 6.5 Information contained in the SA monitoring framework in the main relates to a wide range of data produced internally, by various departments of the Council and externally from other organisations. Where data has been sourced externally, a footnote is provided to ensure the data source is easily identifiable.

## Sustainability Appraisal Monitoring

Headline	Objective	SA Indicators	Data	Commentary
Accessibility	Allow equitable access for all to jobs, services and facilities they need, in a way that reduces reliance on car use	<p><b>1. Average travel to work distance (-)</b></p> <p><b>2. Proportion of people travelling to work by public transport, walking or cycling (+)</b></p> <p><b>3. Proportion of the workforce who remain in their own area for work, according to travel to work statistics (+)</b></p> <p><b>4. Proportion of housing development completed within or adjoining the main towns, Severnside Settlements, Rural Secondary Settlements (RSS) and rural general, as identified in Policy S1.</b></p> <p><b>5. Percentage of major* new development within 10 minute walk from a frequent and regular bus service (+)(includes residential, employment, retail and</b></p>	<p><b>1.</b> 21.9km**</p> <p><b>2.</b> 16.7%**</p> <p><b>3.</b> 57.9%*****</p> <p><b>4.</b> Main Towns: 38.2%, Severnside: 19.3%, RSS: 21.4%, Rural General: 21%</p> <p><b>5.</b> 87%</p>	<p><b>1 – 2.</b> The 2011 Census recorded 16.7% of people travelling to work by public transport, walking or cycling. The average travel to work distance is 21.9km. Data will not be published until the next Census in 2021, as a consequence a meaningful comparison will not be able to be obtained until that time. The data will subsequently remain the same in future AMRs.</p> <p><b>3.</b> The Welsh Government travel to work statistics identify 57.9% of the Monmouthshire workforce remaining in their own area for work. This figure has decreased marginally by 0.4% since the previous AMR. However, these figures should not be given too much weight as the data is based on a small sample survey and should therefore be treated with caution.</p> <p><b>4.</b> The Main Towns provided the largest proportion of dwelling completions over the monitoring period equating to 38.3% of the overall figure. The Rural Secondary Settlements provided 21.4% and the Rural General which incorporates figures from the Main Villages provided 21%. The Severnside Settlements accounted for 19.3% over the monitoring period, although this was an increase from 8.1% in the previous monitoring period. The Policy Analysis in Section 5 relating to the Spatial Strategy provides full analysis of this indicator.</p> <p><b>5.</b> Of the 15 applicable schemes, 11 related to residential uses, 2 related to employment, 1 to leisure (Chepstow Racecourse) and the final scheme related to a care home. The Sudbrook Paper Mill site is the only site that is not located in its entirety to a bus stop/service within a 10 minute walk. The bus service in Sudbrook is no longer operating, part of the Sudbrook Paper Mill site (212 dwellings) is currently located within a 10 minute walk of a bus stop in Portskewett,</p>

Headline	Objective	SA Indicators	Data	Commentary
		<i>leisure permissions only)</i>		<p>however, part of the site would be over a 10 minute walk. The S106 agreement for the Sudbrook Paper Mill site nevertheless includes a £200,000 contribution to be used by the Council towards the provision of a public transport service serving Sudbrook. In addition to this 46 houses permitted at the Old Shipyard, Sudbrook site would be located just over a 10 minute walk of a different bus stop in Portskewett, which can be accessed via Black Rock. The 13 other schemes are nevertheless located within a 10 minute walk of a frequent and regular bus service. While the proportion of major development schemes within a 10 minute walk of a frequent and regular bus service has decreased from 100% to 87% since the last AMR, it should be noted that only 5 schemes were considered at that time. Provision is being made in the form of a s106 to provide a bus service to Sudbrook, the figure would therefore rise to 100% once this is implemented.</p> <p><b>Continue to monitor SA objective.</b></p>
Housing	Provide a range of types and tenures of housing that allows people to meet their housing needs	<p>1. People in housing need (-)</p> <p>2. <b>Affordable home completions (+)</b></p> <p>3. <b>General market home completions</b></p> <p>4. <b>Density of housing permitted on allocated sites (SAH1 – SAH10)</b></p> <p>5. <b>The number of dwellings permitted and completed on strategic sites as identified in policy S3.</b></p>	<p>1. 474 per year over 5 Year Period (2015 base date)</p> <p>2. 47</p> <p>3. 191</p> <p>4. 2 granted permission, densities of 26 &amp; 30</p> <p>5. 212 dwellings permitted, 21 completed</p> <p>6. 0 completed</p>	<p>1. The latest data available was recorded in the last AMR and has not yet been updated. The Local Housing Market Assessment (LHMA) 2015-2020 was published in April 2015. The new LHMA uses a different methodology to that used to provide evidence for the LDP. The results, therefore, are not directly comparable. The 474 figure should not be taken as a target for the delivery of affordable housing as new build homes are not the only supply of affordable homes in Monmouthshire. The Council is working with private landlords to increase the supply of private rented homes and to bring empty homes back into use. As noted above the figure has not been updated since the previous AMR, it nevertheless provides an indication of current projected need for affordable housing within the County and sets a benchmark the Council can work towards.</p>

Headline	Objective	SA Indicators	Data	Commentary															
		<p>6. Number of affordable dwellings built through rural exception schemes</p> <p>7. Number of dwellings provided in accordance with the settlement hierarchy set out in Policy S2</p> <p>8. Housing land supply</p>	<p>7. See table in commentary section</p> <p>8. 4.0 Years</p>	<p>2 – 5. There were 47 affordable home completions and 191 market dwelling completions over the monitoring period. Of the 2 allocated sites granted permission (SAH1 to SAH10) 1 of the sites (Sudbrook Paper Mill SAH7) had a density of 30 dwellings per hectare (dpha) which is higher than the site’s target density of 29 dpha as set out in the LDP, the other was below the site’s target density of 32 dpha at 26 dpha (Coed Glas SAH9). While there is a decrease in the number of dwellings permitted (212 permissions 2016 - 2017) on strategic sites from the previous AMR (340 permissions 2015 - 2016) there was an increase in completions as none were recorded in the previous two AMRs. The 21 completions relate solely to the Wonastow Road site.</p> <p>6. There were no completions relating to rural exception schemes over the monitoring period. The single dwelling build your own affordable home site referred to in previous two AMRs has progressed further but is not yet completed.</p> <p>7. The table below provides a breakdown of the 238 dwellings completions, in comparison with the settlement hierarchy set out in Policy S2. The Policy Analysis in Section 5 relating to the Spatial Strategy provides a full analysis of this indicator.</p> <table><tr><td></td><td>2016 – 2017</td><td>Target</td></tr><tr><td>Main Towns</td><td>38.2%</td><td>41%</td></tr><tr><td>Severnside</td><td>19.3%</td><td>33%</td></tr><tr><td>Rural Secondary</td><td>21.4%</td><td>10%</td></tr><tr><td>Rural General</td><td>21%</td><td>16%</td></tr></table> <p>8. The Monmouthshire Joint Housing Land Availability Study (JHLAS) for the 2016-2017 period demonstrates that based on the residual method the County had 4.0 year housing land supply. The Policy Analysis in</p>		2016 – 2017	Target	Main Towns	38.2%	41%	Severnside	19.3%	33%	Rural Secondary	21.4%	10%	Rural General	21%	16%
	2016 – 2017	Target																	
Main Towns	38.2%	41%																	
Severnside	19.3%	33%																	
Rural Secondary	21.4%	10%																	
Rural General	21%	16%																	

Headline	Objective	SA Indicators	Data	Commentary
				<p>Section 5 relating to Strategic Policy S2 provides a full analysis of this indicator.</p> <p><b>Continue to monitor SA objective.</b></p>
Health, safety & security	To improve health and wellbeing by encouraging more healthy lifestyles, and protecting people from risk that may impact on their health and/or safety	1. Amount of open space created as a result of planning permissions	1. 2ha	<p>1. A total of 2 hectares of open space was approved as a result of planning permissions over the monitoring period. This demonstrates that developments permitted through the planning process are successfully facilitating the provision of new open spaces.</p> <p><b>Continue to monitor SA objective.</b></p>
Community	To support and promote the distinctive character of local communities and community cohesion	<p>1. <b>Number of community and recreation facilities granted planning permission (+)</b></p> <p>2. <b>Amount of community and recreation facilities lost to other uses.</b></p> <p>3. <b>Amount of public open space / playing fields lost to development which is not allocated in the development plan</b></p>	<p>1. 4</p> <p>2. 6</p> <p>3. 0ha</p>	<p>1. Over the monitoring period a total of 4 facilities were granted planning permission as either community or recreation facilities. Of which 1 was for a recreation use and 3 for community facilities. There was a minor decrease in the number of community / recreation facilities approved over the monitoring period (4 facilities) when compared to the previous AMR (5 facilities). This conflicts with the desired direction of change and will therefore continue to be monitored in future AMRs. For further detail refer to the Policy Analysis in Section 5 relating to Community and Recreation Facilities.</p> <p>2. There has been a loss of 6 community facilities over the period monitored. Five of the applications related to residential redevelopment. While the data collected indicates that a number of community facilities have been lost to alternative uses over the monitoring period, their loss is justified within the context and requirements of the LDP policy framework. For further detail refer to</p>

Headline	Objective	SA Indicators	Data	Commentary
				<p>the Policy Analysis in Section 5 relating to Community and Recreation Facilities.</p> <p><b>3.</b> No permissions were granted on playing fields or any other areas of open space for development that is not allocated in the LDP. For further detail refer to the Policy Analysis in Section 5 relating to Landscape, Green Infrastructure and Natural Environment.</p> <p><b>Continue to monitor SA objective.</b></p>
Biodiversity	Protect, value, manage and enhance healthy functioning ecosystems, habitats and natural species diversity, valuing nature conservation interests wherever they are found	<p><b>1. Developments permitted that cause harm to the overall Nature Conservation value of locally designated sites (-)</b></p> <p><b>2. Number of new developments delivering habitat creation and restoration</b></p> <p><b>3. Hectares of ancient woodland lost to development (-)</b></p> <p><b>4. Development permitted within internationally / nationally important nature conservation areas.</b></p>	<p><b>1.</b> 1 application</p> <p><b>2.</b> 0</p> <p><b>3.</b> Approximately 0.025ha ancient woodland potentially lost to development</p> <p><b>4.</b> 0</p>	<p><b>1.</b> One application was granted over the monitoring period that may cause harm to a SINC. For further detail refer to the Policy Analysis in Section 5 relating to Landscape, Green Infrastructure and Natural Environment. This is the first year information has been available to monitor this indicator and there is subsequently no comparable data, this will continue to be monitored in future AMRs.</p> <p><b>2.</b> There were no developments permitted specifically to deliver habitat creation and restoration during the monitoring period.</p> <p><b>3.</b> A very small proportion of ancient woodland could be lost as a result of developments approved over the monitoring period. This related to the felling of approximately 15-20 mature larch trees to allow for minerals extraction on the site<sup>9</sup>. The applicant nevertheless provided a Woodland Assessment and Management Plan in support of the application which identifies that the woodland lends itself to gradual long term restoration to predominately native broadleaves. The application is conditioned accordingly and will be restored fully once the operation ceases in five year's time, it was concluded that the proposal would not cause unacceptable harm to the ancient woodland.</p>

<sup>9</sup> Relates to DC/2015/01541 at Cledd-y-Tan Wood, Kilgwrrwg

Headline	Objective	SA Indicators	Data	Commentary
				<p>4. There were no developments permitted or completed within internationally / nationally important nature conservation areas during the monitoring period. For further detail refer to the Policy Analysis in Section 5 relating to Landscape, Green Infrastructure and Natural Environment.</p> <p><b>Continue to monitor SA objective.</b></p>
Landscape	To maintain and enhance the quality and character of the landscape, including its contribution to the setting and character of settlements	<p>1. Number of trees protected by TPOs lost to development (-)</p>	<p>1. Approximately 20 trees protected by TPOs lost.</p>	<p>1. Approximately 20 Tree Preservation Order trees were lost to development over the monitoring period. These all relate to trees on the Coed Glas site which is designated in Policy SAH9 for residential development. While the figure appears large the loss of the trees is justified in order to bring forward the LDP allocation. The tree losses also consist in the main of low quality, linear groups. The scheme includes mitigation of tree loss through additional tree planting to supplement the trees retained on site.</p> <p><b>Continue to monitor SA objective.</b></p>
Built Environment	To maintain and enhance the built environment for both its visual character and distinctiveness and to create a better living environment.	<p>1. <b>Planning permission granted for renewable and low carbon energy development.</b></p> <p>2. <b>Number of new developments completed that incorporate on-site renewable energy generation. (i.e. permissions following LDP adoption that have been completed over</b></p>	<p>1. 5</p> <p>2. 3</p> <p>3. N/A</p>	<p>1. Five applications were approved over the monitoring period for on-site renewable energy generation. Three of the schemes related to small scale solar development. The other two schemes related to biomass. This compares to a total of eight schemes in the previous AMR. For further detail refer to the Policy Analysis in Section 5 on Efficient Resource Use and Flood Risk.</p> <p>2. A total of 3 renewable energy schemes were completed over the monitoring period and are now in operation. All three completed schemes related to solar, one small scale and two large schemes. For further detail refer to the Policy Analysis in Section 5 on Efficient Resource Use and Flood Risk.</p>

Headline	Objective	SA Indicators	Data	Commentary
		<p>the 2016-2017 monitoring period)</p> <p><b>3. Sample of planning applications granted for developments with the potential for significant design / environmental implications.</b></p>		<p><b>3.</b> Members of Planning Committee attended two design tours over the monitoring period. The design tours took place in September 2016 and March 2017, a total of 6 applications were considered that were approved under the LDP. A further application related to a listed building and is therefore referred to in relation to indicator 2 against the historic heritage headline. Members reacted positively in the main to the developments and no major concerns were made. Refer to the Policy Analysis in Section 5 on Place Making and Design for further details.</p> <p><b>Continue to monitor SA objective.</b></p>
Historic heritage	Understand, value, protect and restore, where necessary, the historic cultural heritage of the area, including features of the built and semi-natural environment	<p><b>1. Number of listed building and historic sites (-)</b></p> <p><b>2. Sample of planning applications granted for developments with the potential for significant impact on buildings of historic / archaeological interest, scheduled ancient monuments and conservation areas adversely affected by development.</b></p> <p><b>3. Number of conservation areas with an up-to-date character appraisal</b></p>	<p><b>1.</b> Listed Buildings: 2153, Scheduled Ancient Monuments: 164, Historic Parks &amp; Gardens: 45, Archaeological Sensitive Areas: 10 and Landscapes of Historic Importance: 3</p> <p><b>2.</b> N/A</p> <p><b>3.</b> 19 up to date Conservation Area character appraisals.</p>	<p><b>1.</b> No listed buildings were delisted by Cadw over the monitoring period. Further to this there were no changes in relation to Scheduled Ancient Monuments, Historic Parks and Gardens, Archaeologically Sensitive Areas or Landscapes of Outstanding Historic Interest over the monitoring period.</p> <p><b>2.</b> As part of their annual design tour in September 2016, Members of Planning Committee visited one listed building granted planning permission/listed building consent under the LDP. Members were impressed with the simple detailing of the lean-to extension which uses modern materials in contrast to the traditional elements of the Meal House building. Refer to the Policy Analysis in Section 5 on Place Making and Design for further details.</p> <p><b>3.</b> A total of 19 Conservation Area Appraisals have been produced and adopted as SPG. Refer to the Place Making and Design Policy Analysis in Section 5 for further details.</p> <p><b>Continue to monitor SA objective.</b></p>

Headline	Objective	SA Indicators	Data	Commentary
Air	To reduce all forms of air pollution in the interests of local air quality and the integrity of the atmosphere to protect from climate change	<b>1.</b> Number of locations where air quality exceeds objective levels per annum (-) <b>2.</b> Percentage of people employed using their car/van as their main way of commuting to and from work either by driving or as a passenger (-) <b>3.</b> Proportion of people employed travelling to work by public transport, walking or cycling (+)	<b>1.</b> 1 location in Chepstow <b>2.</b> 81.4%** <b>3.</b> 16.7%**	<p><b>1.</b> The annual objective level of nitrogen dioxide was only exceeded in one location in 2016. This related to Hardwick Hill in Chepstow, the same location as the previous year. For the second year running there was no exceedance in Usk. There were also no exceedances in Llanfoist or Monmouth. Monitoring tubes are positioned in Chepstow, Llanfoist, Monmouth and Usk as these are the areas identified as having air quality issues. The location where air quality exceeds objective levels remains unchanged over the monitoring period, the environmental health team continue to monitor this closely and are investigating a number of ways to reduce this level. While there has been no improvement it is encouraging that there are no additional locations that exceed objective levels of air quality, the indicator will continue to be monitored in future AMRs.</p> <p><b>2 – 3.</b> The 2011 Census recorded 16.7% of people travelling to work by public transport, walking or cycling. The mode of commuting statistics are also taken from the 2011 Census identifying 81.4% of people employed as using their car/van as their main way of commuting to and from work. Data will not be published until the next Census in 2021, as a consequence a meaningful comparison will not be able to be obtained until that time. This data will subsequently remain the same in future AMRs.</p> <p><b>Continue to monitor SA objective.</b></p>
Water quality	To maintain and improve the quality of ground, surface and coastal waters	<b>1.</b> % of rivers reaching 'good' water quality status (+) <b>2.</b> Proportion of allocated sites and all other developments of	<b>1.</b> 32%*** <b>2.</b> 8 of 20	<p><b>1.</b> The Water Framework Directive (WFD) combines ecological and chemical status in its reporting, the surface water body will need to reach good status in both elements in order to reach an overall 'good status'. Of the rivers assessed across Monmouthshire, 32% were considered to have obtained 'good' status in 2015. NRW no longer</p>

Headline	Objective	SA Indicators	Data	Commentary
		over 10 dwellings/1ha that incorporate SUDS (+) <sup>10</sup>		<p>produce an annual classification and the figures subsequently remain the same as the previous monitoring period.</p> <p><b>2.</b> Of the twenty applicable applications permitted, eleven related to residential schemes, two to employment sites and the remaining seven a wide range of uses. Seven of the residential schemes incorporated SUDS ranging from on-site permeable surfacing and soakaways to a containment pond system for surface water drainage. Only one of the employment proposals incorporated SUDS into its development, this related to an attenuation tank. SUDS were not incorporated into the other uses although a condition was put in place for a water management plan for one of the schemes. While SUDS were not fully incorporated into all major developments over the monitoring period, the lack of SUDS appears to be justified in many of the cases and the reasoning behind the lack of SUDS is recognised within the application details and officers' reports. The number of major developments permitted has increased significantly since the previous monitoring period where there were only 5 such schemes permitted. The proportion of schemes that incorporated SUDS has nevertheless decreased since the previous monitoring period, this indicator will subsequently be monitored closely in the next AMR.</p> <p><b>Continue to monitor SA objective.</b></p>
Water supply	To maintain the quantity of water available including potable water supplies, and	<b>1.</b> Proportion of groundwater bodies reaching 'good' quantity status (+)	<b>1.</b> 100%***	<b>1.</b> Monmouthshire sits within three groundwater bodies, the Usk Devonian Old Red Sandstone (ORS), Wye Secondary Devonian ORS and Usk and Wye southern Carboniferous Limestone. All three groundwater bodies had good status for quantity over the 2015 monitoring period.

<sup>10</sup> SUDS are drainage solutions that provide an alternative to the direct channelling of surface water through networks of pipes and sewers to nearby watercourses. By mimicking natural drainage regimes, SUDS aim to reduce surface water flooding, improve water quality and enhance the amenity and biodiversity value of the environment. SUDS achieve this by lowering flow rates, increasing water storage capacity and reducing the transport of pollution to the water environment (British Geological Society)

Headline	Objective	SA Indicators	Data	Commentary
	ground water and river levels			<p>NRW no longer produce an annual classification and the figures subsequently remain the same as the previous monitoring period.</p> <p><b>Continue to monitor SA objective.</b></p>
Flood risk	Ensure that new development is designed and located to avoid the risk of flooding, and ensure the risk of flooding is not increased elsewhere	<p><b>1. Number of permissions for development in Flood Zones C1 and C2 not meeting all TAN 15 tests (-)</b></p> <p><b>2. Proportion of allocated sites and all other developments of over 10 dwellings/1ha that incorporate SUDS (+)</b></p> <p><b>3. Instances where rivers experienced summer low flow (-)</b></p>	<p><b>1. 0</b></p> <p><b>2. 8 of 20</b></p> <p><b>3. 0***</b></p>	<p><b>1.</b> No applications have been granted planning permission contrary to TAN15 requirements in either Zone C1 or C2 floodplain over the monitoring period. This replicates the results of the previous monitoring period.</p> <p><b>2.</b> Of the twenty applicable applications permitted, eleven related to residential schemes, two to employment sites and the remaining seven a wide range of uses. Seven of the residential schemes incorporated SUDS ranging from on-site permeable surfacing and soakaways to a containment pond system for surface water drainage. Only one of the employment proposals incorporated SUDS into its development, this related to an attenuation tank. SUDS were not incorporated into the other uses although a condition was put in place for a water management plan for one of the schemes. While SUDS were not fully incorporated into all major developments over the monitoring period, the lack of SUDS appears to be justified in many of the cases and the reasoning behind the lack of SUDS is recognised within the application details and officers reports. The number of major developments permitted has increased significantly since the previous monitoring period where there were only 5 such schemes permitted. The proportion of schemes that incorporated SUDS has nevertheless decreased since the previous monitoring period, this indicator will subsequently be monitored closely in the next AMR.</p> <p><b>3.</b> There are three key river monitoring stations in Monmouthshire positioned on the River Usk, River Wye and River Monnow. None of the Gauging Stations recorded flows below the 95<sup>th</sup> percentile over the</p>

Headline	Objective	SA Indicators	Data	Commentary
				<p>monitoring period. NRW note flows of each river are below Q95 on average for around 18 days per year, any additional days above this provides a typical indicator of summer low flows. No days of low flow were recorded over this monitoring period on the three rivers in Monmouthshire indicating an improvement on data recorded in the previous AMR. For the past three years the rivers have not recorded summer low flow as they have all been consistently below the 18 days (River Wye 12 days &amp; River Usk 13 days 2014 &amp; River Wye 5 days &amp; River Usk 1 day 2015) and there has subsequently been no summer low flow since LDP adoption.</p> <p><b>Continue to monitor SA objective.</b></p>
Minerals and waste	To ensure that primary materials and minerals are managed in a sustainable way, by safeguarding mineral areas, encouraging re-use and recycling and avoiding final disposal of resources	<p><b>1. Number of permitted permanent non-mineral developments on safeguarded sites that do not comply with Policy M2 (-)</b></p> <p><b>2. Proportion of Monmouthshire's household waste being recycled and composted (+)</b></p> <p><b>3. Amount of waste management capacity permitted expressed as a percentage of the total capacity required as identified in the Regional Waste Plan</b></p>	<p><b>1.</b> 0</p> <p><b>2.</b> 64.1%****</p> <p><b>3.</b> 0ha permitted</p> <p><b>4.</b> 0</p>	<p><b>1.</b> No applications were granted for permanent non-mineral developments on safeguarded sites that did not comply with Policy M2 during the monitoring period. This is in line with the previous monitoring period.</p> <p><b>2.</b> The latest data published is for the 2015 – 2016 period which suggests 64.1% of Monmouthshire's total household waste was recycled or composted. This has decreased marginally since the previous AMR which indicated 66.6% was recycled or composted. This indicator will continue to be monitored in future AMRs.</p> <p><b>3.</b> There were no permissions for waste management capacity during the monitoring period. For further information refer to the Policy Analysis in Section 5 relating to Waste.</p> <p><b>4.</b> No primary land-won aggregates were extracted over the monitoring period. There has therefore, been no reduction in the land bank in Monmouthshire. For further information refer to the Policy Analysis in Section 5 relating to Minerals.</p>

Headline	Objective	SA Indicators	Data	Commentary
		<b>4. Extent of primary land-won aggregates resources as a percentage of total capacity identified in the Regional Technical Statement.</b>		<b>Continue to monitor SA objective.</b>
Land/soil	To use land efficiently by prioritising development on previously developed land where possible, and using existing land efficiently by tackling contamination and protecting higher grade agricultural soil	<b>1. Proportion of development permitted on greenfield land as a percentage of all development excluding householder, conversions and agricultural buildings (nc or -)</b> <b>2. Amount of Greenfield land lost to development which is not allocated in the development plan</b> <b>3. Annual average densities of new housing development (+)</b> <b>4. Hectares of agricultural land at Grade 3a and better lost to major* development (excluding LDP allocations and</b>	<b>1.</b> 48.8% <b>2.</b> 16.5ha <b>3.</b> 23.5dpha <b>4.</b> 0	<p><b>1.</b> A total of 36.3 hectares of development was permitted over the monitoring period, 17.7ha of which was on greenfield sites. This equated to 48.8% of all development (excluding householder, conversions and agricultural buildings) as being permitted on greenfield land. A number of the applications permitted related to the change of use of land to accommodate sustainable tourism accommodation which are non-permanent forms of development. There has been a substantial reduction in the amount of greenfield land permitted for development since the previous monitoring period in accordance with the desired direction of change.</p> <p><b>2.</b> Over the monitoring period 31 permissions were granted on greenfield land not allocated for development in the LDP, totalling 16.5 hectares. This compares favourably to the previous two AMRs when the amount of non-allocated greenfield land permitted was significantly higher (44.6 hectares in 2015; 26 hectares in 2014). For further detail refer to the Landscape, Green Infrastructure and Natural Environment Policy Analysis in Section 5.</p> <p><b>3.</b> The annual average density of all new housing development equated to 23.5 dwellings per hectare. This figure is higher than the previous two AMRs which related to a total of 22 (2015-2016) and 21 (2014-2015) dwellings per hectare, indicating a gain from the previous two monitoring periods and therefore positive progress. Furthermore while</p>

Headline	Objective	SA Indicators	Data	Commentary
		agricultural development)		<p>the figure is lower than the LDP target of 30 dwellings per hectare, only 7 applications for sites of over 10 were granted permission over the monitoring period. The majority of permissions related to infill plots in gardens, decreasing the density of developments overall.</p> <p><b>4.</b> No agricultural land at Grade 3a and better was lost to major development over the monitoring period. The Welsh Government are currently developing a new predictive Agricultural Land Classification for Wales. This will provide a more accurate classification of agricultural land and will be used in future AMRs against this indicator.</p> <p><b>Continue to monitor SA objective.</b></p>
Energy	To secure energy efficiency improvements in all new buildings and encourage energy generation from renewable sources.	<b>1. Number of new developments completed that incorporate on-site renewable energy generation. (i.e. permissions following LDP adoption that have been completed over the 2016-2017 monitoring period)</b>	<b>1.</b> 5	<p><b>1.</b> Five applications were approved over the monitoring period for on-site renewable energy generation. Three of the schemes related to small scale solar development. The other two schemes related to biomass. This compares to a total of eight schemes in the previous AMR. For further detail refer to the Policy Analysis in Section 5 on Efficient Resource Use and Flood Risk.</p> <p><b>Continue to monitor SA objective.</b></p>
Employment	Provide a range of jobs within Monmouthshire that help meet the needs of the resident workforce	<b>1. Net employment land supply/ development and take-up of employment land (+)</b> <b>2. Amount of employment land lost</b>	<b>1.</b> Supply 40.76ha, Take-up 3.21ha <b>2.</b> 0.65ha <b>3.</b> 57.9%***** <b>4.</b> 21.9km**	<p><b>1.</b> The Employment Land Background Paper identified 40.76ha of employment land available across the County, the supply relates to SAE1 Identified Industrial and Business Sites only. Whilst sufficient land is available, the take-up rate of employment land was limited to 3.21ha over the monitoring period. The take-up<sup>11</sup> is substantially higher than the previous two AMRs (0.38ha 2014-2015 and 1.131ha 2015 -2016 respectively) and is consequently a very positive progression. For</p>

<sup>11</sup> Employment land take-up relates to SAE1 Identified Industrial and Business Sites, SAE2 Protected Employment Sites and Mixed Use Sites.

Headline	Objective	SA Indicators	Data	Commentary
		<p>to non-employment uses</p> <p><b>3. Proportion of resident workforce working in Monmouthshire (+)</b></p> <p><b>4. Average travel to work distance (-)</b></p> <p><b>5. Percentage of vacant units within CSA of each town and local centre</b></p>	<p><b>5.</b> Abergavenny: 8.7%, Caldicot: 10.1%, Chepstow: 7.1%, Monmouth: 4.9%, Magor: 0%, Raglan: 0%, Usk: 13.1%</p>	<p>further information refer to the Economy and Enterprise Policy Analysis in Section 5.</p> <p><b>2.</b> Two applications involving the loss of B use class employment land were approved during the monitoring period, totalling 0.65 hectares. The first proposal related to a care facility (Use Class C2), 0.6 hectares, at the identified business and industrial site at Westgate Business Park, Llanfoist (SAE1d) (allocated for B1 and B2 uses). The other proposal at Bulwark Road, Chepstow (SAE2i) was granted permission for a change of use from a commercial repair garage (Use Class B2) to a gym (Use Class D2). It is recognised that both of these uses generate employment opportunities. The loss of the employment land for both sites is justified within the context and requirements of the LDP policy framework. For further information refer to the Economy and Enterprise Policy Analysis in Section 5.</p> <p><b>3.</b> The Welsh Government travel to work statistics identify 57.9% of the Monmouthshire workforce remaining in their own area for work. While this is marginally less than last year's figure and lower than the Welsh average it is higher than the figure recorded in the 2014 AMR. However, these figures should not be given too much weight as the data is based on a small sample survey and should therefore be treated with caution.</p> <p><b>4.</b> The average travel to work distance is 21.9km. Data will not be published until the next Census in 2021, as a consequence a meaningful comparison will not be able to be obtained until that time. This data will subsequently remain the same in future AMRs.</p> <p><b>5.</b> Vacancy rates recorded in the Central Shopping Areas (CSA) for all of the County's town and local centres are below the Welsh vacancy rate (15.2% December 2016, Local Data Company). Only one town (Usk)</p>

Headline	Objective	SA Indicators	Data	Commentary																																																
				recorded a higher rate than the UK vacancy rate (12.2% December 2016, Local Data Company). For full details refer to the Retail Policy Analysis in Section 5.  <b>Continue to monitor SA objective.</b>																																																
Wealth creation	Raise prosperity and quality of life by developing a more self-sustaining local economy encouraging indigenous growth	<b>1. Range of SAE1/SAE2/Identified Mixed Use Sites available, distribution and size</b> <b>2. Planning permissions granted for employment use by settlement</b> <b>3. Planning permissions granted for employment use by sector</b> <b>4. Proportion of resident workforce working in Monmouthshire (+)</b> <b>5. Number of people in-commuting to Monmouthshire</b> <b>6. Number of people out-commuting from Monmouthshire</b> <b>7. Tourism expenditure (+)</b> <b>8. Number of rural diversification/</b>	<b>1.</b> See table in commentary section <b>2.</b> Main Towns: 0.52ha, Severnside: 0.17ha, RSS: 0.01ha, Rural General: 1.14ha <b>3.</b> See table in commentary section <b>4.</b> 57.9%***** <b>5.</b> 20,400***** <b>6.</b> 18,700***** <b>7.</b> £190.05 Million ***** <b>8.</b> 6 <b>9.</b> 24 <b>10.</b> 1	<b>1.</b> The table below identifies the range of employment sites across the County by location along with the size of the sites available. While a large proportion of land is located in Magor there is distribution across the Main Towns and some of the Rural Secondary Settlements. The Beaufort Park site (SAE1i) is no longer included within this table as the 0.42ha site is currently under construction for five B2/B8 units. <table><tr><th>Site Reference</th><th>Site Name/Location</th><th>Site Use Class</th><th>Remaining land available (ha)</th></tr><tr><td>SAE1a</td><td>Wales One, Magor (west)</td><td>B1</td><td>4.0</td></tr><tr><td>SAE1b</td><td>Quay Point, Magor</td><td>B1/B2/B8</td><td>13.76</td></tr><tr><td>SAE1c</td><td>Gwent Europark, Magor</td><td>B8</td><td>13.3</td></tr><tr><td>SAE1d</td><td>Westgate, Llanfoist</td><td>B1/B2</td><td>1.9</td></tr><tr><td>SAE1e</td><td>Ross Road, Abergavenny</td><td>B1/B2</td><td>1.5</td></tr><tr><td>SAE1f</td><td>Newhouse Farm, Chepstow</td><td>B2/B8</td><td>4.0</td></tr><tr><td>SAE1g</td><td>South Woodside, Usk</td><td>B1</td><td>1.3</td></tr><tr><td>SAE1h</td><td>Pill Row, Caldicot</td><td>B1/B8</td><td>1.0</td></tr><tr><td>SAE2l</td><td>Wonastow Road, Monmouth</td><td>B1/B2/B8</td><td>0.55</td></tr><tr><td>SAE2w</td><td>Wales One, Magor</td><td>B1/B2/B8</td><td>0.57</td></tr><tr><td>SAH2</td><td>Crick Road, Portskewett</td><td>B1</td><td>1.0</td></tr></table>	Site Reference	Site Name/Location	Site Use Class	Remaining land available (ha)	SAE1a	Wales One, Magor (west)	B1	4.0	SAE1b	Quay Point, Magor	B1/B2/B8	13.76	SAE1c	Gwent Europark, Magor	B8	13.3	SAE1d	Westgate, Llanfoist	B1/B2	1.9	SAE1e	Ross Road, Abergavenny	B1/B2	1.5	SAE1f	Newhouse Farm, Chepstow	B2/B8	4.0	SAE1g	South Woodside, Usk	B1	1.3	SAE1h	Pill Row, Caldicot	B1/B8	1.0	SAE2l	Wonastow Road, Monmouth	B1/B2/B8	0.55	SAE2w	Wales One, Magor	B1/B2/B8	0.57	SAH2	Crick Road, Portskewett	B1	1.0
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Headline	Objective	SA Indicators	Data	Commentary																						
		<div>enterprise schemes approved</div> <div>9. Number of tourism schemes approved</div> <div>10. Number of tourism facilities lost through development, change of use or demolition</div>		<table><tr><td>SAH3</td><td>Fairfield Mabey, Chepstow</td><td>B1</td><td>2.8</td></tr><tr><td>SAH4</td><td>Wonastow Road, Monmouth</td><td>B1</td><td>2.78</td></tr><tr><td>SAH5</td><td>Rockfield Farm, Undy</td><td>B1</td><td>2.0</td></tr></table> <div>2. The Rural areas accounted for the majority of permissions relating to employment over the monitoring period equating to 1.14ha. 0.81ha of which was however located adjacent the Protected Employment Site at Mamhilad Techology Park. The Main Towns followed with 0.94ha. The Severnside area and Rural Secondary Settlements accounted for a lesser number of permissions accounting for 0.17ha and 0.01ha respectively over the monitoring period. For further information refer to the Economy and Enterprise Policy Analysis in Section 5.</div> <div>3. The table below only identifies those sectors where planning permission for employment uses occurred over the monitoring period. The largest proportion of employment floorspace for B use classes permitted related to Transport and Storage; information and communication. For the full list of sectors and additional information refer to the Economy and Enterprise Policy Analysis in Section 5.</div> <table><tr><th>Sector</th><th>Size(ha)</th></tr><tr><td>Manufacturing</td><td>0.07ha</td></tr><tr><td>Wholesale &amp; retail trade; repair of motor vehicles and motor cycles</td><td>0.42ha</td></tr><tr><td>Transport &amp; storage; information and communication</td><td>0.82ha</td></tr><tr><td>Real estate activities; Professional, scientific and technical activities; Administrative and support service activities</td><td>0.41ha</td></tr></table>	SAH3	Fairfield Mabey, Chepstow	B1	2.8	SAH4	Wonastow Road, Monmouth	B1	2.78	SAH5	Rockfield Farm, Undy	B1	2.0	Sector	Size(ha)	Manufacturing	0.07ha	Wholesale & retail trade; repair of motor vehicles and motor cycles	0.42ha	Transport & storage; information and communication	0.82ha	Real estate activities; Professional, scientific and technical activities; Administrative and support service activities	0.41ha
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Headline	Objective	SA Indicators	Data	Commentary		
				<table><tr><td>Accommodation &amp; food service activities</td><td>0.02ha</td></tr></table> <p><b>4.</b> The Welsh Government travel to work statistics identify 57.9% of the Monmouthshire workforce remaining in their own area for work. While this is marginally less than last year’s figure and lower than the Welsh average it is higher than the figure recorded in the 2014 AMR. However, these figures should not be given too much weight as the data is based on a small sample survey and should therefore be treated with caution.</p> <p><b>5 – 6.</b> The 2016 Welsh Government Commuting Statistics identified a total of 20,400 commuting into Monmouthshire and 18,700 out of Monmouthshire. The level of in-commuting has increased since the last monitoring period (2015 – 2016 17,800) however the level of out-commuting has remained constant, resulting in a net inflow of commuters. However, these figures should not be given too much weight as the data is based on a small sample survey and should therefore be treated with caution. The Economy and Enterprise Policy Analysis in Section 5 provides a further breakdown of this information.</p> <p>There is an aspiration to reduce levels of both in-commuting and out-commuting recorded in Monmouthshire over the Plan period. While the level of out-commuting has remained constant (18,700) since the last monitoring period, the level of in-commuting has increased (from 17,800 to 20,400), resulting in a net inflow of commuters. This contrasts to the data recorded in the previous two AMRs where a net outflow of commuters was evident (400 in 2014 and 900 in 2015). However, these figures should not be given too much weight as the data is based on a small sample survey and should therefore be treated with caution.</p>	Accommodation & food service activities	0.02ha
Accommodation & food service activities	0.02ha					

Headline	Objective	SA Indicators	Data	Commentary
				<p><b>7.</b> The Monmouthshire STEAM report (2017) identified the annual tourism expenditure as £190.05 Million over the 2016 period. This compared to £186.65 Million over the 2015 period, equating to a 1.8% increase.</p> <p><b>8.</b> A total of 6 applications relating to rural diversification/enterprise were approved during the monitoring period. 4 of the applications were approved as rural enterprise and 2 as rural diversification. Full details of which can be found in the Rural Enterprise Policy Analysis in Section 5.</p> <p><b>9 – 10.</b> A total of 24 tourism schemes were approved over the monitoring period ranging from individual holiday lets (all conversions) to glamping accommodation including shepherds huts. One planning application was approved which involved the loss of a tourism facility over the monitoring period, this related to the Swan Hotel in Abergavenny. The change of use was however considered acceptable given its economic benefits to the local area, including an associated increase in employment opportunities. The Visitor Economy Policy Analysis in Section 5 provides full detail of the type of tourism facilities gained over the monitoring period.</p> <p><b>Continue to monitor SA objective.</b></p>

\*Major development - development involving one or more of the following: developments of 10 or more dwellings or 0.5ha or more for outline and full applications; development of building or buildings where the floor space to be created is 1000m<sup>2</sup> or more; developments on site with an area of 1ha or more; winning or working of minerals, or use of the land for mineral working deposits; or, waste development.

\*\*Figure derived from Census 2011

\*\*\* Natural Resources Wales

\*\*\*\* Welsh Government Stats Wales

\*\*\*\*\*Welsh Government Commuting Statistics (2016)

\*\*\*\*\*Monmouthshire STEAM Report (2016)

**Amended/Deleted SA Indicators – These indicators have been updated since the 2015-2016 Annual Monitoring Report**

Headline	Original SA Indicator	Reason for amendment
Accessibility	<i>Percentage of major* new development within 10 minute walk from a frequent and regular bus service (+) (excludes minerals, waste and renewable energy permissions)</i>	The parameters of this indicator have been amended to outline the specific types of major development included rather than those that are excluded.
Housing	<b>Density of housing permitted on allocated sites</b>	Additional detail has been added to the indicator to provide clarification. This is in line with the LDP indicator.
Land/soil	<b>Proportion of development permitted on greenfield land as a percentage of all development excluding householder, change of use and agricultural buildings (nc or -)</b>	Amended in line with the LDP indicator, change of use has been amended to conversions to ensure the change of use of land is considered.
Energy	Number of new developments permitted that incorporate on-site renewable energy generation (excludes householder, change of use and agricultural buildings)	Updated in line with the SA indicator included under Built Environment headline.
Wealth Creation	Range of SAE1/SAE2/Identified Mixed Use Sites available, distribution and size (+)	The symbol at the end of this indicator has been deleted. The only time an increase in Employment Land Supply would be created would be through additional allocations as a consequence of review of the LDP/a new LDP.

## 7 Conclusions and Recommendations

- 7.1 This is the third AMR to be prepared since the adoption of the Monmouthshire LDP. Although the LDP has only been operational for 3 years, trends have emerged through the monitoring process as to which policies are performing as intended and which are not. Reflecting last year's monitoring analysis, the AMR indicates that good progress is being made in delivering many of the Plan's policies with identified targets being met and that the LDP strategy remains sound. However, the AMR also indicates that there continues to be certain elements of the Plan which are progressing more slowly than intended and remain a matter of concern.
- 7.2 Section 5 provides a detailed assessment of how the Plan's strategic policies, and associated supporting policies, are performing against the identified key monitoring targets and outcomes and whether the LDP strategy and objectives are being delivered. This has enabled the Council to make an informed judgement of the Plan's progress in delivering the targets/monitoring outcomes and policies during this monitoring period. The table below provides a visual overview of the effectiveness of the Plan's policies during the current monitoring period based on the traffic light rating used in the assessment:

Targets / monitoring outcomes* are being achieved	52
Targets / monitoring outcomes* are not currently being achieved but there are no concerns over the implementation of the policy	22
Targets / monitoring outcomes* are not being achieved with subsequent concerns over the implementation of policy	8
No conclusion can be drawn due to limited data availability	2

\*For those indicators with no target/trigger the monitoring outcomes are assessed and rated accordingly

### Key Findings

- 7.3 Information collected through the monitoring process indicates that the majority of the indicator targets and monitoring outcomes are being achieved (green traffic light rating), indicating that the relevant Plan policies are performing as intended. The most significant achievements include the following:

#### Strategy and Housing

- Progress continues to be made towards the implementation of the spatial strategy.

- The Council approved proposals for a total of 484 dwelling units of which 93 (19.2%) are for affordable homes.
- Four LDP allocated housing sites gained planning permission:
  - The Former Paper Mill, Sudbrook (SAH7) 212 dwellings including 20 affordable units;
  - Coed Glas, Abergavenny (SAH9) 51 dwellings including 18 affordable units;
  - Main Village site at Penallt (SAH11xii) 10 dwellings comprising 6 affordable and 4 general market dwellings;
  - Main Village site at Shirenewton (SAH11xiv(b)) 5 dwellings comprising 3 affordable and 2 general market dwellings.

Significant progress has been made in relation to three other strategic housing sites.

- Affordable housing policy targets set out in Policy S4 are generally being met in relation to planning permissions granted in the main towns and main villages.

### **Economy and Enterprise**

- The County has a total of 40.76 hectares of employment land available, indicating that sufficient employment land is maintained to meet the identified take up rate. The take-up of employment land stood at 3.21 hectares which is attributable to development on identified business and employment (SAE1) sites (Quaypoint Magor and Westgate Business Park Llanfoist) and protected employment (SAE2) sites (Union Road Abergavenny and Magor Brewery).
- There has been significant progress in terms of employment permissions within the County, with permissions granted for a range of B use class employment uses on identified business and industrial sites (SAE1), protected employment sites (SAE2) and non-allocated sites (totalling 2.26 hectares). A number of rural diversification and rural enterprise schemes have also been approved (6).
- The Council approved proposals for a total of 24 tourism facilities, all of which related to tourist accommodation ranging from holiday lets to glamping accommodation. The new Sustainable Tourism Accommodation SPG has helped clarify our general support for this important sector of our economy.

### **Retail and Community Facilities**

- Vacancy rates in the central shopping areas in all of the County's town and local centres remain below the Wales rate. Vacancy rates in all but one (Usk) of the County's central shopping areas remain below the UK rate.
- The proportion of A1 retail uses within the towns' Primary Shopping Frontages generally accord with the thresholds identified in the Primary Shopping Frontages SPG.

- A total of 4 community and recreation facilities have been granted planning permission.

### **Environment**

- 51.2% (18.6 hectares) of development permitted<sup>12</sup> was on brownfield land. This is significant in Monmouthshire terms given the limited opportunities for brownfield development in the County.
- No applications were permitted on areas of open space not allocated for development in the LDP.
- Ample land remains available for potential waste management sites and there has been no reduction in the minerals land bank.
- There has been no loss of listed buildings or historic sites and no development permitted which would have an adverse impact on the historic environment.
- A total of 5 schemes incorporating on-site renewable energy generation were permitted<sup>13</sup> and 3 such schemes were completed, including two large scale PV solar parks (Shirenewton and Crick).
- There were no developments permitted in C1/C2 floodplain areas which did not meet TAN15 tests.

7.4 This indicates that much of the policy framework is operatively effectively allowing appropriate development to take place and that good progress has been made in implementing the LDP.

7.5 The analysis also indicates that there are various policy indicators which are not being achieved but there are no corresponding concerns over policy implementation (amber traffic light rating). Further investigation has determined that there are justified reasons for the performance recorded and this is not representative of any fundamental issue with the implementation of the policy framework or strategy at this time. The most significant findings in relation to these are as follows:

### **Housing**

- Completions in Severnside remain below the identified LDP target, albeit that completions are considerably above those recorded during the previous AMR. In contrast, permissions in Severnside were considerably higher than the identified target which is attributable to the allocated strategic housing site at Sudbrook Paper Mill obtaining permission.

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<sup>12</sup> Excludes householder, conversions and agricultural buildings.

<sup>13</sup> Excludes householder, change of use and agricultural use.

- While there has been some progress with the Main Village allocations (total of 18 affordable dwelling permissions and 9 affordable dwelling completions since the Plan's adoption), the target for these sites to collectively deliver 20 affordable dwellings per annum has not been achieved. However, advancement (including pre-application meetings) is being made in progressing a number of the Main Village sites which will be reported in the next AMR.

#### **Economy and Enterprise**

- 2 applications involving the loss of B use class employment land were approved, totalling 0.65 hectares. However, the loss was justified within the context and requirements of the LDP policy framework.

#### **Retail and Community Facilities**

- 67% of new retail floorspace permitted was outside of the County's town centres. However, the proposals were considered appropriate given the circumstances of the applications and justified within the context of the Plan's retail planning policy framework.
- While vacancy rates within the County's central shopping areas remain below the Wales rate, vacancy rates in Abergavenny and Usk town centres have risen for 2 consecutive years. However, the increases are marginal and do not raise any immediate concerns with the vitality and viability of the centres.
- 6 community facilities were lost to alternative uses. However, the loss is justified within the context and requirements of the LDP policy framework.

#### **Environment**

- 16.5 hectares of non-allocated greenfield land was granted planning permission. This is, however, significantly lower than that permitted during the last monitoring period (44.6 ha). Tourism accommodation facilities accounted for much (50.5%) of the non-allocated greenfield land permitted, all of which were justified on policy grounds and relate to a reversible use of agricultural land.

7.6 Notwithstanding the above, the information collected through the monitoring process has identified several key policy indicator targets/monitoring outcomes that are not progressing as intended (red traffic light rating). Further investigation has determined that there are concerns with the implementation of these aspects of the policy framework. These are as follows:

#### **Strategy and Housing**

- A total of 238 new dwelling completions (general market and affordable) were recorded during the current monitoring period. This, coupled with the 439 completions recorded during the last two monitoring periods, equates to a total of 667 completions since the Plan's adoption. This is significantly below the

identified LDP target of 488 completions per annum (shortfall of 797 dwelling completions since the Plan's adoption).

- A total of 47 affordable dwelling completions were recorded during the current monitoring period. This, together with the 80 affordable dwelling completions recorded during the previous two monitoring periods, amounts to a total of 127 affordable dwelling completions since the Plan's adoption. This is significantly below the identified LDP target of 96 affordable dwelling completions per annum (shortfall of 161 affordable dwelling completions since the Plan's adoption). This relates directly to the construction progress of housing sites, but also to viability issues.
- The Monmouthshire Joint Housing Land Availability Study (JHLAS) for the 2016-17 period demonstrates that the County had 4.0 years housing land supply (based on the residual methodology prescribed in TAN1). This is the second consecutive year that the land supply has fallen below the 5 year target.
- There has been limited progress with the delivery of allocated strategic housing sites. With the exception of the Former Paper Mill site at Sudbrook which achieved planning permission during the current monitoring period and the Wonastow Road site which is under construction, the remaining strategic sites have yet to obtain planning permission, albeit that some have been approved but are awaiting completion of the legal agreements. Progress on the delivery of the LDP strategic housing sites is provided in the policy analysis section for Policy S3.

7.7 Reflecting the findings of the previous AMR, it remains evident that the LDP's key housing provision policies are not being delivered as quickly as anticipated and the lack of a 5 year land supply continues to be a matter of concern. A fundamental contributing factor to this shortfall is the slower than anticipated progression of allocated strategic housing sites. While there is sufficient housing land allocated in the LDP to meet the identified dwelling requirements over the Plan period, sites are not progressing as quickly as expected for a variety of reasons, many of which are independent of the planning system such as the wider economy and housing market. Site viability is a major factor impacting on site deliverability and viability assessments slow down the determination of planning applications. The delayed site delivery affects the amount of general market and affordable housing being delivered through the planning system. The TAN1 requirement for LPAs to base the 5 year housing land supply calculation on the residual method is also considered to be a contributing factor in the current shortfall of housing land in the County.

7.8 In terms of housing delivery, the 7 LDP strategic housing sites were due to deliver approximately 2,020 units out of the total need of 4,500 units, with the remainder provided via allocated urban sites (SAH8 Tudor Road, Wyesham and SAH9 Coed Glas, Abergavenny), SAH10 rural secondary settlement sites, SAH11 main village sites, and

other windfall sites. Progress on the delivery of the LDP strategic housing sites is provided in the policy analysis section for Policy S3 which demonstrates a Plan-period shortfall of 640 dwellings from the strategic sites.

- 7.9 It is essential that the lack of a 5 year housing land supply is addressed to enable the Plan's overall housing requirement to be met. The monitoring evidence indicates that the housing land supply position is unlikely to improve in the short term and it is highly unlikely that Monmouthshire will re-gain a 5 year supply under the current Plan. Accordingly there is a need for additional site allocations to increase the supply of housing land. This continues the trend identified in last year's AMR and Joint Housing Land Availability Study (JHLAS) which led to the recommendation to initiate an early review of the Plan as a result of the need to address the shortfall in the housing land supply and facilitate the identification and allocation of additional viable and deliverable housing land.
- 7.10 The continued slow progression of allocated strategic housing sites (other than Wonastow Road and Sudbrook Paper Mill) has obvious implications for the housing land supply and also remains a matter of concern, albeit that progress is being made in bringing many of these sites forward and there is no evidence to suggest that the allocations are not deliverable (as detailed in Section 5). It is therefore unlikely to be necessary to review the appropriateness of the majority of the existing LDP allocations, however this will be considered in further detail as part of the Plan review/revision. Nevertheless, the slower than anticipated delivery rate continues to suggest that there is a need for additional site allocations which are viable and easily deliverable and genuinely contribute to the 5 year housing land supply.
- 7.11 Given the importance attached to the land supply issue, the recommendation in last year's AMR to commence an early review of the Plan is maintained. Plan review/revision would also assist in seeking to avoid 'planning by appeal' and ad hoc development coming forward outside the development plan system and not in accordance with the Plan's strategy. However, it is also recognised that adopting a pragmatic approach to the determination of departure applications for residential development sites will assist in this context (as recognised in TAN1, paragraph 6.2).
- 7.12 In view of this, the position remains that an early review of the LDP is necessary because of the housing land supply shortfall. It is not considered that any other aspects of the Plan need reviewing at this time.

#### **Supplementary Planning Guidance (SPG)**

- 7.13 Progress has been made with the preparation and adoption of supplementary planning guidance to help to facilitate the interpretation and implementation of LDP policy which is detailed in Section 3. SPG preparation/adoption will continue in the next monitoring period. Where essential, however, resources will be focused on Plan review/revision.

## **Sustainability Appraisal (SA) Monitoring**

- 7.14 Section 6 expands the assessment of the performance of the LDP against the Sustainability Appraisal (SA) monitoring objectives. There is an overlap between some of the LDP and SA indicators helping to demonstrate how the LDP monitoring and SA monitoring are interlinked.
- 7.15 Some of the most notable findings specific to the SA during the current monitoring period include:
- 87% of major new development<sup>14</sup> is located within a 10 minute walk from a frequent and regular bus service.
  - 2ha of open space created as a result of planning permissions.
  - Approximately 20 trees protected by a woodland Tree Preservation Order were lost to development as a result of the planning permission for residential development at the allocated site at Coed Glas, Abergavenny (SAH9).
  - One location where the annual objective levels of nitrogen dioxide was exceeded (Hardwick Hill, Chepstow).
  - 8 of 20 proposals permitted on LDP allocated sites and sites of over 10 dwellings/1ha incorporated Sustainable Urban Drainage Systems (SUDS)<sup>15</sup> into the scheme.
  - 64.1% of Monmouthshire's total household waste was recycled or composted.
  - 0 instances where rivers across the County experienced summer low flow.
  - 0 hectares of agricultural land at Grade 3a and better lost to major development.
  - 1.8% increase in tourism expenditure (£190.05 million).
- 7.16 The SA monitoring provides a short term position statement on the performance of the Plan against a number of sustainability indicators. As such it is compared to the previous two AMRs only, emerging trends will become more apparent in future AMRs.

## **Recommendations**

- 7.17 The 2016-17 AMR maintains the trends identified in last year's AMR, that is while good progress has been made in implementing many of the Plan's policies and that overall the strategy remains sound, a number of key housing provision policy targets are not being met which indicates that these policies are not functioning as intended. The

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<sup>14</sup> Major development is defined as development involving one or more of the following: developments of 10 or more dwellings or 0.5ha or more; development of building or buildings where the floor space to be created is 1000m<sup>2</sup> or more; developments on site with an area of 1ha or more; winning or working of minerals, or use of the land for mineral working deposits; or, waste development.

<sup>15</sup> SUDS are drainage solutions that provide an alternative to the direct channelling of surface water through networks of pipes and sewers to nearby watercourses. By mimicking natural drainage regimes, SUDS aim to reduce surface water flooding, improve water quality and enhance the amenity and biodiversity value of the environment. SUDS achieve this by lowering flow rates, increasing water storage capacity and reducing the transport of pollution to the water environment (*British Geological Society*).

continued lack of a 5 year housing land supply remains a matter of concern that needs to be addressed if the Plan's housing requirements are to be met.

7.18 The position remains, therefore, that an early review of the LDP is considered necessary because of the housing land supply shortfall. As there are no concerns with other Plan policies at this stage the AMR also concludes that it is not considered necessary to review other aspects of the Plan at this time.

7.19 Accordingly, the AMR recommends the following:

1. Continue with an early review of the Monmouthshire LDP as a result of the need to address the shortfall in the housing land supply and facilitate the identification/allocation of additional housing land. This will involve the production of a Review Report which will set out and explain the scope of the Plan revision required.
2. Submit the third AMR to the Welsh Government by 31 October 2017 in accordance with statutory requirements. Publish the AMR on the Council's website.
3. Continue to monitor the Plan through the preparation of successive AMRs.

7.20 This third AMR represents the first part of the LDP Review Report. Subject to the conclusion of ongoing discussions regarding regional strategic planning, officers propose to present the Draft Review Report to Members later this calendar year.