

# Public Document Pack



Neuadd y Sir  
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Tuesday, 12 December 2023

Dear Councillor

## INDIVIDUAL CABINET MEMBER DECISIONS

Notice is hereby given that the following decisions made by a member of the cabinet will be made on Wednesday, 20 December 2023.

- 1. LOCAL GOVERNMENT (WALES) ACT 1994 THE LOCAL AUTHORITIES (PRECEPTS) (WALES) REGULATIONS 1995 - Proposed Payment Schedule** 1 - 4

**Division/Wards Affected:** All Wards  
**CABINET MEMBER:** County Councillor Ben Callard

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- 2. MONMOUTHSHIRE LOCAL DEVELOPMENT PLAN ANNUAL MONITORING REPORT** 5 - 162

**Division/Wards Affected:** All Wards  
**CABINET MEMBER:** County Councillor Paul Griffiths

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- 3. COUNCIL TAX BASE 2024/25 AND ASSOCIATED MATTERS** 163 - 166

**Division/Wards Affected:** All Wards  
CABINET MEMBER: County Councillor Ben Callard

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4. **ADDITIONAL RESOURCES FOR THE REVENUES AND BENEFITS SHARED SERVICE** 167 - 174

**Division/Wards Affected:** All Wards  
CABINET MEMBER: County Councillor Ben Callard

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Yours sincerely,

**Paul Matthews**  
Chief Executive

### CABINET PORTFOLIOS

| County Councillor   | Area of Responsibility   | Ward                        |
|---------------------|--|-----------------------------|
| Mary Ann Brocklesby | <p><b>Leader</b><br/>Lead Officer – Paul Matthews, Matthew Gatehouse</p> <p>Whole Authority Strategy and Direction<br/>Whole authority performance review and evaluation<br/>Promoting localism within regional and national frameworks<br/>Relationships with Welsh Government, UK Government and local government associations<br/>Regional Relationships with City Regions and Public Service Board<br/>Strategic Procurement<br/>Local Food production and consumption, including agroforestry and local horticulture</p>  | Llanelly                    |
| Paul Griffiths      | <p><b>Cabinet Member for Planning and Economic Development Deputy Leader</b><br/>Lead Officer – Frances O'Brien</p> <p>Economic Strategy<br/>Local development plan and strategic development plan including strategic housing sites<br/>Homelessness, affordable housing delivery and private sector housing (empty homes, leasing scheme, home improvement loans, disabled facilities grants and adaptive tech)<br/>Supporting Town Centres including car parking and enforcement<br/>Development Management and Building Control<br/>Skills and Employment<br/>Broadband connectivity<br/>Car parks and civil enforcement<br/>trading standards, environmental health, public protection, and licencing</p> | Chepstow Castle & Larkfield |
| Rachel Garrick      | <p><b>Cabinet Member for Resources</b><br/>Lead Officers – Peter Davies, Frances O'Brien, Jane Rodgers</p> <p>Finance including MTFP and annual budget cycle<br/>Benefits<br/>Digital and information technology<br/>Human resources, payroll, health and safety<br/>Land and buildings<br/>Property maintenance and management<br/>Emergency planning</p>   | Caldicot Castle             |

|                 |  |                     |
|-----------------|--|---------------------|
| Martyn Groucutt | <p><b>Cabinet Member for Education</b><br/>Lead Officers – Will McLean, Ian Saunders</p> <p>Early Years Education<br/>All age statutory education<br/>Additional learning needs/inclusion<br/>Post 16 and adult education<br/>School standards and improvement<br/>Community learning<br/>Sustainable communities for learning Programme<br/>Youth service<br/>School transport</p>  | Lansdown            |
| Ian Chandler    | <p><b>Cabinet Member for Social Care, Safeguarding and Accessible Health Services</b><br/>Lead Officer – Jane Rodgers</p> <p>Children’s services<br/>Fostering &amp; adoption<br/>Youth Offending service<br/>Adult services<br/>Whole authority safeguarding (children and adults)<br/>Disabilities<br/>Mental health and wellbeing<br/>Relationships with health providers and access to health provision</p>  | Llantilio Crossenny |
| Catrin Maby     | <p><b>Cabinet Member for Climate Change and the Environment</b><br/>Lead Officer – Frances O’Brien, Ian Saunders</p> <p>Decarbonisation<br/>Transport planning, public transport, highways and MCC fleet<br/>Active travel and Rights of way<br/>Waste management, street care, litter, public spaces, and parks<br/>Pavements and back lanes<br/>Flood alleviation, management and recovery<br/>Countryside, biodiversity, and river health</p>   | Drybridge           |
| Angela Sandles  | <p><b>Cabinet Member for Equalities and Engagement</b><br/>Lead Officers – Frances O’Brien,, Matthew Gatehouse, Jane Rodgers</p> <p>Community inequality and poverty (health, income, nutrition, disadvantage, discrimination, isolation and cost of living crisis)<br/>Citizen engagement and democracy promotion including working with voluntary organisations<br/>Citizen experience - community hubs, contact centre, and customer service and registrars<br/>Leisure centres, play and sport<br/>Tourism Development and Cultural strategy</p> | Town                |

|  |   |  |
|--|---|--|
|  | Public conveniences<br>Electoral Services and constitution review<br>Communications, public relations and marketing<br>Ethics and standards<br>Welsh Language |  |
|--|---|--|

# Aims and Values of Monmouthshire County Council

## Our Purpose

- to become a zero-carbon county, supporting well-being, health and dignity for everyone at every stage of life.

## Objectives we are working towards

- Fair place to live where the effects of inequality and poverty have been reduced;
- Green place to live and work with reduced carbon emissions and making a positive contribution to addressing the climate and nature emergency;
- Thriving and ambitious place, where there are vibrant town centres and where businesses can grow and develop
- Safe place to live where people have a home where they feel secure in;
- Connected place where people feel part of a community and are valued;
- Learning place where everybody has the opportunity to reach their potential

## Our Values

**Openness.** We are open and honest. People have the chance to get involved in decisions that affect them, tell us what matters and do things for themselves/their communities. If we cannot do something to help, we'll say so; if it will take a while to get the answer we'll explain why; if we can't answer immediately we'll try to connect you to the people who can help – building trust and engagement is a key foundation.

**Fairness.** We provide fair chances, to help people and communities thrive. If something does not seem fair, we will listen and help explain why. We will always try to treat everyone fairly and consistently. We cannot always make everyone happy, but will commit to listening and explaining why we did what we did.

**Flexibility.** We will continue to change and be flexible to enable delivery of the most effective and efficient services. This means a genuine commitment to working with everyone to embrace new ways of working.

**Teamwork.** We will work with you and our partners to support and inspire everyone to get involved so we can achieve great things together. We don't see ourselves as the 'fixers' or problem-solvers, but we will make the best of the ideas, assets and resources available to make sure we do the things that most positively impact our people and places.

**Kindness:** We will show kindness to all those we work with putting the importance of relationships and the connections we have with one another at the heart of all interactions.



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**SUBJECT: LOCAL GOVERNMENT (WALES) ACT 1994 THE LOCAL AUTHORITIES (PRECEPTS) (WALES) REGULATIONS 1995 – Proposed Payment Schedule**

**MEETING: Individual Cabinet Member – Councillor B. Callard**

**DATE: 20<sup>th</sup> December 2023**

**DIVISION/WARDS AFFECTED: All**

## 1. PURPOSE:

- 1.1. To seek Member approval of the proposals for consultation purposes regarding payments to precepting authorities during the 2024/25 financial year as required by statute.

## 2. RECOMMENDATIONS:

- 2.1. That the following schedule of payments be proposed pending consultation:
- (i) The Police Authority precept is paid from the Council Fund by twelve monthly equal instalments on the third Tuesday in each month.
  - (ii) The Community Council precepts are paid by three equal instalments on the last working day in April, August and December in each year.
- 2.2. That the Community Councils are consulted prior to the determination and that the response of the consultation is considered when making the final determination.
- 2.3. That a further report be produced on the results of consultation enabling a determination to be made by 31st January in accordance with statute.

## 3. KEY ISSUES:

- 3.1. The Council as a billing authority is required to determine the schedule of instalments for payment of Precepts from the Council Fund for each year.
- 3.2. The Regulations provide that on or before the 31st December each year a billing authority must inform each precepting authority of its proposals for a schedule of instalments to satisfy all of the precepts. This proposal should be followed by a determination on or before the 31st January, with at least 21 days elapsing between decision on the proposals and the making of a determination.
- 3.3. In each schedule the billing authority must specify the number of instalments, the proportion of each precept which is to be paid in each instalment and the dates in the year on which instalments are to be paid. The payment to the Police Authority must be made on the same day

and should not be less than twelve instalments in any one financial year. In the case of Town and Community Councils the agreement can be one of the following:

(i) Payment by three instalments in April, August and December, or;

(ii) Payment by one instalment on the last working day in April.

3.4. For the existing financial year Monmouthshire County Council operate the arrangement identified in (i) above for Town and Community Councils and pay the Police Authority precept on the third Tuesday of each month.

#### **4. REASONS:**

4.1. To approve the proposals for consultation purposes regarding payments to precepting authorities during the 2024/25 financial year as required by statute.

#### **5. OPTIONS APPRAISAL**

5.1. Options are laid out by Statute and no further assessment is required.

#### **6. EVALUATION CRITERIA**

6.1. Not applicable.

#### **7. RESOURCE IMPLICATIONS**

7.1. Negligible cash flow advantages would be achieved should a decision be made to pay the Police Authority precept on the last working day of each month.

7.2. Similarly, any decision to move Town and Community Council precept payment to one instalment at end of April is unlikely to introduce a material cashflow disadvantage, but would reduce our payment administration by two thirds and may also assist the financial management within town & community councils.

#### **8. WELLBEING OF FUTURE GENERATIONS (INCORPORATING EQUALITIES, SUSTAINABILITY, SAFEGUARDING AND CORPORATE PARENTING)**

8.1. There are no implications directly arising from the recommendations and decisions highlighted in this report.

#### **9. CONSULTEES**

Strategic Leadership Team  
Cabinet Members

#### **10. BACKGROUND PAPERS**

10.1. None

#### **AUTHORS:**

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**SUBJECT: MONMOUTHSHIRE LOCAL DEVELOPMENT PLAN ANNUAL MONITORING REPORT**  
**MEETING: INDIVIDUAL CABINET MEMBER DECISION – COUNCILLOR PAUL GRIFFITHS**  
**DATE: 20<sup>th</sup> DECEMBER 2023**  
**DIVISION/WARDS AFFECTED: ALL**

## 1 PURPOSE

- 1.1 The purpose of this report is to consider the extent to which the current Local Development Plan 2011-2021 (LDP) is delivering against its objectives and monitoring indicators, as set out in the ninth Annual Monitoring Report (AMR), attached at **Appendix 1**. Although work has already commenced on a new LDP, there is a statutory requirement to continue to monitor the current LDP's performance. In addition, this monitoring report will help inform and shape the Replacement LDP (RLDP) by reflecting on what is working and what is not.

## 2. RECOMMENDATION

- 2.1 That the Cabinet Member for Sustainable Economy and Deputy Leader endorses the ninth Local Development Plan Annual Monitoring Report for submission to the Welsh Government (WG).

## 3. KEY ISSUES

### Background – Adopted Monmouthshire LDP

- 3.1 The Monmouthshire LDP 2011-2021 was formally adopted by the Council on 27<sup>th</sup> February 2014. As part of the statutory development plan process the Council is required to prepare an Annual Monitoring Report.

### The Annual Monitoring Report

- 3.2 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/revision.
- 3.3 This is the ninth AMR to be prepared since the adoption of the Monmouthshire LDP and is based on the period 1<sup>st</sup> April 2022 – 31<sup>st</sup> March 2023. The Adopted LDP covers the period 2011 – 2021, with 10 years' worth of housing delivery monitoring reached in March 2021 and reported in the 2020-21 AMR. However, as set out in the Minister for Housing and Local Government's letter of September 2020 which clarified the provisions in the Planning Wales Act 2015 relating to Local Plan expiry dates, plans adopted prior to 4<sup>th</sup> January 2016 will remain the LDP for determining planning applications until replaced by a further LDP.

- 3.4 Although the Council has already commenced work on a new LDP, this monitoring report will help inform and shape the Replacement LDP by reflecting on what is working and what is not.

#### LDP Monitoring Framework

- 3.5 The LDP policy and sustainability appraisal (SA) monitoring frameworks form the basis for the AMR, assessing 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.

#### Key Findings

- 3.6 Section 5 of the AMR provides a detailed assessment of Plan's performance. The results of the monitoring process demonstrate that the majority of the indicator targets and monitoring outcomes are being achieved (green traffic light rating). Some of the most significant findings in relation to these are:

- Progress continues to be made towards the implementation of the LDP allocations, with 343 dwelling completions recorded during the monitoring period, 211 (61.5%) of which were on LDP allocated sites.
- All seven LDP allocated strategic housing sites have planning permission, with Vinegar Hill, Undy having gained planning permission during the monitoring period. Four of these sites are under construction (Fairfield Mabey, Chepstow; Crick Road, Portskewett; Rockfield Farm, Undy; Vinegar Hill, Undy) and two are complete (Sudbrook Paper Mill and Deri Farm, Abergavenny). One site is partially complete (Wonastow Road, Monmouth), with the remaining phase at Drewen Farm currently engaged in pre-application discussions following a strategic phosphate solution being secured in Monmouth by 31<sup>st</sup> March 2025 that would enable this site to come forward.
- Two planning permissions for 5 or more dwellings triggered the delivery of on-site affordable housing (100% affordable housing scheme in Chepstow for 8 homes, and Vinegar Hill, Undy 39 affordable homes (policy compliant at 25%)).
- Although data shows that 97% of existing office space and 99% of industrial space is occupied, the County has a total of 40.16 hectares of undeveloped employment land available, indicating that sufficient employment land is maintained to meet the identified take up rate. Work on the RLDP is exploring why the remaining employment sites have not yet come forward, and will consider whether or not they should be de-allocated or if alternative interventions would secure their delivery.
- There has been good progress in terms of employment permissions within the County, with 10 permissions granted for a range of B use class employment uses on allocated employment sites (SAE1), protected employment sites (SAE2) and sites elsewhere in the County. This included the permission at the allocated employment site at Wales One, Magor for the development of a storage and distribution warehouse with ancillary offices (B2, B8 and B1) totalling 3.84ha which is currently under construction.
- No applications were granted during the monitoring period that related to the loss of B uses on allocated (SAE1) or protected employment sites (SAE2).

- The Council approved 9 tourism related applications, relating to 5 holiday lets proposals and 4 glamping facilities. The Sustainable Tourism Accommodation Supplementary Planning Guidance [SPG] (November 2017) has helped clarify our general support for this important sector of our economy.
- No applications were granted planning permission contrary to TAN15 requirements in either Zone C1 or C2 floodplain over the monitoring period.
- Nine applications have been approved incorporating on-site renewable energy, including included the installation of ground mounted solar panels/ solar arrays at various locations, EV charging, air source heat pumps and solar panels at new homes in Little Mill and a One Planet Development at Tintern.
- Ample land remains available for potential waste management sites and there has been no reduction in the minerals land bank.

3.7 The monitoring process also indicates that there are various policy indicators which are not being achieved but there are no fundamental issues with the implementation of the LDP policy framework or strategy at this time (amber traffic light rating). Key findings are:

- Dwelling permissions during 2022/23 (229 dwellings) were higher than recorded in the previous two monitoring periods. The increase is predominantly due to the LDP allocated site at Vinegar Hill Undy gaining permission for 155 homes. Of the 229 dwelling permissions, 179 (78.2%) related to market homes and 50 (21.8%) affordable homes. Nevertheless, dwelling permissions are likely to decline as the majority of LDP allocated sites have planning permission and the LDP has reached the end of the Plan period. This highlights the importance of progressing the RLDP at pace. In addition, the introduction of the measures in January 2021 to control phosphate levels in the River Usk and River Wye Catchment areas, which cover a large proportion of the County, has impacted on our ability to grant planning permissions in a significant proportion of the County. Officers and Cabinet Members are working with stakeholders to deliver solutions to this challenge with significant recent progress.
- All of the County's central shopping areas (CSA), with the exception of Monmouth, recorded vacancy rates below the GB High Street vacancy rate (13.9%, first 6 months of 2023, Local Data Company). However, comparison with 2021 vacancy rates indicates that all the centres, with the exception of Usk, recorded an increase in vacancy rates in September/October 2023.

3.8 There are three policy monitoring outcomes that are not progressing as intended (red traffic light rating):

- Housing delivery records covering the 10-year plan period 2011 - 2021 set out that the Plan had delivered a shortfall of 1,500 homes (33.3%) when compared to the 10-year Plan requirement of 4,500 dwellings. However, in more recent AMRs the % under delivery has steadily declined as the strategic sites have come forward. This shortfall is largely attributable to the lead in period of the strategic housing sites, many of which continue to deliver homes now which contributes to the RLDP housing delivery: it is worth noting that approximately 1,000 homes have planning permission and are due to be built in the near future. The impact of phosphates restrictions is also affecting site commencements and therefore completions.
- 48 affordable homes were completed during the monitoring period accounting for 14% of total completions recorded (Page 7). This is well below the LDP target of 96

affordable homes per annum. Housing delivery records covering the 10-year plan period 2011 - 2021 set out that the Plan has delivered 658 affordable homes during the Plan period compared to a target of 960 affordable homes (a shortfall of 302 affordable homes). Proportionately, this shortfall is almost identical to the shortfall in total housing delivery. This shortfall is largely attributable to the lead-in period of the strategic housing sites, many of which continue to deliver homes now which contributes to the RLDP housing delivery. In other words, many of the affordable homes are being provided but later than anticipated: there are approximately 280 affordable homes with consent and due to be built in the near future. The impact of phosphates restrictions continues to affect site commencements and therefore completions. This reduced trend of affordable housing delivery is therefore anticipated to continue in the short-term awaiting progress on the RLDP. This is a matter of concern given the estimated annual need for 468 affordable homes in the County<sup>1</sup>.

- Vacancy rates in the Central Shopping Area of Monmouth have risen for the fourth consecutive year. The vacancy rate stood at 18.2% in September 2023 which is an increase from 15.5% recorded in 2021.

### Contextual Information

- 3.9 Section Three of the AMR provides an analysis of the relevant contextual material that has been published during the current monitoring period at a national, regional and local level, along with general economic trends.

### Supplementary Planning Guidance (SPG)

- 3.10 SPG preparation and adoption will be limited over coming years as resources will be focused on the preparation of the Replacement Plan.

### Sustainability Appraisal (SA) Monitoring

- 3.11 Section Six of the AMR expands on the assessment of LDP performance against the SA Monitoring Objectives, setting out the performance of the Plan against a number of sustainability indicators. There is an overlap between some of the LDP and SA indicators helping to demonstrate how the two monitoring processes are interlinked.

### Conclusions and Recommendations

- 3.12 Section Seven sets out the conclusions and recommendations of the ninth AMR. Overall, the 2022-23 AMR indicates that good progress continues to be made in implementing many of the Plan's policies and that overall, the strategy remains sound. However, three key policy indicator targets are not progressing as intended. While progress has been made in relation to the Plan's Strategic Housing Sites, cumulative housing completions and affordable housing delivery rates for the Plan period are significantly lower than the Plan requirement and remain a matter of concern if Monmouthshire's housing needs are to be met. However, this is due to a time-lag in site delivery rather than an issue with the sites not happening at all: it is worth noting that approx. 1,000 homes (including 280 affordable homes) have planning permission and are due to be built in the near future. In addition, the vacancy rates in Monmouth's Central Shopping Area have increased for four consecutive years and are above the GB High Street vacancy rate of 13.9% (June 2023, Local Data Company).



- 3.13 All seven LDP strategic housing allocations now have planning permission<sup>2</sup> and will continue to play an important role in housing delivery and completion rates in the short term. However, dwelling permissions are likely to decline over the next few years until the RLDP is adopted, which is cause for concern. Similar concerns are shared with the level of affordable housing secured and completed during the monitoring period. These issues are reflective of a combination of the LDP strategic sites already having permission, the LDP having reached the end of the Plan period and the restrictions on development as a result of phosphates constraints.
- 3.14 Phosphate water quality issues in the River Usk and Wye Catchments continue to have implications for the ongoing delivery of development in the County. The Council is committed to seeking solutions to the phosphate issue and is in proactive discussions with the key organisation, including NRW, Welsh Government, DCWW and the development industry, to seek viable and timely solutions in the affected settlements. Of note, DCWW has recently committed to prioritising improvement works at the Llanfoist WwTW serving Abergavenny (benefitting the River Usk catchment), and Monmouth WwTW (benefitting the River Wye catchment). These improvements are currently subject to design and regulatory approval, however, there is a firm commitment that these will be completed by 31<sup>st</sup> March 2025. This investment will significantly reduce the amount of phosphates entering the water environment from the treatment works, providing environmental improvement and capacity for new development (housing, commercial, retail, agricultural) to proceed, supporting the long-term sustainability of towns and communities while safeguarding water quality. Nevertheless, the short-term implications on the delivery of new homes raises concerns.
- 3.15 With regard to the consecutive increased vacancy rates in the central shopping area of Monmouth, it is worthy of note that the rise in vacancy rates has predominantly been experienced in the primary shopping frontages. This may, in part reflect the continued impact of the Covid-19 pandemic on high streets across the UK, particularly given the loss of some national chains from the town centre, such as Peacocks and M&Co.
- 3.16 It is recognised that high street vitality plays a key role in the character and attractiveness of our market towns. The Council is delivering a number of initiatives to support the vitality of town centres. These include proposals for public realm and active travel improvements in Monnow Street, for which it is anticipated that a bid will be submitted for WG Transforming Towns funding. The proposals reflect the substantial and growing body of evidence that investment in high quality public realm which prioritises active travel modes is not only positive in terms of safety, health and wellbeing, but also delivers economic benefits in terms of, for example, higher footfall and lower vacancy rates.
- 3.17 A detailed ongoing audit of vacancies in Monmouth suggests that a number of the units in Monnow Street that are currently vacant or were at the time that the data cited in this report were gathered, are likely to become occupied in the near future. Work with landlords, businesses and agents is ongoing to further address the vacancy rate, including through grants to support refurbishment of empty or underused units, and proposals for meanwhile uses. The forthcoming Placemaking Plan to be developed in partnership with Monmouth Town Council is also expected to consider this issue.
- 3.18 The cost of living and energy costs crises pose additional threats to businesses as costs increase and customer spending decreases and this challenge will require careful consideration going forwards in terms of regeneration projects and future

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<sup>2</sup> SAH4 Wonastow Road, Monmouth site is partially complete, with the remaining phase at Drewen Farm currently engaged in pre-application enquiries following the announcement by Dwr Cymru Welsh Water that there is a strategic phosphate solution for Monmouth which is due to be installed by 31<sup>st</sup> March 2025.

policy. The RLDP provides an opportunity to review high street planning policies to fit the needs of the future.

### Next Steps

- 3.19 These issues reinforce the need to progress with the RLDP to provide a continued policy framework and mechanism for addressing the County's housing and affordability issues. In light of the concerns with housing delivery and associated outcomes, the progression of the RLDP remains a key priority of the Council. In October 2023 Council endorsed updates to the Preferred Strategy following the statutory consultation/engagement in December 2022 - January 2023. Work is currently progressing on the preparation of the Deposit Plan which is anticipated to be subject to statutory consultation/engagement in late Spring 2024.

## **4 SUSTAINABLE DEVELOPMENT AND EQUALITY IMPLICATIONS**

- 4.1 The Council must comply with European Directives and Regulations to monitor the state of the environment and this forms an integral part of the AMR. The adopted LDP and completion of the AMR accord with these requirements.

### Sustainable Development

- 4.2 Under the 2004 Act the LDP is required to be subject to a Sustainability Appraisal (SA). The role of the SA is to assess the extent to which planning policies would help to achieve the wider environmental, economic and social objectives of the LDP. In addition, the European Strategic Environmental Assessment (SEA) Directive requires the 'environmental assessment' of certain plans and programmes prepared by local authorities, including LDP's. All stages of the LDP were subject to a SA, whose findings were used to inform the development of LDP policies and site allocations in order to ensure that the LDP would be promoting sustainable development. The SEA Directive also requires that the Council monitor the state of the environment through monitoring the sustainability objectives set out in the SA Report. This forms an integral part of the AMR.
- 4.3 An Equality and Future Generations Evaluation is attached to this report at **Appendix 2**.

### Safeguarding and Corporate Parenting

- 4.4 There are no safeguarding or corporate parenting implications arising directly from this report.

## **5. OPTIONS APPRAISAL**

- 5.1 It is a requirement of the Regulations to monitor the LDP and to submit an AMR to the Welsh Government, so no other options were considered.

## **6. RESOURCE IMPLICATIONS**

- 6.1 Officer time and costs associated with the data collection and analysis of the monitoring indicators and preparation of the AMR. These costs will be met from the Planning Policy budget and carried out by existing staff.

## **7. CONSULTEES**

- Performance and Overview Scrutiny Committee, via meeting on 22<sup>nd</sup> November 2023. Scrutiny Committee raised a number of queries regarding performance against current LDP policies and how we move forwards to achieve the objectives set out for the RLDP. Key topics for discussion were affordable housing delivery, provision of infrastructure to achieve modal shift, the impact of phosphates on future development and the vacancy rates/vitality of Monmouth high street.

There was a detailed discussion on the delivery of affordable housing and the need to consider the impact of whether the objective of 50/50 affordable housing led sites within the RLDP would be viable and achievable. Assurances were given that developers would need to evidence via detailed viability assessments that the strategic sites would deliver the required level of affordable housing provision. These assessments will be independently reviewed, and in some cases, there may be the need for public subsidy to secure the high level of affordable housing required. Confirmation was given that there are strategic phosphates solutions proposed for instalment in both Monmouth and Llanfoist treatment works by 31<sup>st</sup> March 2025, this would enable future development to have a neutral impact on water quality within these settlements to ensure that council can deliver its objective of developing affordable housing and supporting economic development opportunities. With regard to vacancy rates in Monmouth, members are to be provided with the report on Monmouth high street vacancies mentioned in 3.18 of this cover report. One specific amendment was requested and agreed:

- Strategic Policy S16 relating to Transport – analysis for indicator 2 has been amended to correct a typo from A48 to M48.  
B4245/M48 Link Road\*\* and B4245/Severn Tunnel Junction Link Road:  
Following publication of the SEWTC report, TfW, with MCC support, undertook a study into a new connection between the M48, the B4245 and STJ station. The results are currently in discussion between WG, TfW and MCC.

An additional factual correction has been made to the text relating to the now superceded proposal for a Magor bypass. The Performance and Overview Scrutiny Committee endorsed the report for the Cabinet Member for Sustainable Economy and Deputy Leader to submit the document to the WG.

## 8. BACKGROUND PAPERS

### European Legislation:

- European Strategic Environment Assessment Directive 2001/42/EC.
- Strategic Environmental Assessment Regulations 2004.
- The Conservation of Habitats and Species Regulations 2010 (as amended 2011).

### National Legislation and Guidance:

- Planning (Wales) Act 2015
- Planning and Compulsory Purchase Act 2004.
- Town and Country Planning (Local Development Plan) (Wales) Regulations 2005
- Town and Country Planning (Local Development Plan) (Wales) (Amendment) Regulations 2015
- Development Plans Manual Edition 3, Welsh Government, March 2020
- Planning Policy Wales (Edition 11), Welsh Government, February 2021
- Future Wales: The National Plan 2040, Welsh Government, February 2021
- Building Better Places - Placemaking and the Covid-19 Recovery, Welsh Government, July 2020

### Monmouthshire LDP:

- Monmouthshire Adopted LDP, Monmouthshire County Council, February 2014.
- Monmouthshire LDP 'Sustainability Appraisal/Strategic Environmental Assessment Report Addendum', February 2014.

- Monmouthshire Local Development Plan Annual Monitoring Reports, 2014-15, 2015-16, 2016-17, 2017-18, 2018-19, 2019-20, 2020-21 & 2021-22.

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## **11. APPENDICES**

Appendix 1: LDP Annual Monitoring Report 2022-23

Appendix 2: Equality and Future Generations Evaluation.





**Monmouthshire County Council**



**monmouthshire  
sir fynwy**

**Adopted Local Development Plan 2011-2021**

**Annual Monitoring Report**

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**Monitoring Period 1st April 2022-31st March 2023**



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

**Annual Monitoring Report**

**Monitoring Period 1<sup>st</sup> April 2022 – 31<sup>st</sup> March 2023**

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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, cultural 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 ninth AMR to be prepared since the adoption of the Monmouthshire LDP and is based on the period 1 April 2022 – 31 March 2023. The Adopted LDP covers the 10-year plan period 2011 – 2021, with 10 years' worth of completions monitoring reached in March 2021. However, as set out in the Minister for Housing and Local Government's letter of September 2020, clarifying the provisions in the Planning Wales Act 2015 relating to Local Plan expiry dates, plans adopted prior to 4<sup>th</sup> January 2016 will remain the LDP for determining planning applications until replaced by a further LDP. Although the Council has already commenced work on a new LDP, this monitoring report will help inform and shape the Replacement LDP by reflecting on what is working and what is not.

### **Key Findings of the Eighth Annual Monitoring Process 2020-2021**

#### **Contextual Information**

- 1.4 Section 3 provides a 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, along with general economic trends which have occurred since the LDP's adoption. In the main, the implications of the contextual changes will take place over the longer term and as part of the Replacement Local Development Plan (RLDP). Of note during this monitoring period, the publication of an updated Welsh Government Technical Advice Note (TAN) 15 Development, Flooding and Coastal Erosion has been further delayed and is now expected in 2024. In the meantime, the updated draft TAN15 remains the policy basis for the preparation of the RLDP as advised in a Ministerial letter issued on 15<sup>th</sup> December 2021<sup>1</sup>.

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<sup>1</sup> <https://gov.wales/sites/default/files/publications/2021-12/letter-local-authorities-on-the-pause-of-tan-15-15-december-2021.pdf>

### 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.
- 1.6 Overall, the Plan is working effectively with the majority of the monitoring targets being achieved, a slight increase to 61 from last year’s 57 green rating. There has been a slight decrease in the number of indicators that have not achieved the target this year, but there is an appropriate justification, and no concerns are raised (23 compared to last year’s 26). Red ratings recorded during the current monitoring period remained at 3 for the third consecutive year. Further commentary is provided below.

|   |           |
|---|-----------|
| Targets / monitoring outcomes* are being achieved   | <b>61</b> |
| Targets / monitoring outcomes* are not currently being achieved but there are no concerns over the implementation of the policy | <b>23</b> |
| Targets / monitoring outcomes* are not being achieved with subsequent concerns over the implementation of policy                | <b>3</b>  |
| No conclusion can be drawn due to limited data availability or no applicable data during the monitoring period                  | <b>5</b>  |

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

### Key AMR Findings

- 1.7 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. The analysis also indicates that various policy indicators 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. Of particular note over this monitoring period:
- All seven LDP allocated strategic housing sites have planning permission, with Vinegar Hill, Undy having gained planning permission during the monitoring period. Four of these sites are under construction (Fairfield Mabey, Chepstow; Crick Road, Portskewett; Rockfield Farm, Undy; Vinegar Hill, Undy) and two are

complete (Sudbrook Paper Mill and Deri Farm, Abergavenny). One site is partially complete (Wonastow Road, Monmouth), with the remaining phase at Drewen Farm is currently engaged in pre-application enquiries following the announcement by Dwr Cymru Welsh Water that there is a strategic phosphate solution for Monmouth which is due to be installed by 31<sup>st</sup> March 2025.

- Progress continues to be made towards the implementation of the LDP allocations, with 343 dwelling completions recorded during the monitoring period, 211 (61.5%) of which were on LDP allocated sites. Large windfall sites accounted for 21% of completions (71 units) and small sites accounted for the remaining 17.5% (61 units).
- Dwelling permissions during 2022-23 (229 dwellings) were higher than recorded in the previous two monitoring periods. The increase is predominantly due to the LDP allocated site at Vinegar Hill Undy gaining permission for 155 homes. Of the 229 dwelling permissions, 179 (78.2%) related to market homes and 50 (21.8%) were affordable homes. Nevertheless, dwelling permissions are likely to decline as the majority of LDP allocated sites already have planning permission and the LDP has reached the end of the Plan period. This highlights the importance of progressing the RLDP at pace. In addition, the introduction of the measures in January 2021 to control phosphate levels in the River Usk and River Wye Catchment areas, which cover a large proportion of the County, has impacted on our ability to grant planning permissions in a significant proportion of the County. Strategic Phosphate solutions have been secured for the primary settlements of Monmouth and Abergavenny and Officers and Cabinet Members are working with stakeholders to deliver both engineered and nature solutions to this challenge in other rural areas.
- The number of dwellings permitted in the main towns is significantly lower than previous monitoring periods, accounting for 18.8% of residential permissions. Again, this reflects LDP Strategic Sites in the main towns already having planning permissions and the impact of the phosphate restrictions on development.
- Two new planning permissions for 5 or more dwellings during the monitoring period triggered the delivery of on-site affordable homes, comprising a 100% affordable housing scheme in Chepstow for 8 homes, and Vinegar Hill, Undy 39 affordable homes (policy compliant at 25%).
- Some progress has been made on two Main Village allocated sites, with 9 affordable homes completed at SAH11(ii) Well Lane, Devauden and 4 affordable homes at SAH11(ix)(a) Land rear of Carpenters Arms, Llanishen under construction.
- The County has a total of 40.16 hectares of employment land available, indicating that sufficient employment land is maintained to meet the identified take up rate. Work on the RLDP is exploring why the remaining employment sites have not yet come forward and will consider whether or not they should be de-allocated or if alternative interventions would secure their delivery.
- There has been progress in terms of employment permissions within the County, with 10 permissions granted for a range of B use class employment uses on

allocated (SAE1), protected employment sites (SAE2) and sites elsewhere in the County. This included the allocated employment site at Wales One, Magor (development of an industrial storage and distribution warehouse with ancillary offices (B2, B8 and B1) totalling 3.84ha which is currently under construction.

- The Council approved proposals for a total of 9 tourism facilities, including holiday lets and glamping accommodation. The Sustainable Tourism Accommodation Supplementary Planning Guidance [SPG] (November 2017) has helped clarify our general support for this important sector of our economy.
- All of the County's central shopping areas (CSA), with the exception of Monmouth, were below the GB High Street vacancy rate (13.9%, first 6 months of 2023, Local Data Company). However, comparison with 2021 vacancy rates indicates that all of the centres, with the exception of Usk, recorded an increase in vacancy rates in September/October 2023.
- The proportion of A1 retail uses within the towns' Primary Shopping Frontages generally accord with the thresholds identified in the Primary Shopping Frontages SPG.
- Eighteen planning applications were approved for community and recreation uses during the monitoring period. These included the redevelopment of King Henry VIII Comprehensive School in Abergavenny, the change of use from disused railway line to shared use walking and cycling route at Caldicot and an extension to existing facilities at Caldicot leisure centre.
- Over half of development permitted (56.2% /20.6ha) was on brownfield land, which is an increase from the previous few monitoring periods. A large proportion of brownfield land permitted (55%) was in association with the redevelopment of King Henry VIII School in Abergavenny. A range of other developments were permitted on brownfield land including residential, community, commercial, employment and retail uses.
- Nine applications have been approved incorporating on-site renewable energy, including included the installation of ground mounted solar panels/ solar arrays at various locations, EV charging, air source heat pumps & solar panels at new homes in Little Mill and a One Planet Development at Tintern.

1.8 There are, however, three policy monitoring outcomes that are not progressing as intended relating to housing delivery and retail vacancy rates in Monmouth's Central Shopping Area (red traffic light rating):

### **Strategy and Housing**

- Housing delivery records covering the 10-year plan period 2011 - 2021 set out that the Plan had delivered a shortfall of 1,500 homes (33.3%) when compared to the 10-year Plan requirement of 4,500 dwellings. However, in more recent AMRs the % under delivery has steadily declined as the strategic sites have come forward. This shortfall is largely attributable to the lead in period of the strategic housing sites, many of which continue to deliver homes now which contributes to the RLDP housing delivery: it is worth noting that 1,008 homes have planning permission and are due to be built in the near future. The impact of phosphates restrictions is

also now affecting site commencements and therefore completions. During this monitoring period, 343 dwellings were completed. Given the importance attached to the supply of housing land, a full review of the LDP commenced in 2017 and culminated with the publication of the Final Review Report in March 2018. The latest position on the RLDP is discussed below in the recommendations section.

### **Affordable Housing**

- 48 affordable homes were completed during the monitoring period accounting for 14% of total completions recorded (343). This is well below the LDP target of 96 affordable homes per annum. Housing delivery records covering the 10-year plan period 2011 - 2021 set out that the Plan has delivered 658 affordable homes compared to a target of 960 affordable homes (a shortfall of 302 affordable homes). Proportionately, this shortfall is almost identical to the shortfall in total housing delivery. This shortfall is largely attributable to the lead in period of the strategic housing sites, many of which continue to deliver homes now which contributes to the RLDP housing delivery: it is worth noting that there are 280 affordable homes with consent and due to be built in the near future. The impact of phosphates restrictions is also now affecting site commencements and therefore completions. This reduced trend of affordable housing delivery is therefore anticipated to continue in the short-term awaiting progress on the RLDP. This is a matter of concern given the estimated annual need for 468 affordable homes in the County<sup>2</sup>.

### **Retail and Community Facilities**

- As increased vacancy rates have occurred for four consecutive years in the Monmouth Central Shopping Area, the trigger for this indicator has been met. The vacancy rate stood at 18.2% in September 2023 which is an increase from the 15.5% recorded in 2021.

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

- 1.9 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.
- 1.10 Some of the most notable findings specific to the SA during the current monitoring period include:
  - The annual objective level of nitrogen dioxide was not exceeded in in 2022/23. For the sixth year running there was no exceedance in Usk.
  - Monmouthshire sits within three groundwater bodies, the Usk Devonian Old Red Sandstone (ORS), Wye Secondary Devonian ORS and Usk and Wye southern

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<sup>2</sup> MCC Local Housing Market Assessment (LHMA), 2020. An updated LHMA is being prepared to inform the RLDP.

Carboniferous Limestone. All three groundwater bodies had good status for quantity as per the Water Watch Wales for the Cycle 3 (2021) data.

- The latest waste data published for 2021-2022 suggests that 71% of Monmouthshire's total household waste was recycled or composted. This has increased since the previous AMR which indicated 62% was recycled or composted.
- No agricultural land at Grade 3a and above has been lost to major development over the monitoring period.
- The Monmouthshire STEAM report (2022) identified the total annual tourism expenditure as £285.08 Million over the 2022 period. This compared to £182.79 Million over the 2021 period, equates to a 56% increase. This is a significant increase since the previous period and reflects the recovery since the impact of the COVID-19 pandemic on the tourism and hospitality industries. Compared to £244.99 Million over the 2019 period, equates to a 3.7% increase post COVID-19 pandemic.

### **Conclusions and Recommendations**

- 1.11 Overall, the 2022-23 AMR indicates that good progress continues to be made in implementing many of the Plan's policies and that overall, the strategy remains sound. However, while progress has been made in relation to the Plan's Strategic Housing Sites, cumulative dwelling completion rates for the Plan period are lower than the Plan requirement and remain a matter of concern if Monmouthshire's housing needs are to be met. However, this is due to a time-lag in site delivery rather than an issue with the sites not happening at all.
- 1.12 All seven LDP strategic housing allocations now have planning permission<sup>3</sup> and will continue to play an important role in housing delivery and completion rates in the short term. However, as a consequence of this and given that the LDP has reached the end of the Plan period, dwelling permissions are likely to decline over the next few years which is cause for concern. Analysis of anticipated completions indicates that completion rates are estimated to remain stable for a couple of years and then forecast to reduce the lower levels (238 units in 2025/26, 290 units in 2026/27 and 222 units in 2027/28). These forecasts do not however, include any contribution from the emerging RLDP which will improve housing land supply as the plan progresses to adoption. In the meantime, however, the time lag between the two plans is an area of concern for its implications on housing delivery in the County.
- 1.13 Similar concerns are shared with the level of affordable housing secured and completed during the monitoring period. This again is considered to be reflective of a combination of the strategic sites gaining planning permission and being built out and restrictions on

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<sup>3</sup> SAH4 Wonastow Road, Monmouth site is partially complete, with the remaining phase at Drewen Farm currently engaged in pre-application enquiries following the announcement by Dwr Cymru Welsh Water that there is a strategic phosphate solution for Monmouth which is due to be installed by 31<sup>st</sup> March 2025.

development due to phosphates constraints. Of note, two new planning permissions were approved during the monitoring period that triggered delivery of on-site affordable housing. Some progress has also been made on a couple of Main Village sites with 9 affordable dwellings completed at SAH11(ii) Well Lane, Devauden and 4 affordable dwellings at SAH11(ix)(a) Land rear of Carpenters Arms, Llanishen are under construction.

- 1.14 As can be seen from the analysis throughout Section 5, phosphate water quality issues in the River Usk and Wye Catchments continues to have implications for the ongoing delivery of development in the County. The Council is committed to seeking solutions to the phosphate issue and is in proactive discussions with the key organisation, including NRW, Welsh Government, DCWW and the development industry, to seek viable and timely solutions in the affected settlements. Of note, DCWW has committed to prioritising improvement works at the Llanfoist WwTW serving Abergavenny (benefitting the River Usk catchment), and Monmouth WwTW (benefitting the River Wye catchment). These improvements are currently subject to design and regulatory approval however there is a firm commitment that these improvements will be completed by 31st March 2025. This investment will significantly reduce the amount of phosphates entering the water environment from the treatment works, providing environmental improvement and capacity for new development (housing, commercial, retail, agricultural) to proceed, supporting the long-term sustainability of towns and communities while safeguarding water quality. Nevertheless, the short-term implications on the delivery of new homes raises concerns.
- 1.15 These issues reinforce the need to progress with the RLDP to provide a continued policy framework and mechanism for addressing the County's housing and affordability issues. In light of the concerns with housing delivery and associated outcomes, the progression of the RLDP remains a key priority of the Council. In December 2022 Council endorsed a revised Preferred Strategy to be issued for statutory consultation/engagement in December 2022 - January 2023 and agreed a RLDP Revised Delivery Agreement which amended the project timetable for Plan preparation. The revised Preferred Strategy responded to a number of challenges that arose following stakeholder consultation and engagement on the previous Preferred Strategy in Summer 2021, namely the Welsh Government objection to the level of growth set out in that Preferred Strategy and water quality issues in the Rivers Wye and Usk. Work is currently progressing on the preparation of the Deposit Plan which is anticipated to be subject to statutory consultation/engagement in late Spring 2024.
- 1.16 With regard to the consecutive increased vacancy rates in the central shopping area of Monmouth, it is worthy of note that the rise in vacancy rates has predominantly been experienced in the primary shopping frontages. This may, in part reflect the continued impact of the Covid-19 pandemic on high streets across the UK, particularly given the loss of some national chains from the town centre, such as Peacocks and M&Co.



- 1.17 WG guidance<sup>4</sup> published in response to the Covid-19 pandemic recognises that whilst retail development should continue to be focussed in town centres, retail and commercial centres should be enabled to operate as flexibly as possible. This will ensure that going forward retail and commercial centres are hubs of social and economic activity and the focal point for a diverse range of services and cultural activities/functions, which support the needs of local communities. This approach should enable the planning system to be responsive, flexible and pragmatic to assist with the recovery from Covid-19.
- 1.18 The Council through its Regeneration team submitted a funding bid to secure a share of Central Government's 'Levelling Up Fund' to make improvements to Market Hall and Shire Hall, two key buildings in the town centre as well as improvements to Monnow Street and Blestium Street. A 'Levelling Up Fund' bid was also submitted for the acquisition of 7-43 Newport Road, Caldicot, public realm improvements to Caldicot town centre and refurbishment of Caldicot Wellbeing Centre. Unfortunately, our bids for round two of Levelling Up Funding round 2 (LUF2) were unsuccessful. The Council is awaiting an announcement on the parameters and timescales for LUF3.
- 1.19 Although, with the exception of Monmouth, high street vacancy rates are below the GB average (13.9% first 6 months of 2023, Local Data Company), it is recognised that high street vitality plays a key role in the character and attractiveness of our market towns. The Council is delivering a number of initiatives to support the vitality of town centres. These include proposals for public realm and active travel improvements in Monnow Street, for which it is anticipated that a bid will be submitted for WG Transforming Towns funding. The proposals reflect the substantial and growing body of evidence that investment in high quality public realm which prioritises active travel modes is not only positive in terms of safety, health and wellbeing, but also delivers economic benefits in terms of, for example, higher footfall and lower vacancy rates.
- 1.20 A detailed ongoing audit of vacancies in Monmouth suggests that a number of the units in Monnow Street that are currently vacant or were at the time that the data cited in this report were gathered, are likely to become occupied in the near future. Work with landlords, businesses and agents is ongoing to further address the vacancy rate, including through grants to support refurbishment of empty or underused units, and proposals for meanwhile uses. The forthcoming Placemaking Plan to be developed in partnership with Monmouth Town Council is also expected to consider this issue.
- 1.21 The cost of living and energy costs crises pose additional threats to businesses as costs increase and customer spending decreases and this challenge will require careful

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<sup>4</sup> Building Better Places - The Planning System Delivering Resilient and Brighter Futures: Placemaking and the Covid-19 recovery (WG, July 2020) - <https://gov.wales/planning-policy-covid-19-recovery> ; Welsh Government letter regarding temporary permitted development rights in town centres, 30 March 2021 - <https://gov.wales/coronavirus-covid-19-new-temporary-permitted-development-rights-support-economic-recovery-html>

consideration going forwards in terms of regeneration projects and future policy. The RLDP provides an opportunity to review high street planning policies to fit the needs of the future.

1.22 Accordingly, the AMR recommends the following:

1. Continue to progress work on the Deposit RLDP.
2. Continue to work with the relevant organisations to secure solutions to the phosphate water quality issues in the Usk and Wye Riverine SACs.
3. Continue to work with other Council departments and other stakeholders to explore options for increasing affordable housing delivery.
4. Submit the ninth AMR to the Welsh Government and publish the AMR on the Council's website.
5. Continue to monitor the Plan through the preparation of successive AMRs.

## 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, cultural 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 ninth AMR to be prepared since the adoption of the Monmouthshire LDP and is based on the period 1 April 2022 – 31 March 2023.

### **Status of Adopted LDP**

- 2.5 A Welsh Government letter dated 24<sup>th</sup> September 2020 clarified that the provisions in the Planning Wales Act 2015 regarding the period to which a plan has effect do not apply to LDPs adopted prior to 2016. Plans adopted prior to 4th January 2016, including the adopted Monmouthshire LDP, will remain the LDP for determining planning applications until replaced by a further LDP. This is welcomed clarification and ensures a policy framework remains in place while the RLDP progresses and the existing LDP allocations that have yet to gain planning permission can progress through the policies of the Adopted Plan, providing a policy framework for continued economic development and windfall opportunities.<sup>5</sup>

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<sup>5</sup> Local Development Plan (LDP) end dates: letter to local authorities <https://gov.wales/local-development-plan-ldp-end-dates-letter-local-authorities>

## **The Requirement for Monitoring**

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

2.6 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.

2.7 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**

2.8 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.
- Monitor the delivery of housing against the LDPs proposed housing trajectory.

### **Local Development Plan Manual (Edition 3, March 2020)**

2.9 The LDP Manual notes that the monitoring framework should focus on those key policies fundamental to delivering the plan and sets out a number of indicators required in all monitoring frameworks, which predominantly relate to the affordable and market housing delivery and the spatial distribution of housing compared to a Plan's growth strategy and settlement hierarchy. The most recent edition of the manual (March 2020) replaced the requirement to monitor a five-year housing land supply with a housing trajectory monitoring method. The AMR also incorporates locally specific indicators.

### **Monmouthshire LDP Monitoring Framework**

2.10 A Monitoring Framework is provided in Chapter Eight of the LDP comprising a series of 51 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 (61) 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.

## **LDP Review**

- 2.16 The 2016 Monmouthshire AMR recommended an early review of the LDP as a result of the need to address the shortfall in the housing land supply and to facilitate the identification and allocation of additional housing land. The preparation of the RLDP has remained a recommendation in subsequent AMRs, which commenced in May 2018.

## **Replacement Local Development Plan**

- 2.17 Following a number of delays incurred to the Plan preparation process, in December 2022 Council endorsed a revised Preferred Strategy to be issued for statutory consultation/engagement in December 2022 - January 2023 and agreed a RLDP Revised Delivery Agreement which amended the project timetable for Plan preparation. Work is currently progressing on the preparation of the Deposit Plan which is anticipated to be subject to statutory consultation/engagement in late Spring 2024.

## 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.

### **National Planning Policy**

#### **Technical Advice Note (TAN) 15: development, flooding and coastal erosion**

- 3.3 A new version of TAN 15 was published on 28 September 2021, in advance of its coming into effect and formal publication on 1 December 2021. However, on 23<sup>rd</sup> November 2021 Julie James, the Minister for Climate Change, wrote to local authorities to advise that in order for LPAs to consider fully the impact of climate change projections on their respective areas, the Welsh Government were suspending the coming into force of the new TAN 15 and the Flood Map for planning until 1<sup>st</sup> June 2023. The existing TAN 15 (2004) and the Development Advice Map were to continue in the meantime as the framework for assessing flood risk. With regard to the RLDP the minister, in a further letter on 15<sup>th</sup> December 2021, states that when plans are reviewed, the flood risk considerations that feed into the settlement strategy and site allocations must be in accordance with the new TAN 15 and the Flood Map for Planning. An SFCA will be the principal source of evidence to inform those elements of the plan and locally specific flood risk policies. The publication of the new TAN 15 has been further delayed and is currently expected in late 2023.

### **Regional Context**

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

- 3.4 The Planning (Wales) Act provides a legal framework for the preparation of Strategic Development Plans. 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 Future Wales.
- 3.5 On 29th January 2018 the Cardiff Capital Region Cabinet agreed that work should commence on a Strategic Development Plan (SDP) for the region which includes

Monmouthshire. An SDP Project Group<sup>6</sup> was established tasked with progressing key options for the SDP, including SDP boundary, governance, timescale and scope. After this, The Local Government and Elections (Wales) Act (2021) mandated the preparation of a Strategic Development Plan (SDP) in each of the four regions in Wales through a Corporate Joint Committee (CJC). The Act received Royal Assent on 20 January 2021.

- 3.6 The Town and Country Planning (Strategic Development Plan) (Wales) Regulations 2021 came into force 28 February 2022 prior to all four CJsCs having the ability to exercise their strategic planning function from the 30 June 2022. The process for preparing an SDP broadly mirrors that of the LDP process. When adopted, SDPs will form part of the development plan hierarchy and will have to be in general conformity with the NDF 'Future Wales: The National Plan 2040'. Future progress on the SDP and any subsequent implications for the RLDP will be reported in future AMRs.

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

- 3.7 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 are working collaboratively to seek 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. A five-year Strategic Business Plan to leverage maximum economic and social benefits was agreed in May 2018 by all 10 local authority partners. This investment represents a significant opportunity for Monmouthshire and for the region.
- 3.8 There are currently a number of approved projects within Monmouthshire and whilst some are region wide there are two specific to the County:
- CCR investment money is to support the development of cool plasma sterilisation and decontamination technology at Creo Medical.
  - Severn Tunnel Junction Park and Ride - creation of an additional 150-200 space car park on the south side of Severn Tunnel Junction station and reconfiguration of the existing station car park to include additional bike & ride spaces, safer walking & cycling access, a revamped bus-rail interchange.

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<sup>6</sup> SDP Project Group comprises heads of planning and planning policy managers from the 10 local planning authorities in South East Wales.



- 3.9 The progress of the Cardiff Capital Region agenda, City Deal Bids and any subsequent implications for the LDP will be given further consideration in subsequent AMRs where appropriate.

## **Local Context**

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

- 3.10 Under the provisions of the Well-being of Future Generations Act, every Public Service Board (PSB) in Wales was required to publish a Well-being Plan by May 2018. Replacing the Single Integrated Plan (SIP), the plans were to look at the economic, social, environmental and cultural well-being of each county and have clear links with the LDP. The Monmouthshire Public Service Board Well-Being Plan was published in February 2018 and sets the objectives for partnership working for the Public Service Board up until 2023.
- 3.11 In 2021, the five local authorities in Gwent moved from having five separate Public Service Boards to having one overall Gwent Public Service Board, with the first Gwent wide Public Service Board meeting in September 2021. In January 2022 an update to the Monmouthshire Well-being Assessment was published for public consultation with the consultation closing on 18<sup>th</sup> February 2022. The final report was published on 5<sup>th</sup> May 2022 and is being used to develop the Gwent Well-being plan which will be published by May 2023 to cover the period up to 2028. The Well-being Plan has informed the preparation of the RLDP.

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

- 3.12 Of note, work on two 21<sup>st</sup> Century Schools in the County has been completed, Monmouth Comprehensive School and Caldicot Comprehensive School. The Council is working with Aecom and Morgan Sindall to deliver the 21<sup>st</sup> Century Schools Band B project, Abergavenny 3-19 School. The project commenced on site on 25<sup>th</sup> July 2022, the school building is scheduled for completion in the summer of 2024 with the demolition of the existing school and sports pitches scheduled to be completed by May 2025. Our final school, Chepstow School, is in Band C and work will not commence on this project for at least another 3 years. Progress on schools in the County reflects a key corporate priority of children having the best possible start in life and no-one being left behind.

### **Climate and Nature Emergency**

- 3.13 In May 2019 Monmouthshire County Council declared a Climate Emergency. The Council is looking to reduce its carbon emissions, including by reducing its energy use, generating solar power and encouraging electric cars. The target is to reduce council carbon emissions to zero by 2030. During summer 2019, the Council developed an action plan and strategy to set out how this would be achieved. The action plan was adopted by the Council in October 2019 and has ten broad objectives focusing on

energy, transport, green spaces, waste and procurement. An update on progress against each of the actions in the plan was published in June 2021 with the majority of actions progressing as planned or showing some progress.

- 3.14 In November 2021 an amended Climate Emergency Strategy and Action Plan was published. This document aims to bring the strategy up to date but does not change the substance. Continued progress on the action plan will be reported in future AMRs and will inform the preparation of the RLDP.

## General Economic Trends

### Economic Activity

- 3.15 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 during the current monitoring period the percentage of the economically active who are in employment has decreased to 77.8%, at the same time the percentage of the economically active who are unemployed has remained at 2.9%. The proportion of those economically active who are unemployed in the County remains lower than the Wales figure. The Gross pay for full-time workers resident in the County remains at a higher level in Monmouthshire than in Wales as a whole (+20.7%). Such changes are not considered to be so significant as 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

|                       | Monmouthshire | Wales |
|-----------------------|---------------|-------|
| April 2011-March 2012 | 73.8%         | 66.7% |
| April 2012-March 2013 | 74.2%         | 67.6% |
| April 2013-March 2014 | 73.0%         | 69.5% |
| April 2014-March 2015 | 74.5%         | 69.3% |
| April 2015-March 2016 | 78.8%         | 71.1% |
| April 2016-March 2017 | 76.5%         | 71.4% |
| April 2017-March 2018 | 78.0%         | 72.7% |
| April 2018-March 2019 | 77.7%         | 73.1% |
| April 2019-March 2020 | 79.5%         | 73.7% |
| April 2020-March 2021 | 78.3%         | 72.2% |
| April 2021-March 2022 | 77.8%         | 73.6% |
| April 2022-March 2023 | 77.0%         | 73.6% |

Source: Nomis (Annual Population Survey, August 2022)

### 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%  |

|                       | <b>Monmouthshire</b> | <b>Wales</b> |
|-----------------------|----------------------|--------------|
| April 2016-March 2017 | <b>2.9%</b>          | <b>4.4%</b>  |
| April 2017-March 2018 | <b>3.5%</b>          | <b>4.9%</b>  |
| April 2018-March 2019 | <b>3.0%</b>          | <b>4.5%</b>  |
| April 2019-March 2020 | <b>2.7%</b>          | <b>3.7%</b>  |
| April 2020-March 2021 | <b>2.9%</b>          | <b>4.0%</b>  |
| April 2021-March 2022 | <b>2.9%</b>          | <b>3.8%</b>  |
| April 2022-March 2023 | <b>2.4%</b>          | <b>3.4%</b>  |

Source: Nomis (Annual Population Survey, August 2022)

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

|      | <b>Monmouthshire</b> | <b>Wales</b>   |
|------|----------------------|----------------|
| 2011 | <b>£560.3</b>        | <b>£455.1</b>  |
| 2012 | <b>£530.7</b>        | <b>£454.9</b>  |
| 2013 | <b>£579.5</b>        | <b>£475.3</b>  |
| 2014 | <b>£582.1</b>        | <b>£480.0</b>  |
| 2015 | <b>£610.5</b>        | <b>£487.6</b>  |
| 2016 | <b>£619.4</b>        | <b>£499.2</b>  |
| 2017 | <b>£619.6</b>        | <b>£505.9</b>  |
| 2018 | <b>£638.5</b>        | <b>£518.6</b>  |
| 2019 | <b>£649.6</b>        | <b>£540.7</b>  |
| 2020 | <b>£642.90</b>       | <b>£541.70</b> |
| 2021 | <b>£688.80</b>       | <b>£570.60</b> |
| 2022 | <b>£714.80</b>       | <b>£603.50</b> |

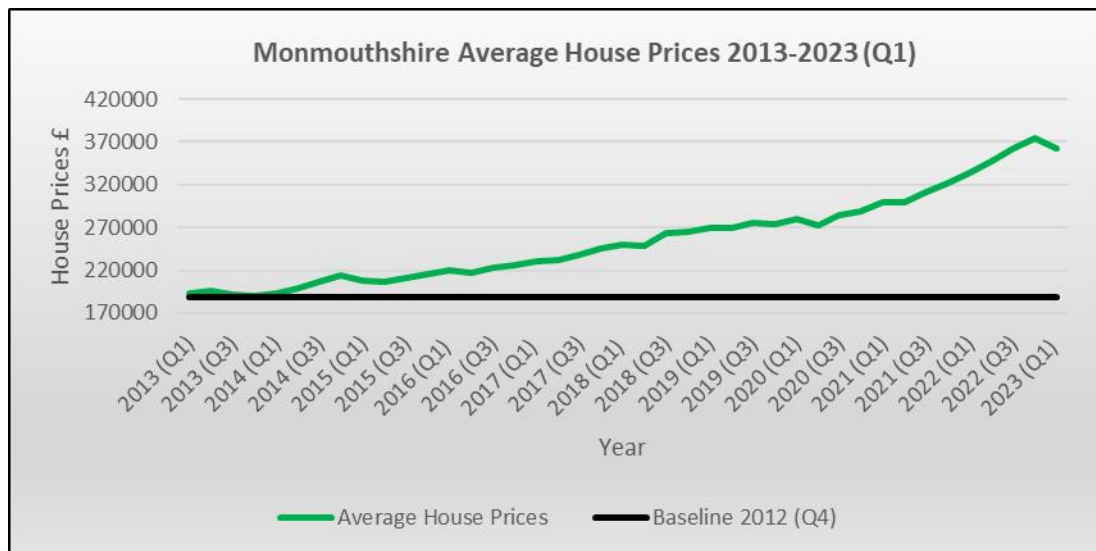
Source: Nomis (Annual Survey of Hours and Earnings, July 2022)

- 3.16 There appears to have been a recovery in earnings during the monitoring period, following a marginal decline in Monmouthshire during the last monitoring period. With average earnings in Monmouthshire increasing by 7.1% compared to 5.3% for Wales as a whole. This decline may well have been as a result of the lockdowns associated with the Covid-19 pandemic. Evidence continues to suggest that the income for economically active women who are resident 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 Plan revision.

### **House Prices**

- 3.17 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 2023 (January to March) at £362,921 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.

3.18 A number of recent events and proposals, including the abolition of the Severn Bridge tolls in December 2018, plans for the South East Wales Metro together with wider opportunities associated with the Cardiff Capital Region City Deal agenda and the rising cost of living could have potential impacts on house prices in Monmouthshire. It is notable in the graph that while house prices have continued to rise since Q3 2020, there is a dip in house prices in the first quarter of 2023. This is likely to reflect the impact of the increase in interest rates and rising cost of living.



Source: Land Registry UK House Price Index (November 2023)

## 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 and for the RLDP. 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> |

|                        |   |
|------------------------|---|
|                        | <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.</p>  |
| <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 2 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 or no applicable data during the monitoring period                                    |

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

- 4.6 As detailed in paragraphs 2.16-2.18, a full review of the Monmouthshire LDP commenced in 2017 and culminated with the publication of the Final Review Report in March 2018. The report concluded that the LDP should be revised and that this should take the form of a full revision procedure, i.e. a new LDP.

**Sustainability Appraisal Monitoring Framework**

- 4.7 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 62 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 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 are no contextual changes for this period.

| Indicator   | Target<br><i>(Previous AMR Performance)</i>   | Trigger for Further Investigation  | Performance<br>1 April 2022 –<br>31 March<br>2023 |              |
|---|---|--|---|--------------|
| 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><br><br><i>(2014-15: 27%)</i><br><i>(2015-16: 40.2%)</i><br><i>(2016-17: 38.2%)</i><br><i>(2017-18: 71.3%)</i><br><i>(2018-19: 60.3%)</i><br><i>(2019-20: 60.11%)</i><br><i>(2020-21: 54.2%)</i><br><i>(2021-22: 43.5%)</i> |  |   | <b>45.2%</b> |
|   | <b>b) Severnside Settlements 33%</b><br><br><i>(2014-15: 43%)</i><br><i>(2015-16: 8.1%)</i><br><i>(2016-17: 19.3%)</i><br><i>(2017-18: 5.4%)</i><br><i>(2018-19: 16.9%)</i><br><i>(2019-20: 24.43%)</i><br><i>(2020-2021: 32.7%)</i>                |  |   | <b>36.4%</b> |

|  |  |  |              |
|--|--|--|--------------|
|  | (2021-22: 45.9%)   |  |              |
|  | <b>c) Rural Secondary Settlements 10%</b>  |  | <b>10.2%</b> |
|  | (2014-15: 6%)<br>(2015-16: 37.2%)<br>(2016-17: 21.4%)<br>(2017-18: 12.2%)<br>(2018-19: 16.7%)<br>(2019-20: 3.65%)<br>(2020-21: 2.6%)<br>(2021-22: 5.26%) |  |              |
|  | <b>d) Rural General 16%</b>  |  | <b>8.2%</b>  |
|  | (2014-15: 24%)<br>(2015-16: 14.5%)<br>(2016-17: 21%)<br>(2017-18: 11.1%)<br>(2018-19: 6.1%)<br>(2019-20: 11.79%)<br>(2020-21: 10.5%)<br>(2021-22: 5.26%) |  |              |

**Analysis – Dwelling Completions**

A total of 343 dwelling completions were recorded for this monitoring period. Completion rates will continue to be monitored closely to particularly given that the LDP has reached the end of its Plan period and as an evidence base for the preparation of the RLDP.

**a) Main Towns**

Of the 343 completions recorded during the monitoring period, 45.2% (155 dwellings) were in the County’s main towns. This is slightly higher than the identified target of 41% but within the +/- 10% flexibility range. Accordingly, the trigger for further investigation has not been reached. Chepstow accounted for the highest number of main town completions at 123 units (79%). Abergavenny accounted for 19% with 29 completions and Monmouth only 2% with 3 completions.

Of the completions in Chepstow the majority related to the allocated LDP site at Fairfield Mabey (SAH3) where 97 dwellings were completed. The remainder of completions related to small sites\*\*\*. In Abergavenny 16 dwellings were completed on the LDP allocated Deri Farm site (SAH1), with the remaining completions on small sites\*\*\*. Of the completions in Monmouth, two related to small sites\*\*\* with the remaining completion a LDC. Phosphates has clearly impacted on completion rates in Monmouth.

The majority of completions in the main towns related to market dwellings (130 dwellings/84%), with the majority in Chepstow (100 market dwellings). A total of 25 affordable completions were recorded, with 23 in Chepstow (6 at the Fairfield Mabey allocated site; 17 at former garage sites) and 2 in Abergavenny. There were no affordable dwelling completions in Monmouth.

The percentage of dwelling completions recorded in the main towns during this monitoring period of 45.2% is similar to last year's monitoring period but lower than the 2017-2021 monitoring periods (2021 – 22 43.5%, 2020 – 21 54.2%, 2019 – 20, 60.11%, 2018-19, 60.3% and 2017-18, 71.3%). It nevertheless remains higher than in the first three monitoring periods (2016 – 2017, 38.2%, 2015 – 2016, 40.2% and 2014 – 2015, 27%). These trends are considered to reflect the time attributed to getting the LDP allocations in position to deliver dwellings, evidenced by the contribution LDP allocations made to the main towns' completion figures (with two allocated LDP sites at Fairfield Mabey and Deri Farm accounting for 73% of the main town completions). The ongoing phosphate issue affecting the River Usk and River Wye catchment areas has also had an adverse impact on completions in Abergavenny and Monmouth.

Delivery rates will continue to be monitored closely to particularly given that the LDP has reached the end of its Plan period and as an evidence base for the preparation of the RLDP. 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 delivery of new housing in the Main Towns.

#### **b) Severnside Settlements**

The Severnside Settlements accounted for 36.4% (125) of dwelling completions recorded during the monitoring period. This is slightly higher than the identified target of 33% but within the +/- 10% flexibility range, and as such the trigger for further investigation has not been reached.

LDP allocated sites at Sudbrook Paper Mill (SAH7) and Phase 1 Rockfield Farm, Undy accounted for 36% (45 dwellings) and 30% (38 dwellings) of these completions respectively. The major windfall site at Church Road, Caldicot (approved through the unallocated sites policy) accounted for a further 40 completions (32%). The remaining 2 completions were small sites\*\*\*. All of the completions recorded in Severnside related to market dwellings.

The LDP allocated site at Crick Road, Portskewett (SAH2) is currently under construction, with completions expected during the next monitoring period 2023/24. Similarly, while progress has been slower than anticipated on Strategic Housing allocation SAH6 – Land at Vinegar Hill, a planning application for 155 units received planning permission subject to the signing of a S106 Agreement on 16 June 2022, with completions anticipated on site in 2023/24. Further details on the progress of these and other LDP allocations is set out in the analysis of strategic housing sites (Policy S3).

Over the last two monitoring periods, Severnside recorded a higher proportion of overall completions than the earlier monitoring periods, which is reflective of a number of large LDP allocations delivering on sites. As such, there is not considered to be any significant

issue with the implementation of the Plan's spatial strategy in relation to dwelling completions in the Severnside area.

**c) Rural Secondary Settlements**

A total of 35 dwelling completions were recorded during the monitoring period within the Rural Secondary Settlements, accounting for 10.2% of all completions in the County. This is in line with the identified target of 10%, and as such the trigger for further investigation has not been reached.

The major windfall site at Grove Farm, Llanfoist (approved through the unallocated sites policy) accounted for the majority of completions in the rural secondary settlements, with 31 completions (88.6%), of which 14 were affordable. A further 3 completions were recorded in Raglan and 1 in Usk (all of which were market dwellings).

The completion rate is higher than the previous three monitoring periods (2021/22 5.26%, 2020/21 2.6% & 2019/20 3.65%). This reflects progress at the Grove Farm site in Llanfoist. Of note the LDP allocated site, Land at Chepstow Road (SAH10(iii)), Raglan, was approved in July 2023.

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 completions delivered from this tier of the settlement hierarchy.

**d) Rural General**

A total of 28 dwelling completions were recorded during the monitoring period in the County's Rural General areas, which includes the Main Villages and Minor Villages listed in Policy S1, as well as homes in the open countryside. These completions account for 8.2% of the overall completions in the County. While this is lower than the identified target of 16%, it is within the +/- 10% flexibility range and, as such, the trigger for further investigation has not been reached.

Main Villages recorded 20 dwelling completions over the monitoring period (71.4%). The Main Village LDP allocated site at Well Lane Devauden (SAH11(ii)), accounted for the majority of these completions, with 15 dwellings completions (9 of which are affordable). A further 5 completions were recorded in other Main Villages, all of which related to market dwellings.

A total of 3 completions were recorded in Minor Villages comprising two dwellings and a barn conversion, all of which related to market dwellings.

The remaining 5 completions related to dwellings delivered in the open countryside. All of which relate to market dwellings and involved the conversion or change of use of an existing building.

The Main Village site at the Carpenter's Arms, Llanishen (SAH11(ix)(a)) for 8 affordable dwellings is under construction and progressing well and expected to contribute to completions during the next monitoring period.

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 General areas as set out in Policy S1.

**Recommendation**

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<br><i>(Previous AMR Performance)</i>   | Trigger for Further Investigation  | Performance<br>1 April 2022 -<br>31 March<br>2023 |
|--|---|--|---|
| 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><br><br><i>(2014-15: 81%)</i><br><i>(2015-16: 31%)</i><br><i>(2016-17: 30.2%)</i><br><i>(2017-18: 59.61%)</i><br><i>(2018-19: 29.6%)</i><br><i>(2019-20: 13.5%)</i><br><i>(2020-21: 54.2%)</i><br><i>(2021-22: 23.1%)</i> |  |   |

|  |   |  |              |
|--|---|--|--------------|
|  | <b>f) Severnside Settlements 33%</b><br><br><i>(2014-15: 11%)</i><br><i>(2015-16: 10%)</i><br><i>(2016-17: 54.1%)</i><br><i>(2017-18: 24.15%)</i><br><i>(2018 - 19: 53.2%)</i><br><i>(2019 - 20: 61.8%)</i><br><i>(2020-21: 32.7%)</i><br><i>(2021-22: 23.1%)</i> |  | <b>71.6%</b> |
|  | <b>g) Rural Secondary Settlements 10%</b><br><br><i>(2014-15: 1%)</i><br><i>(2015-16: 37%)</i><br><i>(2016-17: 5.2%)</i><br><i>(2017-18: 10.26%)</i><br><i>(2018-19: 8.0%)</i><br><i>(2019-20: 2.4%)</i><br><i>(2020-21: 2.6%)</i><br><i>(2021-22: 5.1%)</i>      |  | <b>0.9%</b>  |
|  | <b>h) Rural General 16%</b><br><br><i>(2014-15: 7%)</i><br><i>(2015-16: 22%)</i><br><i>(2016-17: 10.5%)</i><br><i>(2017-18: 5.98%)</i><br><i>(2018-19: 9.2%)</i><br><i>(2019-20: 22.3%)</i><br><i>(2020-21: 10.5%)</i><br><i>(2021-22: 48.7%)</i>                 |  | <b>8.7%</b>  |

**Analysis – Dwelling Permissions**

Dwelling permissions in Monmouthshire during 2022-23 totalled 229 which is higher than recorded in previous two monitoring periods (39 permissions in 2021-22 and 86 permissions in 2020-21). The increase in permissions recorded during this monitoring period is predominantly due to the LDP allocated site at Vinegar Hill Undy gaining permission for 155 homes. Of the 229 dwelling permissions, 179 (78.2%) related to market homes and 50 (21.8%) were affordable homes. The latter is a significant increase compared with last year, when all permissions related to market homes.

Dwelling permissions continued to be impacted water quality issues in relation to Phosphates affecting the River Wye and River Usk, with developments required to demonstrate betterment or neutrality. Solutions are being investigated but no strategic solution for phosphates was available during the monitoring period. This is having a significant impact on the number of housing sites being brought through the planning system. In addition, the majority of the LDP allocated sites have gained permission/been developed which will impact of the number of dwelling permissions recorded in future AMRs.

Dwelling permission rates will continue to be monitored closely to particularly given that the LDP has reached the end of its Plan period and as an evidence base for the preparation of the RLDP.

#### **e) Main Towns**

Of the 229 dwellings granted planning permission during the monitoring period, 18.8% (43 units) were in the County's Main Towns of Abergavenny, Monmouth and Chepstow. This falls below the +/- 10% flexibility allowance of the identified LDP target (41%) and accordingly, the trigger for further investigation has been reached.

Chepstow accounted for the majority of dwelling permissions recorded at 88.4% (38 homes), with Monmouth accounting for 9.3% (4 homes) and Abergavenny 2.3% (1 home). The permissions were made up of 12 applications, all of which are classified as small sites, contributing to the Plan's small site allowance. Of these, 5 applications related to change of use and conversions accounting for 27 units. The remaining 7 applications related to redevelopment/new build dwellings, providing a total of 16 units.

As anticipated in earlier AMRs, the proportion of permissions in the main towns has decreased due to the allocated Strategic Housing Sites in Abergavenny, Monmouth and Chepstow gaining planning permission in previous monitoring periods. The ongoing phosphate issue affecting the River Usk and River Wye catchment areas has also had an adverse impact on dwelling permissions in Abergavenny and Monmouth in recent years. An update on the progression of allocated sites in the Main Towns is provided in the strategic sites policy analysis (Policy S3).

Given the significant impact of riverine phosphate levels in the River Usk and Wye Catchment Areas on delivery of development in the Main Towns of Abergavenny and Monmouth, 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.

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

164 of the 229 dwellings granted planning permission during the monitoring period were in Severnside settlements equating to 71.6%. This is above the identified target for this area (33%) and accordingly, the trigger for further investigation has been reached.

The reason for the high proportion of dwelling permissions recorded in Severnside is due to the strategic LDP allocation at Vinegar Hill, Undy gaining consent. This site accounted for 155 of the homes permitted (94.5%), of which 116 were for market homes and 39



affordable. The remaining 9 dwelling permissions related to small sites, 8 of which were market homes and 1 affordable home.

As above, as other LDP strategic allocations have already gained consent/been developed, it is expected that dwelling permissions recorded in future LDP AMRs will be lower in this area.

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.

**g) Rural Secondary Settlements**

2 units (0.9%) of all dwellings permitted during the monitoring period were in the County's Rural Secondary Settlements. This is within the 10% indicator range of the LDP target of 10%; therefore, the trigger for further investigation has not been reached.

The two dwellings permitted related to conversions, one in Raglan and one in Usk, both of which were for market homes.

Given that all of the allocated LDP sites in the Rural Secondary Settlements have now been granted permission, (SAH10(ii) Land south of School Lane, Penperlleni and SAH10(i) Cwrt Burrium, Usk are both complete and outline permission on the SAH10(iii) Land at Chepstow Road, Raglan), together with the ongoing impact of phosphates, it is expected that dwelling permissions will be lower than the identified target in these settlements in future LDP AMRs.

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.

**h) Rural General**

20 (8.7%) of all dwellings permitted during the monitoring period were in the County's rural areas. This is within the 10% indicator range of the LDP target of 10%; therefore, the trigger for further investigation has not been reached.

The majority of the permissions in rural areas related to conversions/change of use applications (13 dwellings) in a range of rural settlements throughout Monmouthshire. Of the remaining permissions five related to new build and one related to a One Planet Development in Tintern.

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.

**Recommendation**

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

## Housing Provision

|                                      |   |
|--------------------------------------|---|
| <b>Monitoring Aim/Outcome:</b>       | To provide 4,500 dwelling units (including 960 affordable dwelling units) in the County over the plan period. |
| <b>Strategic Policy:</b>             | S2 Housing Provision  |
| <b>LDP Objectives Supported:</b>     | 1, 3 & 4  |
| <b>Other LDP Policies Supported:</b> | H1-H9, SAH1-SAH11   |

### Contextual Changes

The Adopted LDP covers the 10-year plan period 2011 – 2021, with 10 years’ worth of housing delivery monitoring against the 10 year housing requirement of 4,500 units reached in March 2021. However, as set out in the Minister for Housing and Local Government’s letter of September 2020, clarifying the provisions in the Planning Wales Act 2015 relating to Local Plan expiry dates, plans adopted prior to 4<sup>th</sup> January 2016 will remain the LDP for determining planning applications until replaced by a further LDP.

As a result of the introduction of water quality targets associated with the River Usk and River Wye catchments, planning applications submitted in these catchment areas need to demonstrate phosphate neutrality or betterment in its design and/or its contribution to the water body. This continues to have significant implications on development proposals within the affected river catchment areas. However, good progress is being made with addressing the phosphate issue and solutions explored to facilitate the continued delivery of the LDP and the preparation of the RLDP.

| Indicator   | Target<br><i>(Previous AMR Performance)</i>   | Trigger for Further Investigation  | Performance<br>1 April 2022 – 31 March 2023 |
|---|---|--|---|
| 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<br><br><i>(2014-15: 205)</i><br><i>(2015-16: 234)</i><br><i>(2016-17: 238)</i><br><i>(2017-18: 279)</i><br><i>(2018-19: 443)</i><br><i>(2019-20: 356)</i><br><i>(2020-21: 419)</i><br><i>(2021-22: 361)</i> | 10% less or greater than the LDP strategy build rate for 2 consecutive years | <b>343</b>                                  |

|  |   |  |  |
|--|---|--|--|
| <p>2. The annual level of housing completions monitored against the Average Annual Requirement (AAR)**</p> | <p>Difference between actual annual completions and the AAR</p> <p><i>(2014-15: -245 units (-54.4%))</i><br/> <i>(2015-16: -216 units (-48%))</i><br/> <i>(2016-17: -212 (-47.1%))</i><br/> <i>(2017-18: -171 units (-38%))</i><br/> <i>(2018-19: -7 units (-1.6%))</i><br/> <i>(2019-20: -94 units (-20.9%))</i><br/> <i>(2020-21: -31 units (-6.9%))</i></p>                | <p>Under delivery of annual completions on two consecutive years</p> | <p><b>No longer recorded as 10 years' worth of housing delivery monitoring against the 10-year housing requirement of 4,500 units reached in March 2021.</b></p>   |
| <p>3. Total cumulative completions monitored against the cumulative requirement (Cumulative AAR)**</p>     | <p>Difference between the cumulative completions and the cumulative AAR</p> <p><i>(2014-15: -769 units (-42.7%))</i><br/> <i>(2015-16: -985 units (-43.8%))</i><br/> <i>(2016-17: -1197 (-44.3%))</i><br/> <i>(2017-18: -1368 units (-43.4%))</i><br/> <i>(2018-19: -1375 units (-38.2%))</i><br/> <i>(2019-20: -1469 (-36.3%))</i><br/> <i>(2020-21: -1500 (-33.3%))</i></p> | <p>Under delivery of completions on two consecutive years</p>        | <p><b>-1,500 (33.3%) recorded for 10 years of monitoring in the 2020-21 AMR</b></p> <p><b>A further 361 units were delivered during the 2021-22 monitoring period and 343 during this monitoring period.</b></p> |
| <p>4. Density of housing permitted on allocated sites♦</p>   | <p>Meet the target densities set out in</p>   | <p>Planning permissions</p>  | <p><b>28.9 dph</b></p>   |

|  |  |  |  |
|--|--|--|--|
|  | site allocation policies SAH1 to SAH10   | granted that do not meet these densities |  |
| 5. 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. Progress on meeting need discussed below.</b> |

**Analysis**

1. Whilst the method by which the monitoring of housing delivery changed during the 2019-20 monitoring period, this indicator measures completions against the completion target (488) from Plan adoption in 2014 rather than from 2011, the beginning of the Plan period. However, as noted above the Adopted LDP covers the 10-year plan period 2011 – 2021, with 10 years' worth of housing delivery monitoring against the 10 year housing requirement of 4,500 units reached in March 2021. The number of completions achieved during the monitoring period is therefore noted for information only. 343 dwellings were built during the monitoring period (295 general market and 48 affordable).

61.5% of all completions were on allocated sites (211 units), including Deri Farm, Abergavenny (16), Fairfield Mabey, Chepstow (97), Sudbrook Paper Mill (45), Rockfield Farm, Undy (38) and Land at Well Lane Devauden (15). Large windfall sites accounted for a further 71 units (21%) and small sites accounted for the remaining 61 units (17.5%). The Church Road site in Caldicot accounted for over half of the windfall completions with 40 units.

The progression of LDP allocated sites continue to account for the higher level of completions recorded during this period compared to earlier monitoring periods. This is set to continue over the next few years as the sites are built out and the windfall completion rate is forecast to decline. The restrictions on development related to the phosphate water quality issues in the River Wye and River Usk catchments also have implications for the ongoing delivery of development in the County. Delivery rates will continue to be monitored closely particularly given that the LDP has reached the end of its Plan period and as an evidence base for the preparation of the RLDP.

2. & 3. In March 2020, Welsh Government announced changes to the way in which housing delivery is to be monitored. The changes remove the five-year housing land supply policy and replace it with a policy statement making it explicit that the housing trajectory, as set out in the adopted LDP, will be the basis for monitoring the delivery of development plan housing requirements as part of LDP Annual Monitoring Reports. The way in which this should be undertaken is set out in the Development Plans Manual (DPM) (Edition 3) (March 2020).

Those LPAs, including Monmouthshire, who adopted their LDP prior to the publication of the DPM and so have not prepared a housing trajectory, are required to use the Average Annual Requirement (AAR) method as the primary indicator to measure housing delivery, and to include the trajectory approach within the AMR. The AAR for the adopted LDP equates to 450 dwellings per annum, the LDP requirement of 4,500 dwellings divided by the 10-year Plan period. This is the figure against which LDP dwelling delivery is monitored. The Plan period ended at the end of 2021, however in line with the Minister for Housing and Local Government's letter of September 2020, clarifying the provisions in the Planning Wales Act 2015 relating to Local Plan expiry dates, plans adopted prior to 4th January 2016 will remain the LDP for determining planning applications until replaced by a further LDP. Continuing with the monitoring of housing delivery in the County is therefore considered to be a useful exercise and provides helpful data for the RLDP preparation.

### **Annual Completions Compared against the AAR**

The first of the Development Plans Manual indicators measures the annual level of housing completions monitored against the AAR. The DPM states that this must be presented clearly in the AMR both in numerical and percentage terms (plus/minus x %) and that the trigger for further investigation should be under delivery of annual completions on two consecutive years. As indicated in the table below, whilst the Plan under delivered in the early years of the Plan period, housing completions were much closer to the AAR towards the end of the 10-year plan period, -7 units (-1.6%) in 2018/19, -94 units (-20.9%) in 2019/20, -31 (-6.9%) in 2020/21. This is due in main to the speed with which the strategic sites have come forward.

This indicator is no longer recorded as 10 years' worth of housing delivery monitoring against the 10-year housing requirement of 4,500 units reached in March 2021. However, the trigger for Plan review as a result of under delivery of housing completions was met in previous AMRs and work on the RLDP is progressing. Table 1 provides a summary table of annual completions.

### **Cumulative Completions Compared against the Cumulative AAR**

The second of the Development Plans Manual (DPM) indicators measures the total cumulative completions monitored against the cumulative requirement (Cumulative AAR). Again, the DPM states that this must be presented clearly in the AMR both in numerical and percentage terms (plus/minus x %) and that the trigger for further investigation should be under delivery of completions for two consecutive years. There has been under delivery of cumulative completions since the beginning of the Plan period and so the trigger has been met. However, AMRs for the later years of the LDP plan period note that the % of under delivery has steadily declined as the strategic sites have come forward. More detailed analysis of progress on strategic sites can be found in the section on Strategic Housing Sites (Policy S3).

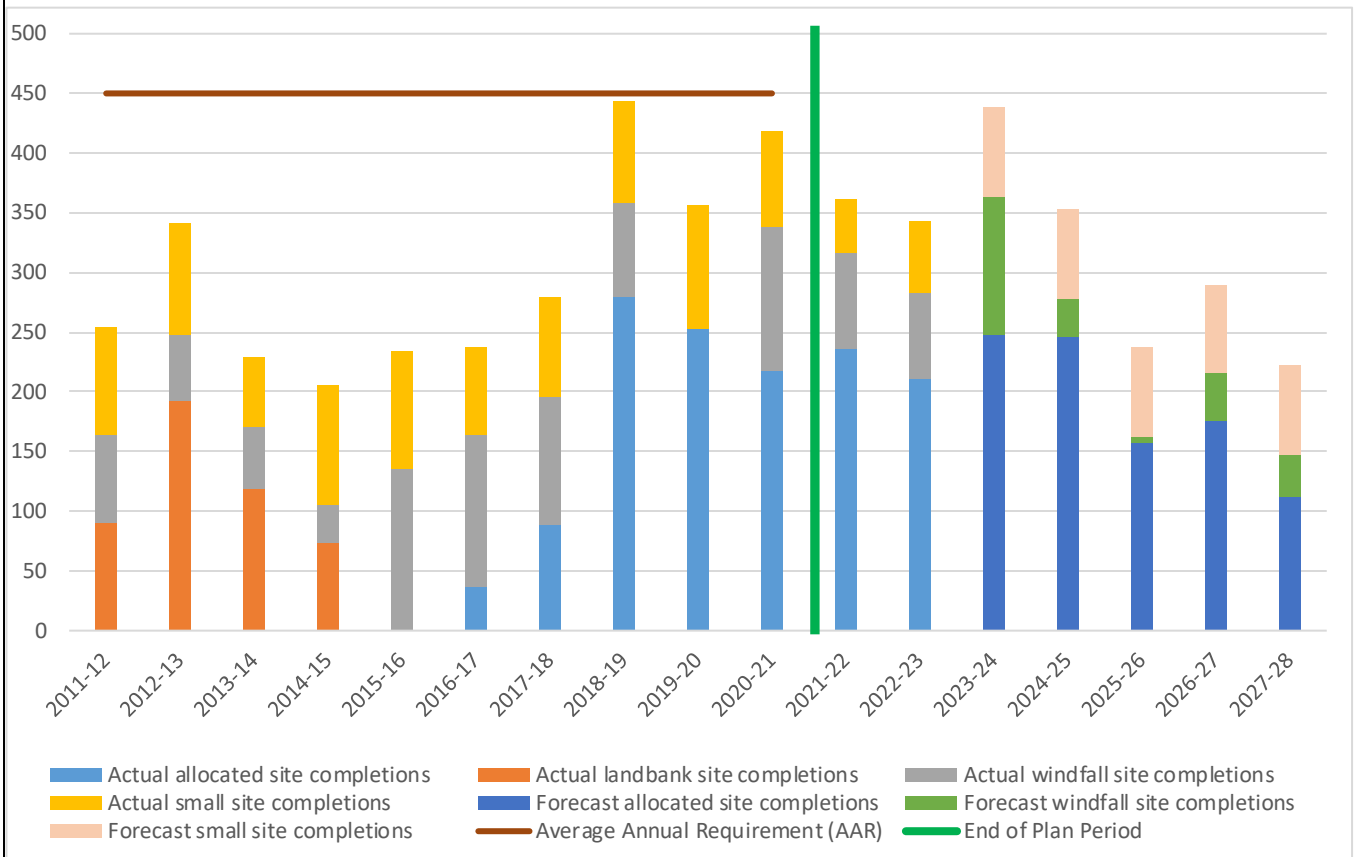
Ten years' worth of completions were recorded during the 2020-21 monitoring period, with the Plan delivering a shortfall of -1,500 units (33.3%) at that point when compared to the 10-year Plan requirement of 4,500 units. However, as noted above a further 361 units were completed during the 2021/22 monitoring period and 343 during the 2022/23 monitoring period and are included in the table below for information.

### **Housing Development Trajectory 2011-2028**

The DPM also requires that the components of housing supply, including site allocations, large and small windfalls should be monitored separately and included on a graph to be included in the AMR. A housing

trajectory has been prepared and is shown in the table and graph below. Detailed information with regard to the timing and phasing of sites included in the trajectory are included at Appendix 1. As the end of the Plan period has been reached this exercise takes the trajectory into the RLDP Plan period and covers the five-year period 2023-2028.

### Housing Development Trajectory 2011-2028



This information clearly shows that in the early years of the LDP the majority of completions were coming from the landbank of sites from the previous Plan. In recent years, however, as the Strategic Sites have gained permission they have contributed significantly to total completions, with this trend continuing for the next few years. However, as these sites are built out and limited windfall opportunities are emerging, potentially due to limited brownfield sites in the County and phosphate issues restricting development, completion rates are forecast to reduce further. These forecasts do not however, include any contribution from the emerging RLDP which will improve housing land supply as the plan progresses to adoption. In the meantime, however, the timescale between the two plans is an area of concern for its implications on housing delivery in the County.

**Table 1 – Annual Completions Compared against the AAR**

| LDP Year                                       | Monitoring contributing to 10-year housing requirement of 4,500 units |             |             |             |             |             |             |             |             |             | 2021/<br>22<br>AMR<br>period | 2022/<br>23<br>AMR<br>period | 5 - year Trajectory 2023/24 – 2027/28 |             |             |             |             |
|--|---|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|------------------------------|------------------------------|---------------------------------------|-------------|-------------|-------------|-------------|
|  | 1   | 2           | 3           | 4           | 5           | 6           | 7           | 8           | 9           | 10*         |                              |                              |                                       |             |             |             |             |
| Year   | 2011-<br>12   | 2012-<br>13 | 2013-<br>14 | 2014-<br>15 | 2015-<br>16 | 2016-<br>17 | 2017-<br>18 | 2018-<br>19 | 2019-<br>20 | 2020-<br>21 | 2021-<br>22                  | 2022-<br>23                  | 2023-<br>24                           | 2024-<br>25 | 2025-<br>26 | 2026-<br>27 | 2027-<br>28 |
| Actual completions landbank sites <sup>7</sup> | 90  | 193         | 118         | 73          | 0           | 0           | 0           | 0           | 0           | 0           | 0                            | 0                            |                                       |             |             |             |             |
| Actual completions allocated sites             | 0   | 0           | 0           | 0           | 0           | 36          | 89          | 279         | 252         | 217         | 236                          | 211                          |                                       |             |             |             |             |
| Actual completions windfall sites              | 74  | 55          | 53          | 33          | 135         | 128         | 107         | 80          | 0           | 121         | 80                           | 71                           |                                       |             |             |             |             |
| Actual completions small sites                 | 90  | 94          | 59          | 99          | 99          | 74          | 83          | 84          | 104         | 81          | 45                           | 61                           |                                       |             |             |             |             |
| Anticipated completions allocated sites        |   |             |             |             |             |             |             |             |             |             |                              |                              | 248                                   | 246         | 158         | 175         | 112         |
| Anticipated completions windfall sites         |   |             |             |             |             |             |             |             |             |             |                              |                              | 116                                   | 32          | 5           | 40          | 35          |
| Anticipated completions small sites            |   |             |             |             |             |             |             |             |             |             |                              |                              | 75                                    | 75          | 75          | 75          | 75          |
| <b>Total Actual Completions</b>                | <b>254</b>  | <b>342</b>  | <b>230</b>  | <b>205</b>  | <b>234</b>  | <b>238</b>  | <b>279</b>  | <b>443</b>  | <b>356</b>  | <b>419</b>  | <b>361</b>                   | <b>343</b>                   | <b>439</b>                            | <b>353</b>  | <b>238</b>  | <b>290</b>  | <b>222</b>  |

<sup>7</sup> Landbank sites are those sites which were allocated for development in previous Plans



|   |       |       |       |       |       |       |       |      |       |      |     |     |     |     |     |     |     |
|---|-------|-------|-------|-------|-------|-------|-------|------|-------|------|-----|-----|-----|-----|-----|-----|-----|
| Average Annual Reqt. (Based on straight line AAR) | 450   | 450   | 450   | 450   | 450   | 450   | 450   | 450  | 450   | 450  | N/A | N/A | N/A | N/A | N/A | N/A | N/A |
| Completions against the AAR                       | -196  | -108  | -220  | -245  | -216  | -212  | -171  | -7   | -94   | -31  | N/A | N/A | N/A | N/A | N/A | N/A | N/A |
| Completions % +/-against the AAR                  | -43.6 | -24.0 | -48.9 | -54.4 | -48.0 | -47.1 | -38.0 | -1.6 | -20.9 | -6.9 | N/A | N/A | N/A | N/A | N/A | N/A | N/A |

\*LDP Plan Period ended 2020-21 – monitoring continued for information.

**Table 2 – Cumulative Completions Compared against the Cumulative AAR**

|   | Monitoring contributing to 10-year housing requirement of 4,500 units |         |         |         |         |         |         |         |         |         |         |         |
|---|---|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|
| LDP Year  | 1   | 2       | 3       | 4       | 5       | 6       | 7       | 8       | 9       | 10*     |         |         |
| Year  | 2011-12   | 2012-13 | 2013-14 | 2014-15 | 2015-16 | 2016-17 | 2017-18 | 2018-19 | 2019-20 | 2020-21 | 2021-22 | 2022-23 |
| Actual cumulative completions landbank sites <sup>8</sup> | 90  | 283     | 401     | 474     | 474     | 474     | 474     | 474     | 474     | 474     | 474     | 474     |
| Actual cumulative completions allocated sites             | 0   | 0       | 0       | 0       | 0       | 36      | 125     | 404     | 656     | 873     | 1109    | 1320    |
| Actual cumulative completions windfall sites              | 74  | 129     | 182     | 215     | 350     | 478     | 585     | 665     | 665     | 786     | 866     | 937     |
| Actual cumulative completions small sites                 | 90  | 184     | 243     | 342     | 441     | 515     | 598     | 682     | 786     | 867     | 912     | 973     |
| <b>Total Cumulative Completions</b>                       | 254   | 596     | 826     | 1031    | 1265    | 1503    | 1782    | 2225    | 2581    | 3000    | 3361    | 3704    |
| Average Annual Cumulative Reqt.                           | 450   | 900     | 1350    | 1800    | 2250    | 2700    | 3150    | 3600    | 4050    | 4500    | N/A     | N/A     |
| Completions against the Cumulative AAR                    | -196  | -304    | -524    | -769    | -985    | -1197   | -1368   | -1375   | -1469   | -1500   | N/A     | N/A     |
| Cumulative completions % +/- against the Cumulative AAR   | -43.6   | -33.8   | -38.8   | -42.7   | -43.8   | -44.3   | -43.4   | -38.2   | -36.3   | -33.3   | N/A     | N/A     |

<sup>8</sup> Landbank sites are those sites which were allocated for development in previous Plans

4. The strategic LDP allocation at Vinegar Hill gained planning permission during the current monitoring period. The density of development at the site is 28.9 dph, which is just below the target density of 30 dph.

5. The Approved 2016 Gypsy and Traveller Accommodation Assessment was agreed in May 2016 and covers the five-year period 2016-2021. This concluded that Monmouthshire has an estimated unmet need for eight permanent residential pitches to 2021. In accordance with the monitoring framework, the identified need had not been met by Spring 2017 so the trigger for further investigation has been reached. However, since 2017 a number of planning applications have been determined that address the unmet need identified in the GTAA. Further details are given below.

In addition, there has been progress in terms of progressing the recommendations of the GTAA, including the preparation and adoption of a Gypsy Traveller Pitch Accommodation Policy, which was approved and adopted by Single Member Cabinet Decision on 28th February 2018. The adoption of this policy was required before consideration could be given to the identification of suitable Gypsy Traveller sites

As reported in previous AMRs, 2 planning applications for Gypsy/Traveller accommodation were refused over the 2016-17 period. The applications related 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.

The Llangeview application (DC/2015/01424) was subsequently allowed at appeal in October 2017 for a permanent site for 7 pitches and associated development resulting in an additional 5 pitches.

The 4-pitch private Gypsy site in Llancayo (DC/2016/00297) was dismissed at appeal in December 2017 on all but one of the grounds. The inspector allowed in respect of ground (g) only, relating to the period of compliance with the Enforcement Notice, extending the period from 2 months to 12 months. This decision was challenged at the High Court by the appellant which failed in early 2021.

A planning application for a one family traveller site with 1 pitch at land northeast of Llanvetherine (DM/2018/00205) was refused on grounds of highway safety during the 2018-19 monitoring period. The applicant subsequently appealed the decision with an appeal hearing in February 2019. The appeal was dismissed on the grounds of highway safety.

A planning application for a change of use of land to accommodate two park homes and up to 4 touring caravans (private family site) was approved at land adjacent Sunnybank, Crick (DM/2019/01480). Although condition 3 of the permission stated that no part of the site shall be used by touring caravans and condition 4 limited the site to personal use. Application DM/2020/00883 sought to vary condition 3 and 4 to allow 4 touring pitches on the site and remove the restriction on personal use. This received a split decision with condition 3 relating to the touring caravans being approved and the removal of the personal restriction being refused (13/10/2020). This was the subject of a further modification of condition application in the last monitoring period to amend the named people that can reside on the site (DM/2021/00311), which was approved during the last monitoring period (26/05/2021).

A planning application for one traveller pitch incorporating a static caravan, touring caravan, conversion of existing stable block to a day/utility room was approved at land adjacent to Minnett's Lane, Rogiet during this monitoring period (DM/2021/01695).

LDP criteria-based policy H8 will be used to consider any applications for Gypsy/Traveller accommodation that arise in Monmouthshire. An updated Gypsy and Traveller Accommodation Assessment has been prepared to inform the RLDP and remains with Welsh Government awaiting approval.

**Recommendation**

1. Continue to progress the RLDP.
2. Continue to progress the RLDP.
3. Continue to progress the RLDP.
4. No action required at present. Continue to monitor.
5. Continue to progress with the identification of sites for inclusion in the RLDP to address the need identified in the Updated GTAA (subject to Welsh Government approval)

\*Core Indicators

\*\* Following the revocation of Technical Advice Note (TAN) 1: Joint Housing Land Availability Studies (January 2015) in its entirety this indicator has been changed to reflect the requirements of the Development Plans Manual (March 2020)

\*\*\*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<br>1 April<br>2022– 31<br>March 2023 |
|--|---|---|--|
| 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   |   | (250*)   |
|  | b) Crick Road, Portskewett  |   | (269*)   |
|  | c) Fairfield Mabey, Chepstow  |   | (373*)   |
|  | d) Wonastow Road, Monmouth  |   | (340*)   |
|  | e) Rockfield Farm, Undy   |   | (266*)   |
|  | f) Land at Vinegar Hill, Undy   |   | 155  |
|  | g) Former Paper Mill, Sudbrook  |   | (210*)   |

|  |  |  |      |
|--|--|--|------|
| 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<br>(2021-22 trajectory = 16 completions for 2022-23)                   |  | 16   |
|  | b) Crick Road, Portskewett<br>(2021-22 trajectory = 0 completions for 2022-23)                   |  | 0    |
|  | c) Fairfield Mabey, Chepstow<br>(2021-22 trajectory = 91 completions for 2022-23)                |  | 97   |
|  | d) Wonastow Road, Monmouth<br>(2021-22 trajectory = 0 completions for 2022-23)                   |  | 0*** |
|  | e) Rockfield Farm, Undy<br>(2021-22 trajectory = 38 completions for 2021-22)                     |  | 38   |
|  | f) Land at Vinegar Hill, Undy<br>(2021-22 trajectory = 0 completions for 2022-23)                |  | 0    |
|  | g) Former Paper Mill, Sudbrook<br>(2021-22 trajectory = 40)                                      |  | 45   |

|  |                                     |  |  |
|--|-------------------------------------|--|--|
|  | <i>completions for<br/>2022-23)</i> |  |  |
| <b>Analysis</b>  |                                     |  |  |
| <p><b>1. Dwelling Permissions</b></p> <p>In terms of allocated strategic sites, the strategic site at Vinegar Hill, Undy (DM/2022/01042) was granted planning permission during the current monitoring period. Consequently, all LDP strategic site allocations now have planning permission, four of which are under construction (Fairfield Mabey, Chepstow; Crick Road, Portskewett; Rockfield Farm, Undy; Vinegar Hill, Undy) or complete (Sudbrook Paper Mill and Deri Farm, Abergavenny). One site is partially complete (Wonastow Road, Monmouth), with the remaining phase at Drewen Farm currently engaged in pre-application enquiries following the announcement by Dwr Cymru Welsh Water that there is a strategic phosphate solution for Monmouth which is due to be installed by 31<sup>st</sup> March 2025.</p> <p>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.</p> <p><b>Deri Farm, Abergavenny (SAH1):</b></p> <p>Persimmon Homes submitted a full application (DC/2014/01360) for 250 residential units (201 market and 49 affordable dwellings) in November 2014. The progress of the application was slower than anticipated due to significant issues relating to site viability, particularly affordable housing provision and the undergrounding of overhead power lines. However, these issues were subsequently resolved, the application was approved in the 2017 - 2018 monitoring period and 250 dwellings have been completed to date.</p> <p>The housing trajectory prepared in consultation with the Housing Stakeholder Group shows that the site delivered 234 dwellings within the Plan period with all dwellings completed during the current monitoring period.</p> <p><b>Crick Road, Portskewett (SAH2):</b></p> <p>In the 2018/19 monitoring period Monmouthshire County Council and Melin Homes submitted a joint outline application (DM/2018/00696) for 291 residential units (218 market and 73 affordable units), this was granted permission in March 2019. During the 2019/20 monitoring period a reserved matters application (DM/2019/01041) for 269 residential units was approved (201 market and 68 affordable units). This is below the target number of units for the site (285) in the LDP. The drop in density of the site has been driven by changes to the proposed house types and by positive improvements to the design of the site. These improvements include Green Infrastructure that forms the north-south axis of the site, the ecological implications of a badger sett on the site which has led to greater protected open space, whilst the highway requirements have resulted in safer, more accessible links. Policy SAH2 allocates 1 hectare of B1, which has been replaced with a care home which will provide up to 32 beds on the area outlined for employment use. This is subject to a separate planning application, DM/2019/01629, which was granted permission on 26 February 2020. The acceptance of this loss has previously been justified in relation to the outline permission which was approved in an earlier monitoring period.</p> |                                     |  |  |

Whilst not strictly B1 employment a care home represents a form of employment and would result in job creation on the site.

The housing trajectory prepared in consultation with the Housing Stakeholder Group shows that the site has not delivered any dwellings within the Plan period. The site is now under construction and first completions on site are expected in 2023/24.

**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), small scale retail/food and drink floorspace (Use Classes A1 and A3) and multi-functional green and blue open space. Progress with the application was 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, the outstanding issues have since been resolved and the site gained outline planning permission for 450 units (432 market and approximately 18 affordable units on 1.5 acres of the site) in November 2017. The outline application at the Fairfield Mabey site reduced the employment provision from 2.8ha to 0.65ha of B1 land. A Reserved Matters Application (DM/2019/00001) was approved during the 2019/20 monitoring period for 347 units. The application was for the market housing element of the site and did not include the land identified for affordable housing or employment land; the affordable housing element of the site (26 units) was the subject of a separate application for which Reserved Matters has been permitted (DM/2019/01960(RM)). The site is currently under construction with 203 completions recorded to date. Of note, an additional six affordable homes have been delivered on the Mabey Site via the purchase of market homes by Pobl. This takes the total number of affordable homes to 32.

The housing trajectory prepared in consultation with the Housing Stakeholder Group expects the site to deliver the remaining dwellings on the site by 2024/25.

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

Outline permission was granted for up to 370 dwellings and 6.5ha 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 (238 market and 102 affordable units) which was granted permission in November 2015. The site was completed during the 2020/21 monitoring period.

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. The remaining phase at Drewen Farm is currently engaged in pre-application enquiries following the announcement by Dwr Cymru Welsh Water that there is a strategic phosphate solution for Monmouth which is due to be installed by 31<sup>st</sup> March 2025.

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

This site is allocated for 270 residential units and 2ha of serviced land for business and industrial use in the adopted LDP. An outline planning application was submitted in July 2016 (DC/2016/00883) for 266 units and 5,575 sq m of employment land (B1 use). For the purposes of the AMR, 265 units (198 market and 67 affordable units) are recorded as a net



gain, the existing farmhouse has a residential use and is being demolished so has been taken off the overall figure. Progress with the site has been slower than anticipated due to various issues, including archaeology. These issues have, however, been resolved and the outline application was approved in March 2018. A Reserved Matters application (DM/2018/01606) was granted planning permission for phase 1 of the site in February 2019 for 144 residential units. A reserved matters application (DM/2021/00357) for 120 affordable homes (MHA) was granted planning permission during the previous monitoring period.

The housing trajectory prepared in consultation with the Housing Stakeholder Group shows the site to have delivered 106 dwellings within the Plan period with the remaining phase 1 dwellings completed during the current monitoring period. Phase 2 is expected to be completed by 2026/27.

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

This site for 225 residential units is linked to the adjacent Rockfield Farm site and was expected to progress in tandem. Whilst initial progress on the site has been slow, MCC successfully bid for CCR funding to support the delivery of the site, which will enable a fully planning policy compliant scheme to be delivered despite viability pressures which had resulted in the site not coming forward. Since the allocation additional requirements have been introduced, mainly the requirement for a Sustainable Drainage System (SuDS) and this has reduced the amount of developable land on the allocation and therefore reduced the number of dwellings that are achievable on site. Additionally, some land parcels adjacent to the application site but within the allocation are within separate ownership and have not come forwards as previously anticipated, therefore further limiting the number of homes. The outline consent granted permission for up to 155 dwellings, with a reserved matters application (DM/2022/01042) providing 70 dwellings in combination with the existing 72 dwellings approved on the adjacent parcel, totalling 142 dwellings, which is considered to comply with the outline consent for up to 155 dwellings.

The housing trajectory prepared in consultation with the Housing Stakeholder Group did not expect the site to deliver any dwellings within the Plan period. The site is now under construction and the first completions on site are expected in 2023/24.

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

A 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 was slower than anticipated. However, these issues were subsequently resolved and the application was approved in the 2016/17 monitoring period (November 2016). Following a re-plan of part of the site the number of residential units on the site has decreased to 210. The site was completed during the current monitoring period.

The housing trajectory prepared in consultation with the Housing Stakeholder Group shows that the site delivered 165 dwellings within the Plan period, with all dwellings completed during the current monitoring period.

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. However, 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. The strategic allocation at Sudbrook Paper Mill gained consent in the 2016/17 monitoring period. Full planning permission was granted at the Deri Farm site along with outline permissions at Mabey Bridge, Chepstow and Rockfield Farm, Undy in the 2017/18 monitoring period, with Crick Road, Portskewett gaining permission during the 2019/20 monitoring period. The final strategic site, Vinegar Hill, Undy gained permission during the current monitoring period.

The housing trajectory figures demonstrate a Plan period shortfall (i.e. up to the end of 2021) of 1,092 dwellings from strategic sites. While there continues to be progress with strategic sites (with all sites now having planning permission and either under construction or complete<sup>9</sup>), there was a significant shortfall on the delivery of dwellings on strategic sites during the Plan period. This is primarily due to addressing constraints associated with bringing forward some of the strategic sites and the development plan process at the time did not require site viability and deliverability to be frontloaded in relation to site allocations in the Adopted LDP. The delays in sites 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. In particular the delivery of strategic sites has obvious implications for the spatial strategy and housing delivery (general market and affordable). For further information with regard to this see the policy analysis for Policy S1, S2 and S4.

Given the importance of delivering the strategic sites the Council will continue to monitor their progress closely.

## **2. Dwelling Completions**

Completions were recorded on the following allocated strategic sites during the monitoring period: Deri Farm, Abergavenny (16 completions), Fairfield Mabey, Chepstow (97 completions), Rockfield Farm, Undy (38 completions) and Sudbrook Paper Mill (45 completions). This is expected as all of these sites gained planning permission prior to this monitoring period. All of the completions recorded were in line with or exceeded the 2021-22 JHLAS trajectory. As evidenced above, it is anticipated that dwelling completions will align with the identified Housing Stakeholder Group agreed trajectory targets as the sites progress.

In light of guidance as set out in the Development Plans Manual (Ed 3) Monmouthshire County Council has produced a housing trajectory. Further analysis of the housing trajectory is included in the section on Policy S2 Housing Provision. Whilst the requirement to evidence a 5-year housing supply no longer applies it is useful to consider those units which are projected to be completed outside of the next 5 years.

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<sup>9</sup> SAH4 Wonastow Road, Monmouth site is partially complete, with the remaining phase at Drewen Farm currently engaged in pre-application enquiries following the announcement by Dwr Cymru Welsh Water that there is a strategic phosphate solution for Monmouth which is due to be installed by 31<sup>st</sup> March 2025.

### Housing Trajectory 2021-2023

|                                 | 2021-22             |                      | 2022-23             |                      | Change in Number of Units Outside next 5 years |
|---------------------------------|---------------------|----------------------|---------------------|----------------------|--|
|                                 | Within next 5 years | Outside next 5 years | Within next 5 years | Outside next 5 years |  |
| Deri Farm                       | 16                  | 0                    | -                   | -                    | -  |
| Fairfield Mabey                 | 267                 | 0                    | 170                 | 0                    | =  |
| Rockfield Farm                  | 160                 | 0                    | 120                 | 0                    | =  |
| Vinegar Hill                    | 155                 | 70                   | 142                 | 83                   | +13  |
| Wonastow Road (Taylor Wimpey) * | -                   | -                    | -                   | -                    | -  |
| Wonastow Road (Barratt) *       | -                   | -                    | -                   | -                    | -  |
| Wonastow Road (Drewen Farm)     | 0                   | 110                  | 110                 | 0                    | -110   |
| Crick Road                      | 200                 | 69                   | 269                 | 0                    | -69  |
| Sudbrook Paper Mill             | 45                  | 0                    | -                   | -                    | -  |

One strategic site has seen an increase in the number of units outside of the next 5-year period, Vinegar Hill, Undy. However, as above, land adjacent to the part of the site with planning permission but within the allocation is within separate ownership and has not come forwards as previously anticipated. Conversely, completions on the Wonastow Road Drewen Farm, Monmouth and Crick Road, Portskewett sites have come forward in the trajectory owing to the progress made during the monitoring period. Accordingly, there are 83 units which fall outside of the next 5 years (i.e. 2023 – 2028) in the 2023 housing trajectory, compared to 249 in the previous AMR.

#### Recommendation

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

\*Site permitted prior to this AMR monitoring period.

\*\*2021-22 Trajectory as this forecasts completions for 2022-23 period i.e. current monitoring period.

\*\*\*Site is complete.

## 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-SAH11

### 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<br><i>(Previous AMR Performance)</i>   | Trigger for Further Investigation  | Performance<br>1 April 2022– 31 March 2023 |
|--|---|--|--|
| 1. The number of additional affordable dwellings <b>built</b> over the plan period* <sup>1</sup> | Deliver 96 affordable dwellings per annum 2011-2021 (total of 960 over the plan period)<br><br><i>(2014-15: 17)</i><br><i>(2015-16: 63)</i><br><i>(2016-17: 47)</i><br><i>(2017-18: 84)</i><br><i>(2018-19:131)</i><br><i>(2019-20: 82)</i><br><i>(2020-21: 71)</i><br><i>(2021-22: 35)</i> | 10% less or greater than the LDP strategy build rate for 2 consecutive years 2011-2021                                       | <b>48</b>                                  |
| 2. Number of affordable dwellings <b>secured</b> 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<br><br><i>(2014-15: 35%)</i><br><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>100%</b>                                |

|  |   |  |   |
|--|---|--|---|
|  | <p>(2016-17: 43%)<br/> (2017-18: 16.5%)<br/> (2018-19: 32%)<br/> (2019-20: 100%)<br/> (2020-21: 23.35%)<br/> (2021-22: N/A)</p>   |  |   |
|  | <p>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</p> <p>(2014-15: 100%)<br/> (2015-16: N/A)<br/> (2016-17: 9.7%)<br/> (2017-18: 31.7%)<br/> (2018-19: 26%)<br/> (2019-20: 32%)<br/> (2020-21: N/A)<br/> (2021-22: N/A)</p> |  | <b>25%</b>                                  |
|  | <p>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</p> <p>(2014-15: 0%)<br/> (2015-16: 60%)<br/> (2016-17: 60%/20%)<br/> (2017-18: 62.5%)<br/> (2018-19: 60.0%)<br/> (2019-20: 67.5%)<br/> (2020-21: 60%/16%)<br/> (2021-22: N/A)</p> |  | <b>N/A<br/>(No applicable applications)</b> |
|  | <p>d) Minor villages: sites with capacity for 4 dwellings make provision for 3 to be affordable; and sites with capacity for 3</p>  |  | <b>N/A<br/>(No applicable applications)</b> |

|  |   |   |  |
|--|---|---|--|
|  | <p>dwelling make provision for 2 to be affordable.</p> <p>(2014-15: N/A)<br/> (2015-16: N/A)<br/> (2016-17: N/A)<br/> (2017-18: N/A)<br/> (2018-19: N/A)<br/> (2019-20: N/A)<br/> (2020-21: N/A)<br/> (2021-22: N/A)</p>  |   |  |
| <p>3. Number of affordable dwellings permitted/built on Main Village Sites as identified in Policy SAH11</p> | <p>Main Village sites to collectively deliver 20 affordable dwellings per annum 2014-2021</p> <p>(2014-15: 0)<br/> (2015-16: 9 permitted)<br/> (2016-17: 9 permitted/9 built)<br/> (2017-18: 5 permitted/0 built)<br/> (2018-19: 12 permitted/3 built)<br/> (2019-20: 9 permitted/0 built)<br/> (2020-21: 3 permitted/0 built)<br/> (2021-22: 0 permitted/ 0 built)</p> | <p>10% less or greater than the target build rate for 2 consecutive years</p> | <p><b>0 permitted/<br/>9 built</b></p> |
| <p>4. Number of affordable dwellings <b>built</b> through rural exception schemes</p>                        | <p>No target</p> <p>(2014-15: 0)<br/> (2015-16: 0)<br/> (2016-17: 0)<br/> (2017-18: 0 built/3 permitted)<br/> 2018-19: 4 (1 permitted)<br/> 2019-20: 4 (0 permitted)<br/> (2020-21: 0 permitted/0 built)<br/> (2022-22: 0 permitted/0 built)</p>  | <p>None</p>   | <p><b>0 built/ 0 permitted</b></p>     |

|  |  |   |                                    |
|--|--|---|------------------------------------|
| 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 | <b>Refer to analysis below (5)</b> |
|--|--|---|------------------------------------|

**Analysis**

1. A total of 48 affordable dwellings were completed during the monitoring period accounting for 14% of the total dwelling completions recorded. This is well below the LDP target of 96 affordable homes per annum. Housing delivery records covering the 10-year plan period 2011 - 2021 set out that the Plan has delivered 658 affordable homes compared to a target of 960 affordable homes (a shortfall of 302 affordable homes).

The delivery rate of affordable homes has fluctuated over previous monitoring periods ranging from 17 in 2014/15, 63 in 2015/16, 47 in 2016/17, 84 2017/18, 131 2018/19, 82 2019/20, 71 2020/21 and 35 in 2021/22. A total of 578 affordable homes have been delivered since the Plan’s adoption in 2014.

Of the 48 affordable housing completion recorded during the current monitoring period, allocated LDP sites accounted for 31% - Fairfield Mabey (SAH3) accounted for 6 homes and Land at Well Lane, Devauden (SAH11(ii)) accounted for 9 homes. The other affordable housing completions comprised small sites (two former garage sites in Chepstow, 17 homes, and Abergavenny, 2 homes) and a windfall site at Grove Farm, Llanfoist (14 homes).

The shortfall is largely attributable to the lead in period of the strategic housing sites, many of which continue to deliver homes now which contributes to the RLDP housing delivery: it is worth noting that there are 280 affordable homes with consent and due to be built in the near future. The impact of phosphates restrictions is also now affecting site commencements and therefore completions. This reduced trend of affordable housing delivery is therefore anticipated to continue in the short-term awaiting progress on the RLDP.

Affordable housing completion rates will continue to be monitored closely particularly given that the LDP has reached the end of its Plan period and as an evidence base for the preparation of the RLDP.

**2. Main Towns and Rural Secondary Settlements**

The proportion of affordable dwellings permitted on sites of 5 or more homes in the County’s main towns and rural secondary settlements during the monitoring period equated to 100% which is higher than the LDP target of 35%. However, this is based on one planning permission comprising a change of use from offices to 8 flats in Chepstow, all of which are for affordable homes (100% affordable housing scheme to be let by MHA).

**Sevenside Settlements**

One planning permission was recorded on sites of 5 or more dwellings in Sevenside settlements during the monitoring period. The related to the LDP strategic site – Land at Vinegar Hill, Undy (SAH6) – which was granted permission for 155 dwellings, of which 39 homes (25%) are affordable. This level of affordable housing provision meets the LDP target of 25% on sites of 5 or more dwellings in Sevenside.

**Main Villages**

No permissions were granted during the monitoring period for new housing sites of 3 or more homes in the Main Villages (see policy analysis for Policies S1 and S2). Of note, planning permission was granted for 8 dwellings in Little Mill, of which 3 are affordable (37.5%). However, this is not counted in the AMR figures as this comprised the demolition of an existing apartment block and the erection of 6 dwellings and 2 apartments as there is not net gain in dwellings.

**Minor Villages**

No permissions were granted during the monitoring period for small sites in Minor Villages.

Affordable housing planning permissions will continue to be monitored closely particularly given that the LDP has reached the end of its Plan period and as an evidence base for the preparation of the RLDP.

3. While there were no permissions recorded over the monitoring period on the allocated Main Village sites identified in LDP Policy SAH11, 9 affordable homes were completed at Well Lane, Devauden, SAH11(ix)(a). The Main Village site at Land Rear of Carpenters Arms, Llanishen SAH11(ix)(a) is currently under construction\*\*. Despite this progress, the target for the Main Village sites to collectively deliver 20 affordable dwellings per annum nevertheless has not been achieved.

The impact of riverine phosphate levels in the River Usk and Wye Catchment Areas continues to have an impact on the site at Little Mill which has been unable to progress through the planning application system.

The Main Village sites have delivered 30 affordable homes since the LDP’s adoption which is significantly short of the LDP Plan period target of 20 affordable units per annum. The delivery of these sites will be given further consideration as part of the RLDP process. The reasons for the lack of progress on Main Village sites will be investigated further, 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. Letters have been sent to the land owners/ agents of all remaining undelivered Main Village Sites requesting evidence to demonstrate that the sites are deliverable and viable and whether they intend to progress them, noting they will not be rolled forward into the RLDP as allocations.

**4. Rural Exceptions Completions.**

No rural exception schemes were permitted or completed over this monitoring period. While there is no target in relation to the number of completions for rural exception



schemes the Council will 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 with average prices in quarter 1 2023 (January to March) standing at £362,921, significantly higher than the 2012 quarter 4 baseline price (£188,720). A 5% increase in the 2012 quarter 4 baseline price figure would equate to an increase of £9,436. Between quarters 1 to 4 2022 the quarterly increase in house prices exceeded this figure, although house prices dipped by -£11,036 between Q4 2022 and Q1 2023. This suggests that the impact of interest rate rises coupled with the rising cost of living has impacted on house prices in Q1 2023. Whilst the trigger for further investigation has been met this indicator has been given an amber rating for this AMR reflecting the dip in house prices between Q4 2022 and Q1 2023. Housing affordability in the County is one of the key issues identified for the RLDP to address, and updated viability evidence is being prepared and will inform the Deposit RLDP policy framework.

It should also be recognised, however, that house prices are just one factor that could impact on development viability. Build costs, for instance, are documented to 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 RLDP process.

### **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 RLDP 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.

\*\*Social Housing Grant has been used to change the three market dwellings to affordable dwellings, as a consequence the site is now 100% affordable housing.

## Community and Recreation Facilities

**Monitoring Aim/Outcome:** To retain existing community and recreation facilities and seek to develop additional facilities

**Strategic Policy:** S5 Community and Recreation Facilities

**LDP Objectives Supported:** 1 & 5

**Other LDP Policies Supported:** CRF1, CRF3

### Contextual Changes

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

| Indicator  | Target<br><i>(Previous AMR Performance)</i>  | Trigger for Further Investigation                          | Performance<br>1 April 2022<br>– 31 March<br>2023 |
|--|--|--|---|
| 1. Number of community and recreation facilities granted planning permission | No target*<br><br><i>(2014-15: 9)</i><br><i>(2015-16: 5)</i><br><i>(2016-17: 4)</i><br><i>(2017-18: 10)</i><br><i>(2018-19: 8)</i><br><i>(2019-20:12)</i><br><i>(2020-21:3)</i><br><i>(2021-22:13)</i>   | None*  | <b>18</b>   |
| 2. Number of community/ recreation facilities lost                           | Minimise the loss of community and recreation facilities<br><br><i>(2014-15: 3)</i><br><i>(2015-16: 0)</i><br><i>(2016-17: 6)</i><br><i>(2017-18: 2)</i><br><i>(2018-19:2)</i><br><i>(2019-20:4)</i><br><i>(2020-21:1)</i><br><i>(2021-22:1)</i> | Loss of any 1 community/ recreation facility in any 1 year | <b>3</b>  |

## Analysis

1. Eighteen planning applications were approved for community and recreation uses during the current monitoring period. Nine of the applications related to community uses and nine to recreation.

Applications in relation to community uses included: redevelopment of King Henry VIII Comprehensive School at Abergavenny, redevelopment at Nevill Hall Hospital in Abergavenny to include a new two storey satellite radiotherapy unit along with additional changes including to car parking, installation of a temporary portacabin to be used as an additional classroom at Monmouth, change of use from an office building to a licensed club building at Caldicot, change of use from a dwelling to children's day care in Abergavenny, erection of a storage shed at the village hall in Tintern, change of use from light industrial to a carpentry and artists workshop providing weekend and evening workshops for the community at Chepstow, construction of a nursery unit at Trellech and a new police station at Llanfoist.

Recreational uses approved include: an upgrade of children's play area at Little Mill, an activity centre next to the Scout Hall in Caldicot, change of use from disused railway line to shared use walking and cycling route at Caldicot, extension to existing facilities at Caldicot leisure centre, improvements to the village hall at The Narth, change of use to café with outdoor covered amenity area and car parking at Llanover, replacement patio plus pergola, planting and increased car parking at The Narth and change of use to art/craft studio with café, pergola and planting at Raglan. An approval in Undy saw provision of open space plus a number of S106 contributions towards community facilities, centralised play facilities, offsite recreation, GI provision, education and sustainable transport; the benefits of these contributions are already being realised with the completion of the new Community Hub and an increase in services on the local bus route.

Overall, the number of community and recreation facilities permitted is the highest level recorded since plan adoption and indicates that the LDP community & recreational policy framework is operating effectively to enable such development in the County.

2. There has been a loss of three community facilities over the period monitored. The first relates to the loss of 0.03ha of play space at Little Mill due to the relocation and upgrade of children's play area.

The second is a change of use from a community hub to B8 use at Chepstow - the unit had been vacant for 2 year and it is considered that the proposal accords with the objectives of the LDP and local and national planning policies.

The third is a change of use from a nursery to housing at Caldicot- the nursery had been vacant for over two years and there are several other facilities in the locality. The proposed change of use accords with the objectives of policy CRF1.

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

- Monitoring Aim/Outcome:** 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.
- Strategic Policy:** S6 Retail
- LDP Objectives Supported:** 1 & 2
- Other LDP Policies Supported:** RET1-RET4

### Contextual Changes

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

| Indicator  | Target<br><i>(Previous AMR Performance)</i>  | Trigger for Further Investigation   | Performance<br>1 April 2022–<br>31 March 2023  |
|--|--|---|--|
| 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<br><br><i>(2014-15: 0%)</i><br><i>(2015-16: 53.2%)</i><br><i>(2016-17: 33%)</i><br><i>(2017-18 – 35.7%)</i><br><i>(2018-19 – 0%)</i><br><i>(2019-20 – 70.5%)</i><br><i>(2020-21 – 0%)</i><br><i>(2021-22: 35%)</i> | More than 10% of new food and non-bulky retail floorspace is developed outside town/local centres in any 1 year | 6.59% retail development permitted in town/local centres.<br><br>2,933 sq m permitted outside town/ local centres* |
| 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   |  |
|  | <b>a) Abergavenny</b><br><i>(2014: 5.1%)</i><br><i>(2015: 5.8%)</i><br><i>(2016: 8.7%)</i><br><i>(2017: 6.3%)</i><br><i>(2018: 4.7%)</i><br><i>(2019: 6.6%)</i>  |   | <b>5.8%</b>  |

|  |  |  |       |
|--|--|--|-------|
|  | <p>(2020: 7.6%)<br/>(2021:3.6%)</p>  |  |       |
|  | <p><b>b) Caldicot</b><br/>(2014: 9.2%)<br/>(2015: 7.6%)<br/>(2016: 10.1%)<br/>(2017: 8.8%)<br/>(2018: 10.6%)<br/>(2019: 7.6%)<br/>(2020: 13.4%)<br/>(2021:6.1%)</p>    |  | 8.8%  |
|  | <p><b>c) Chepstow</b><br/>(2014: 9.0%)<br/>(2015: 10%)<br/>(2016: 7.1%)<br/>(2017: 5.9%)<br/>(2018: 11.8%)<br/>(2019: 11.2%)<br/>(2020: 13.5%)<br/>(2021: 11.2%)</p>   |  | 13.6% |
|  | <p><b>d) Monmouth</b><br/>(2014: 8.3%)<br/>(2015: 7.9%)<br/>(2016: 4.9%)<br/>(2017: 10.1%)<br/>(2018: 10.1%)<br/>(2019: 14.4%)<br/>(2020: 15.4%)<br/>(2021: 15.5%)</p> |  | 18.2% |
|  | <p><b>e) Magor</b><br/>(2014: 9.1%)<br/>(2015: 0%)<br/>(2016; 0%)<br/>(2017: 9.1%)<br/>(2018: 4.5%)<br/>(2019: 13.6%)<br/>(2020: 0%)<br/>(2021: 0%)</p>                |  | 4%    |
|  | <p><b>f) Raglan</b><br/>(2014: 0%)<br/>(2015: 0%)<br/>(2016: 0%)<br/>(2017: 0%)<br/>(2018: 9%)<br/>(2019: 9%)<br/>(2020: 9%)<br/>(2021: 9%)</p>                        |  | 13.3% |

|  |  |   |               |
|--|--|---|---------------|
|  | <p><b>g) Usk</b><br/> <i>(2014: 7.8%)</i><br/> <i>(2015: 11.1%)</i><br/> <i>(2016: 13.1%)</i><br/> <i>(2017: 9.7%)</i><br/> <i>(2018: 15.8%)</i><br/> <i>(2019:15.3%)</i><br/> <i>(2020: 9.8%)</i><br/> <i>(2021: 8.5%)</i></p>  |   | <b>8.2%</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 |               |
|  | <p><b>a) Abergavenny</b></p> <ul style="list-style-type: none"> <li>PSF1 Cross St, High St, Frogmore St &amp; 1 Nevill St<br/> <b>(Target 75%)</b><br/> <i>(2014: 76%)</i><br/> <i>(2015: 77%)</i><br/> <i>(2016:76%)</i><br/> <i>(2017: 75%)</i><br/> <i>(2018: 75%)</i><br/> <i>(2019: 74%)</i><br/> <i>(2020: 73%)</i><br/> <i>(2021: 72%)</i></li> </ul> |   | • <b>67%</b>  |
|  | <ul style="list-style-type: none"> <li>PSF2 Cibi Walk<br/> <b>(Target 100%)</b><br/> <i>(2014: 100%)</i><br/> <i>(2015: 100%)</i><br/> <i>(2016: 100%)</i><br/> <i>(2017: 100%)</i><br/> <i>(2018: 94%)</i><br/> <i>(2019: 100%)</i><br/> <i>(2020: 100%)</i><br/> <i>(2021: 100%)</i></li> </ul>  |   | • <b>100%</b> |
|  | <ul style="list-style-type: none"> <li>PSF3 Cross St (51-60 &amp; Town Hall)<br/> <b>(Target 55%)</b><br/> <i>(2014: 36%)</i><br/> <i>(2015: 36%)</i><br/> <i>(2016:36%)</i></li> </ul>  |   | • <b>36%</b>  |

|  |   |  |   |
|--|---|--|---|
|  | <p>(2017: 36%)<br/> (2018: 36%)<br/> (2019:36%)<br/> (2020: 36%)<br/> (2021: 36%)</p>   |  |   |
|  | <p><b>b) Caldicot</b><br/> • PSF4 Newport Rd<br/> <b>(Target 65%)</b><br/> (2014: 65%)<br/> (2015: 65%)<br/> (2016: 65%)<br/> (2017: 65%)<br/> (2018: 63%)<br/> (2019: 63%)<br/> (2020: 63%)<br/> (2021: 63%)</p>                   |  | <ul style="list-style-type: none"> <li>• 60%</li> </ul> |
|  | <p><b>c) Chepstow</b><br/> • PSF5 High St<br/> <b>(Target 75%)</b><br/> (2014: 80%)<br/> (2015: 80%)<br/> (2016: 80%)<br/> (2017: 80%)<br/> (2018: 76%)<br/> (2019: 80%)<br/> (2020: 80%)<br/> (2021: 76%)</p>                      |  | <ul style="list-style-type: none"> <li>• 72%</li> </ul> |
|  | <ul style="list-style-type: none"> <li>• PSF6 St Mary St<br/> <b>(Target 65%)</b><br/> (2014: 65%)<br/> (2015: 65%)<br/> (2016: 65%)<br/> (2017: 69%)<br/> (2018: 69%)<br/> (2019: 73%)<br/> (2020: 73%)<br/> 2021: 73%)</li> </ul> |  | <ul style="list-style-type: none"> <li>• 70%</li> </ul> |
|  | <p><b>d) Monmouth</b><br/> • PSF7 Monnow St<br/> <b>(Target 75%)</b><br/> (2014: 77%)<br/> (2015: 76%)<br/> (2016:72%)<br/> (2017: 74%)<br/> (2018:73%)<br/> (2019: 73%)<br/> (2020: 73%)</p>                                       |  | <ul style="list-style-type: none"> <li>• 70%</li> </ul> |



|  |  |  |  |
|--|--|--|--|
|  | (2021: 73%)  |  |  |
|  | <ul style="list-style-type: none"> <li>PSF8 Church St, Agincourt Sq &amp; Priory St (1-4)<br/><b>(Target 65%)</b><br/>(2014: 57%)<br/>(2015: 57%)<br/>(2016:62%)<br/>(2017: 65%)<br/>(2018: 67%)<br/>(2019:67%)<br/>(2020: 69%)<br/>(2021: 69%)</li> </ul> |  | <ul style="list-style-type: none"> <li><b>65%</b></li> </ul> |

**Analysis**

One application was permitted for new A1 non-bulky retail development in the County’s town/local centres during the period monitored:

- DM/2022/01034 – this relates to the change of use of the upper 2 floors of the building in St Mary’s Street, Chepstow from residential to commercial to enable the optometrist which occupies the ground floor to expand.

As five applications for new retail uses were permitted outside of the centres, the trigger for this indicator has been met. However, three of the applications relate to extensions /additional retail space at existing garden centres, one is for the change of use of a vacant building to a café with retail and one is for a new Lidl supermarket in Bulwark neighbourhood centre. While the trigger has been met, given the justification for the permissions an amber rating has been given rather than a red rating as there are no concerns over the implementation of the relevant policy. Details are set out below.

- DM/2022/00067 – this relates to the extension of existing retail space (53 sqm) at Morris’s of Usk Garden Centre.
- DM/2021/01913 –this relates to a single storey extension to the existing café/retail area to provide new toilets and additional retail space at Raglan Garden Centre.
- DM/2022/00966 – relates to provision of a new covered area for additional retail space at the Secret Garden, Penperlleni.
- DM/2022/00745 – relates to the change of use of a vacant building (last use D1), the Retreat Llanover, to a café with retail space, together with some potential community use. The proposed change of use is considered acceptable in principle and the continued use of the building which is important within the conservation area, is welcomed.
- DM/2021/01507 – relates to the demolition of the former Severn Bridge Club and erection of a Lidl supermarket at Bulwark neighbourhood centre in Bulwark, Chepstow (2,011 sqm GIA, 1,278 sqm Net sales area). The proposal comprises the redevelopment of a brownfield site within the settlement boundary and within Bulwark Neighbourhood Centre which complies with the policy requirements of both national and local planning

policies and will enhance the convenience goods offer to the local population. It is, therefore, considered appropriate with no detrimental impact upon the site, neighbourhood centre and wider area.

The developments are considered appropriate given the particular circumstances of the applications. In view of this, 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 noted in the AMR were recorded during September – October 2023. This demonstrates that all of the County's central shopping areas (CSA), with the exception of Monmouth, were below the GB High Street vacancy rate (13.9%, first 6 months of 2023, Local Data Company).

Comparison with 2021 vacancy rates indicates that all of the centres, with the exception of Usk, recorded an increase in vacancy rates over this period. Abergavenny saw an increase from 3.6% in 2021 to 5.8% in 2023, Caldicot 6.1% to 8.8%, Chepstow 11.2% to 13.6%, Monmouth 15.5% to 18.2%, Raglan 9% to 13.3% and Magor 0% to 4%. Usk was the only centre to record a marginal decline in vacancy rate, 8.5% to 8.2%. As Monmouth has experienced an increase in vacancy rates for more than 2 consecutive the trigger for further investigation has been reached. The vacancy rate in Monmouth is higher when compared to the other centres and is also higher than the level recorded at a GB High Street vacancy rate, as above.

In Monmouth the rise in total vacancy rates has been predominantly across the primary frontages (15.3% in 2021 to 19.2% in 2023), with a marginal in vacancy rates across the secondary frontages, 16.1% in 2021 to 16.9% in 2023. This may, in part reflect the continued impact of the Covid-19 pandemic on the high street, particularly with the loss of some national chains from Monmouth in recent years, such as Peacocks and M&Co. However, this is higher than the GB High Street vacancy rate and the highest recorded over any previous AMR monitoring period.

Although, with the exception of Monmouth, high street vacancy rates are below the GB average, it is recognised that high street vitality plays a key role in the character and attractiveness of our market towns. The cost of living and energy costs crises pose additional threats to businesses as costs increase and customer spending decreases and this challenge will require careful consideration going forwards in terms of regeneration projects and future policy. The situation will continued to be monitored as part of the AMR and the annual retail surveys.

3. The percentage of A1 retail uses within the towns' primary shopping frontages (PSF) recorded in September-October 2023\*\*\* 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 at the time as 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 since monitoring began, there has been an increase in the proportion of A1 retail uses within PSF8 in recent monitoring periods, from 57% in 2015 to 65% in 2023. Despite achieving the identified threshold within PSF8, it remains important that a strong policy stance on proposals for change of use to non-retail uses in both of these frontages is maintained in order to improve and protect their retail offer.

Comparison with 2021 figures indicate that the proportion of A1 uses within the towns' primary shopping frontages remained unchanged in Cibi Walk (PSF2) and Cross Street (PSF3) in Abergavenny. All other primary shopping frontages recorded a slight decline in the proportion of A1 uses, as indicated in the table above. The changes of use within these primary shopping frontages from A1 use were considered acceptable, with regard given to the impact the Covid-19 pandemic has had on town centres and the need for the planning system to respond to this by ensuring retail and commercial centres can operate as flexibly as possible. It is also recognised that complementary A2 and A3 uses can add to the vitality of a centre by attracting customers and creating additional footfall. The RLDP retail policy framework will reflect the need for town and local centres to operate flexibly.

Overall, it is considered that the towns' primary shopping frontages are functioning well, and no further investigation is required at present. The long-term impacts of the Covid-19 pandemic on the High Street and on future shopping patterns will continue to be monitored in future AMRs and reflected in the RLDP 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.

\*Vacancy rates noted in this AMR were recorded during September – October 2023. Vacancy figures for September 2022 are not available as the Planning Policy Team did not have capacity to carry out the necessary survey work.

\*\*Monmouthshire Primary Shopping Frontages SPG, April 2016. The rates recorded in the PSFs have a base date of September-October 2023. Figures for September 2022 are not available as the Planning Policy Team did not have capacity to carry out the necessary survey work.

## 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 monitoring period.

| Indicator                                  | Target<br><i>(Previous AMR Performance)</i>  | Trigger for Further Investigation   | Performance<br>1 April 2022 – 31 March 2023 |
|--|--|---|---|
| 1. Net employment land supply/development♦ | Maintain sufficient employment land to meet identified take-up rate of 1.9 ha per annum<br><br><i>(2014-15: 46.8ha)</i><br><i>(2015-16: 41.18ha)</i><br><i>(2016-17: 40.76ha)</i><br><i>(2017-18: 40.16ha)</i><br><i>(2018-19: 40.16ha)</i><br><i>(2019-20: 40.16ha)</i><br><i>(2020-21: 40.16ha)</i><br><i>(2021-22: 40.16ha)</i> | Insufficient employment land available to meet the identified take-up rate of 1.9ha per annum | <b>40.16ha</b>                              |
| 2. Take-up of employment land♦             | Maintain sufficient employment land to meet identified take-up rate of 1.9 ha per annum<br><br><i>(2014-15: 0.38ha)</i><br><i>(2015-16: 1.131ha)</i><br><i>(2016-17: 3.21ha)</i><br><i>(2017-18: 5.002ha)</i><br><i>(2018-19: 0.873ha)</i><br><i>(2019-20: 3.74ha)</i>   | Insufficient employment land available to meet the identified take-up rate of 1.9ha per annum | <b>0.24ha</b>                               |

|  |   |  |                                      |
|--|---|--|--------------------------------------|
|  | <i>(2020-21: 0.38ha)</i><br><i>(2021-22: 0.055ha)</i>   |  |                                      |
| 3. Planning permission granted for new development (by type) on allocated employment sites as identified in Policy SAE1♦ | No specific target<br><i>(2014-15: 0)</i><br><i>(2015-16: 3)</i><br><i>(2016-17: 2)</i><br><i>(2017-18: 1)</i><br><i>(2018-19: 2)</i><br><i>(2019-20: 0)</i><br><i>(2020-21: 2)</i><br><i>(2021-22: 1)</i>  | Lack of development on strategic employment sites identified in Policy SAE1 by the end of 2017 | <b>1 planning permission granted</b> |
| 4. Planning permissions granted for employment use (B use classes) by settlement♦♦                                       | No specific target  | None   |                                      |
|  | <b>Main Towns</b><br><i>(2014-15: 9. ha)</i><br><i>(2015-16: 0.95ha)</i><br><i>(2016-17: 0.52ha)</i><br><i>(2017-18: 0.784ha)</i><br><i>(2018-19: 4.37ha)</i><br><i>(2019-20: 0.11ha)</i><br><i>(2020-21: 0.30ha)</i><br><i>(2021-22: 0.3ha)</i>              |  | <b>0.27ha</b>                        |
|  | <b>Severnside Settlements</b><br><i>(2014-15: 0.39ha)</i><br><i>(2015-16: 2.83ha)</i><br><i>(2016-17: 0.17ha)</i><br><i>(2017-18: 2.124ha)</i><br><i>(2018-19: 0.04ha)</i><br><i>2019-20: 0.92ha)</i><br><i>(2020-21: 3:47ha)</i><br><i>(2021-22: 1.69ha)</i> |  | <b>3.94 ha</b>                       |
|  | <b>Rural Secondary Settlements</b><br><i>(2014-15: 0.3ha)</i><br><i>(2015-16: 0.48ha)</i><br><i>(2016-17: 0.01ha)</i><br><i>(2017-18: 0ha)</i><br><i>(2018-19: 0.005ha)</i><br><i>(2019-20: 0.01ha)</i><br><i>(2020-21: 0ha)</i><br><i>(2021-22: 0.05ha)</i>  |  | <b>0.6 ha</b>                        |
|  | <b>Rural General</b><br><i>(2014-15: 0.25ha)</i><br><i>(2015-16: 0.22ha)</i>  |  | <b>0.17 ha</b>                       |

|   |   |  |                |
|---|---|--|----------------|
|   | <i>(2016-17: 1.14ha)</i><br><i>(2017-18: 0.575ha)</i><br><i>(2018-19: 0.454ha)</i><br><i>(2019-20: 0.096ha)</i><br><i>(2020-21: 1.27ha)</i><br><i>(2021-22: 1.55ha)</i>   |  |                |
| 5. Planning permissions granted for employment use (B use classes♦♦) by sector*     | No specific target  | None   |                |
|   | Manufacturing   |  | <b>0.006ha</b> |
|   | Wholesale & retail trade; repair of motor vehicles and motorcycles  |  | <b>0.01ha</b>  |
|   | Transport & storage; information and communication  |  | <b>4.14ha</b>  |
|   | Accommodation and food service activities   |  | <b>0.13ha</b>  |
|   | Electricity, gas, steam & air conditioning supply; water supply; sewerage, waste management and remediation   |  | <b>0.04ha</b>  |
|   | Public admin & defence; compulsory social security  |  | <b>0.6ha</b>   |
| 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<br><br><i>(2014-15: 0.08ha)</i><br><i>(2015-16: 0.56ha)</i><br><i>(2016-17: 0.65ha)</i><br><i>(2017-18: 0.12ha)</i><br><i>(2018-19: 0.105ha)</i><br><i>(2019-20: 0ha)</i><br><i>(2020-21: 1.21ha)</i><br><i>(2021-22: 0.03ha)</i> | Loss of any B1, B2 or B8 employment land in any 1 year | <b>0ha</b>     |
| 7. Proportion of resident workforce working within Monmouthshire***                 | Increase the proportion of resident workforce working within Monmouthshire<br><i>(2014: 54.5%)</i><br><i>(2015: 58.3%)</i><br><i>(2016: 57.9%)</i><br><i>(2017: 58.1%)</i>  | None   | <b>64.2%</b>   |

|   |  |      |               |
|---|--|------|---------------|
|   | (2018: 60.4%)<br>(2019:60.1%)<br>(2020: 56.9%)<br>(2021: 61.3%)  |      |               |
| 8. Number of people in-commuting to Monmouthshire♦♦♦  | Reduce the level of in-commuting over the plan period<br>(2014: 19,200)<br>(2015: 17,800)<br>(2016: 20,400)<br>(2017: 17,100)<br>(2018: 24,600)<br>(2019: 18,900)<br>(2020: 19,000)<br>(2021: 14,300)  | None | <b>14,500</b> |
| Number of people out-commuting from Monmouthshire♦♦♦  | Reduce the level of out-commuting over the plan period<br>(2014: 19,600)<br>(2015: 18,700)<br>(2016: 18,700)<br>(2017: 18,500)<br>(2018: 17,400)<br>(2019: 17,700)<br>(2020: 19,600)<br>(2021: 17,100) | None | <b>15,600</b> |
| <b>Analysis</b>   |  |      |               |
| <p>1. There is currently 40.16ha of employment land available across the County allocated under policy SAE1 of the Adopted LDP. The employment land availability has not changed since the previous five monitoring periods, which reflects the fact that there has been no new land take up on the County's strategic SAE1 employment sites during this current monitoring period.</p> <p>Sufficient employment land has therefore been maintained over the monitoring period providing the opportunity to meet the identified Plan period take-up rate of 1.9ha per annum. Policies S8 and S9 are functioning effectively in this respect. However, the Council will continue its efforts to promote economic initiatives that seek to support economic activity in the County, including an Economy, Employment and Skills Strategy that will inform the RLDP.</p> |  |      |               |
| <p>2. The take-up rate (i.e. completed developments) of employment land on either allocated (SAE1 or SAE2 sites) equated to 0.24ha over the monitoring period. This was delivered over two protected employment sites: Magor Brewery (SAE2o) relating to the erection of 16 fermentation vessels (0.21ha) and Beaufort Park, Chepstow (SAE2j) relating to a small extension to Unit 4 (0.03ha).</p>   |  |      |               |

3. One planning application was approved on allocated employment sites as identified in SAE1 during the monitoring period. This related to the allocated SAE1 employment site at Wales One, Magor (SAE1a) for the development of an industrial storage and distribution warehouse with ancillary offices (B2, B8 and B1) totalling 3.84ha. The site is currently under construction.

The trigger for this indicator is the lack of development on the SAE1 employment allocations by the end of 2017. A total of six planning permissions had been granted in SAE1 sites by the end of 2017 and a further six since 2017, giving a total of 12 applications since adoption of the LDP (albeit three relate to change of use applications not relating to B Use Classes).

It is recognised, however, that overall, there has been limited progress on the delivery of strategic employment sites over the Plan period. The Council will continue to monitor this issue closely to determine the effectiveness of the LDP policy framework relating to the delivery of strategic employment sites. A full review of the SAE1 allocations has been undertaken as part of the evidence base to inform the Replacement Local Development Plan (RLDP) through the preparation of an Employment Land Review (June 2021). Detailed assessments of the strategic employment sites are ongoing and will continue to be reviewed as the RLDP progresses.

4. This indicator seeks to monitor the amount of land approved to facilitate the delivery of additional employment floorspace for B use classes permitted by settlement in Monmouthshire. Nine applications were approved for such employment uses during the monitoring period, totalling 4.98ha. Of these, one permission related to allocated SAE1 employment site at Wales One in Magor as detailed above.

A further 0.006ha of land was approved for additional B use class related development (small extension to an existing manufacturing plant at Greencoat Ltd) on the SAE2I protected employment site at Wonastow Road, Monmouth. A further application related to the SAH4 mixed use site at Wonastow Road, comprising the redevelopment of the existing barn area which forms part of the wider Silbuster Headquarters (0.2ha).

The remaining six applications were on non-allocated employment sites totalling 0.83ha of land. These included the construction of a police station in Llanfoist, the erection of an industrial unit (B1) in Abergavenny, the construction of a storage unit (B8) in Tintern and changes of use to B8 and B1 in Chepstow and Llangybi respectively.

The main towns accounted for 0.27ha of the approved B use class employment floorspace. This related to four planning permissions for a change of use to B8 use for light storage and distribution in Chepstow (0.01ha), the erection of an industrial unit in Abergavenny, and the two permissions at the protected and mixed-use employment sites in Wonastow Road, noted above, totalling 0.21ha).

The Severnside area accounted for the greatest proportion of approved B use class employment, comprising 3.94ha at the allocated employment site at Wales One Magor



(SAE1a) for the development of an industrial storage and distribution warehouse with ancillary offices (B2, B8 and B1).

One application was approved in the Rural Secondary Settlement of Llanfoist and related to the construction of a new police station, accounting for 0.6ha of employment land.

There were three permissions within the rural general area accounted for the remaining 0.17ha of employment land. These included the change of use to B8 for light storage and distribution in Tintern, the change of use of an agricultural barn to B1 light industrial/office in Llangybi and a new energy centre building to house new boilers at Glascoed.

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 land area permitted during this monitoring period is higher than that recorded in the last AMR (3.59ha) but is comparable with that achieved over most monitoring periods. The Council will continue to monitor this issue and work with colleagues in the Economy and Enterprise Section to actively promote economic opportunities in the County.

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, including some forms of rural enterprise/diversification schemes as detailed in the analysis for Policy S10.

In addition, as detailed in the analysis for Policy S11 (Visitor Economy), 9 applications were approved for tourism uses during the monitoring period, all of which were for tourist accommodation facilities including holiday lets and 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. B1 use class accounted for 0.75ha of floorspace approved, B2 use class accounted for 0.006ha, and 0.28ha for B8 warehousing and storage use class. A further 3.94ha was approved on one planning permission involving a mixture of B use classes (B1, B2 and B8 at Wales One Magor, as noted above).

Turning more specifically to employment sectors, based on the UK Standard Industrial Classification (SIC) 2007, the employment permissions for 4.98ha of B use classes recorded over the monitoring period were in the following sectors\*:

- Wholesale and retail trade; repair of motor vehicles/motorcycles (0.01ha)
- Transport and storage; information and communication (4.14ha)
- Manufacturing (0.006ha)
- Accommodation and food service activities (0.13ha)
- Electricity, gas, steam & air conditioning supply; water supply; sewerage, waste management and remediation (0.04ha)
- Public admin & defence; compulsory social security (0.6ha)

While there are no specific targets 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 specific key economic sectors are being achieved. A full review of the existing employment policies is being undertaken as part of the RLDP evidence base. It is recognised that the RLDP has a key role in supporting the Council's vision for economic prosperity and will be one of the main enablers in delivering Monmouthshire's priorities for sustainable economic growth which are set out in Monmouthshire 2040: Our Economic Growth and Ambition Statement and will be reflected in the emerging Economy, Employment and Skills Strategy.

6. No applications were granted during the monitoring period that related to the loss of B uses on allocated or protected employment sites (SAE1 & SAE2).

This suggests that the LDP policy framework is working effectively in retaining allocated and protected employment sites. The Council will continue to monitor such proposals in the future AMRs to determine the effectiveness of the policy framework relating to this matter.

7. The 2022 Welsh Government Commuting Statistics indicate that 64.2% of the County's residents work in the area. This is up on last year's figure of 61.3% and is also the highest level recorded since the monitoring of the Plan began. Despite this rise it remains at a lower level than the Welsh average of 73.7%. 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. It should be noted that responses for work location relate to the respondent's usual working pattern if coronavirus restrictions were not in place. Therefore, data for 2020 and 2021 do not reflect actual commuting patterns observed during the pandemic.

8. According to the 2022 Welsh Government Commuting Statistics, Monmouthshire has a net outward flow of 1,100 commuters – with 14,500 commuting into the area to work and 15,600 commuting out. There was significant in-commuting from Newport (2,300), Torfaen (1,700), Blaenau Gwent (1,900) and from outside Wales (3,700). The main areas for out-commuting were Bristol (3,100), Newport (3,300), Torfaen (2,000) and Cardiff (1,400) with a further 1,700 commuting to other areas in South West England and 1,600 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. The level of out-commuting recorded during 2022 was lower than recorded in any of the previous monitoring years. 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 which are outside the control of the plan. The longer-term impacts of Covid-19 and shifts in working patterns with the increase in remote/home working which is likely to become a longer-term trend, may also influence future commuting flows. Although as indicated above, responses for work location relate to the respondent's usual working pattern if coronavirus restrictions were not in place. Therefore, data for 2020 and 2021 does not reflect actual commuting patterns observed during the pandemic.

| <b>Recommendation</b>  |
|--|
| 1. No action required at present. Continue to monitor.                           |
| 2. No action required at present. Continue to monitor.                           |
| 3. Consider progress of employment sites as part of the Replacement LDP process. |
| 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.

◆Data Source: Monmouthshire Employment Land Monitoring April 2022-March 2023

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

◆◆◆Data Source: Welsh Government Commuting Statistics 2022 (release date April 2023)

## 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<br><i>(Previous AMR Performance)</i>   | Trigger for Further Investigation | Performance<br>1 April 2022<br>– 31 March<br>2023 |
|--|---|-----------------------------------|---|
| 1 Number of rural diversification and rural enterprise schemes* approved   | No target<br><br><i>(2014-15: 7)</i><br><i>(2015-16: 10)</i><br><i>(2016-17: 6)</i><br><i>(2017-18: 8)</i><br><i>(2018-19: 7)</i><br><i>(2019-20: 15)</i><br><i>(2020-21: 8)</i><br><i>(2021-22: 7)</i> | None                              | <b>8</b>  |
| <b>Analysis</b>  |   |                                   |   |
| <p>A total of eight applications relating to rural enterprise/diversification were approved during the monitoring period. Six of the applications were approved as rural enterprise schemes and two applications as rural diversification of existing farmsteads.</p> <p>Of the rural enterprise schemes, an application for a new wedding venue was granted at Llanvihangel Gobion and additional accommodation for a wedding venue was granted at Chepstow. Other proposals permitted related to the change of use from agricultural land to equestrian land including outdoor riding arena and horse walker was granted at The Hendre; the creation of an equestrian facility at The Hendre; alterations and conversion of a steel framed barn to B1 (workshop/office) use at Monmouth; and a change from D2 use to D1 (art/craft/studio) with A1 (retail) and A3 (café and pergola) at Raglan.</p> |   |                                   |   |

With regards to the rural diversification proposals these related to diversification of existing agricultural grazing land to a new secure dog walking paddock at Trellech and the change of use of agricultural barn to B1 for production of organic apple cider vinegar drinks, tonics and condiments at Llangybi.

The number and consistency of rural diversification and rural enterprise schemes approved since the LDP's adoption (total 76 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<br><i>(Previous AMR Performance)</i>   | Trigger for Further Investigation            | Performance<br>1 April 2022 – 31 March 2023 |
|---|---|--|---|
| 1 Number of tourism schemes approved<br><i>(includes extensions/conversions and new build)</i>  | No target<br><br><i>(2014-15: 17)</i><br><i>(2015-16: 10)</i><br><i>(2016-17: 24)</i><br><i>(2017-18: 16)</i><br><i>(2018-19: 22)</i><br><i>(2019-20: 17)</i><br><i>(2020-21: 14)</i><br><i>(2021-22:17)</i>                        | None   | <b>9 tourism schemes approved</b>           |
| 2 Number of tourism facilities lost through development, change of use or demolition  | Minimise the loss of tourism facilities<br><br><i>(2014-15: 5)</i><br><i>(2015-16: 0)</i><br><i>(2016-17: 1)</i><br><i>(2017-18: 3)</i><br><i>(2018-19: 3)</i><br><i>(2019- 20: 7)</i><br><i>(2020-21: 1)</i><br><i>(2021-22:1)</i> | Loss of any 1 tourism facility in any 1 year | <b>1 tourism facility lost</b>              |
| <b>Analysis</b>   |   |  |   |
| 1. 9 applications were approved for tourism uses during the monitoring period, all of which were for tourist accommodation facilities. These included: <ul style="list-style-type: none"> <li>• 5 applications for holiday lets (all conversions) in various settlements*;</li> </ul> |   |  |   |

- 2 new glamping accommodation sites: 1 pod at Trellech; 1 pod at Llantillio Crossenny; 2 shepherd huts at an existing site in Llanishen and a new site of 2 shepherd huts and 1 tepee at Llantillio Crossenny.

Collectively, these new holiday lets and glamping facilities provide 14 new units and 16 new bed spaces and will provide a further boost to the visitor accommodation available in Monmouthshire.

The number of tourist accommodation facilities approved over the monitoring period suggests that the relevant Plan policies and adopted 'Sustainable Tourism Accommodation SPG' are operating effectively allowing such developments to take place in Monmouthshire.

Comparison with previous AMRs demonstrates that the number of tourism schemes approved during the current monitoring period remains at a positive level. Cumulatively a total of 145 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.

One application has been permitted during the monitoring period relating to the loss of tourism facilities. This related to the change of use from a barn conversion holiday let to a single dwelling at Earlswood.

While visitor accommodation has been lost within Monmouthshire over the monitoring period and subsequently the trigger for this indicator has been met, the loss is small in number and 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.

No tourist facilities were refused planning permission during the current monitoring period.

**Recommendation**

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

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

\* Llandenny, Penallt, Bryngwyn, Mathern, St Maughans.

## 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 are no contextual changes for this period.

| Indicator  | Target<br><i>(Previous AMR Performance)</i>  | Trigger for Further Investigation   | Performance<br>1 April 2022 – 31 March 2023 |
|--|--|---|---|
| 1. Proportion of development on brownfield land as a percentage of all development permitted <i>(including change of use of land) (excludes householder, conversions and agricultural buildings)</i> | Increase proportion of development on brownfield land<br><br><i>(2014-15: 28% /17.3ha)</i><br><i>(2015-2016: 16.8%/10.51ha)</i><br><i>(2016-17: 51.2% /18.6ha)</i><br><i>(2017-18: 40.18% /21.58ha)</i><br><i>(2018-19: 12.7% / 3.7ha)</i><br><i>(2019-20: 21% /5.3ha)</i><br><i>(2020-21: 28.3% /6ha)</i><br><i>(2021-22: 31.8% /3.5ha)</i> | No increase in proportion of development on brownfield land for 2 consecutive years | <b>20.6ha</b><br><b>56.2%</b>               |
| 2. Amount of development (by TAN15 category) permitted in C1 and C2 floodplain areas   | All developments to be compliant with TAN15 requirements<br><br><i>(2014-15: 1)</i>  | Planning permission is granted contrary to TAN15 requirements                       | <b>0 application granted in Zone C2</b>     |



|   |  |                    |                              |
|---|--|--------------------|------------------------------|
| not meeting all TAN15 tests   | <i>(2015-16: 0)</i><br><i>(2016-17: 0)</i><br><i>(2017-18: 1)</i><br><i>(2018-19:1)</i><br><i>(2019-20: 0)</i><br><i>(2020-21: 0)</i><br><i>(2021-22: 0)</i>   |                    |                              |
| 3. Number of new developments permitted that incorporate on-site renewable energy generation*   | Increase in the number of new developments permitted incorporating renewable energy generation<br><br><i>(2014-15: 2)</i><br><i>(2015-16: 9)</i><br><i>(2016-17: 5)</i><br><i>(2017-18: 1)</i><br><i>(2018-19: 3)</i><br><i>(2019-20: 6)</i><br><i>(2020-21: 1)</i><br><i>(2021-22: 5)</i> | No annual increase | <b>9</b>                     |
| 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<br><br><i>(2014-2015: N/A)</i><br><i>(2015-2016: 4)</i><br><i>(2016-2017: 3)</i><br><i>(2017-2018:2)</i><br><i>(2018-19: 1)</i><br><i>(2019-20: 1)</i><br>(2020-21: data not available)***  | No annual increase | <b>Data not available***</b> |
| <b>Analysis</b>   |  |                    |                              |
| 1. A total of 36.6ha of development was permitted over the monitoring period, of which 20.6ha was located on brownfield sites. This equated to 56.2% of all development (excluding householder, conversions and agricultural buildings) as being permitted on |  |                    |                              |

brownfield land. This is an increase in the proportion of development on brownfield land compared with the previous few monitoring periods.

A large proportion of brownfield land permitted at 52%/10.8ha within the current monitoring period was in association with the redevelopment of King Henry VIII School in Abergavenny. A further 1.37ha was associated with various residential developments throughout the County and 0.9ha related to redevelopment at Nevill Hall Hospital (overall development was part brownfield/greenfield). A range of other developments were permitted on brownfield land including community, commercial, employment and retail uses.

This is the third consecutive year that the proportion of development recorded on brownfield land has increased and is the first year that the proportion of brownfield permissions has exceeded those on greenfield sites, demonstrating the sustainable use of land.

The Council will continue to monitor this indicator to determine the effectiveness of the policy framework relating to this issue.

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.

3. Nine applications have been approved incorporating on-site renewable energy during the monitoring period. This is an increase on the five recorded last year, and as such the indicator is rated green. The nine permissions included the installation of ground mounted solar panels/ solar arrays at the Hendre, Penallt, Mamhilad, Llandewi Rhydderch, Mitchel Troy and Abergavenny; EV charging, air source heat pumps & solar panels at new homes in Little Mill; and a One Planet Development at Tintern. A number of householder schemes for renewable energy installations (solar/heat pumps) were also permitted over the monitoring period. Of note, the majority of smaller scale renewable energy schemes fall under permitted development, and therefore are not picked up by the planning system.

Collectively a total of 41 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 continue to monitor this issue closely in future AMRs to determine the effectiveness of the policy framework relating to efficient resource use.

4. Unfortunately, the data relating to the completion of developments incorporating on-site renewable energy generation is not available due to limited capacity in the Planning Policy Team to undertake this monitoring. It is anticipated that this data will be available for the next AMR.

| <b>Recommendation</b>                                     |
|---|
| 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.

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

\*\*\*Data not available due to limited capacity in the Planning Policy Team to undertake this monitoring.

## Landscape, Green Infrastructure and the Natural Environment

**Monitoring Aim/Outcome:** To protect open space and sites of acknowledged nature conservation and landscape importance

**Strategic Policy:** S13 Landscape, Green Infrastructure and the Natural Environment

**LDP Objectives Supported:** 8

**Other LDP Policies Supported:** LC1-LC6, GI1 & NE1

### Contextual Changes

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

| Indicator   | Target<br><i>(Previous AMR Performance)</i>   | Trigger for Further Investigation  | Performance<br>1 April 2022<br>– 31 March<br>2023 |
|---|---|--|---|
| 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<br><br><i>(2014-15: 26 ha)</i><br><i>(2015-16: 44.6 ha)</i><br><i>(2016-17: 16.5 ha)</i><br><i>(2017-18: 8.98ha)</i><br><i>(2018-19: 9.71ha)</i><br><i>(2019-20: 18.27ha)</i><br><i>(2020-21: 11.7ha)</i><br><i>(2021-22: 7.5ha)</i>                 | Any loss of non-allocated Greenfield land in any 1 year  | <b>7.44ha*</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<br><br><i>(2014-15: 1.47ha)</i><br><i>(2015-16: 0.76ha)</i><br><i>(2016-17: 0)</i><br><i>(2017-18: 0)</i><br><i>(2018-19 :1.74ha)</i><br><i>(2019-20: 0.1ha)</i><br><i>(2021-22: 0ha)</i> | Any loss of open space due to development, not allocated in the development plan in any 1 year | <b>0.15ha</b>                                     |

|  |  |   |                 |
|--|--|---|-----------------|
| <p>3. Developments permitted / completed that are within internationally / nationally important nature conservation areas**</p>  | <p>None adversely affected</p> <p>(2014-15: N/A)<br/> (2015-16: 0)<br/> (2016-17: 0)<br/> (2017-18:0)<br/> (2018-19:1)<br/> (2019-20: 3)<br/> (2020-21: 1)<br/> (2021-22: 1)</p>   | <p>Recorded damage or fragmentation of designated sites / habitats</p>  | <p><b>0</b></p> |
| <p>4. Developments granted permission that cause harm to the overall nature conservation value of locally designated sites</p>   | <p>Minimise developments that would cause harm to the overall nature conservation value of locally designated sites</p> <p>(2014 -15: N/A)<br/> (2015-16:1)<br/> (2016-17: 1)<br/> (2017-18:1)<br/> (2018 – 19: 2)<br/> (2019-20: 2)<br/> (2020-21: 0)<br/> (2021-22: 0)</p> | <p>1 or 2 developments result in overall harm for 2 consecutive years, or 3 or more developments result in harm in any 1 year</p> | <p><b>2</b></p> |
| <p>5. Number of new developments delivering habitat creation and restoration</p>   | <p>Increase number of new developments delivering habitat creation / restoration</p> <p>(2014-15: 1)<br/> (2015-16: 1)<br/> (2016-17: 0)<br/> (2017-18:2)<br/> (2018-19 :1)<br/> (2019-20 :0)<br/> (2020-21: 0)<br/> (2021-22: 0)</p>  | <p>None</p>   | <p><b>0</b></p> |
| <p><b>Analysis</b></p>   |  |   |                 |
| <p>1. Over the current monitoring period, 33 permissions were granted on greenfield land which is not allocated for development in the LDP, totalling 7.44ha. This is lower than recorded over any of the previous monitoring periods. The higher level of greenfield loss</p> |  |   |                 |

recorded in earlier periods (44.6ha in 2015-16 and 26ha in 2014-15) was predominantly due to the increase in larger scale renewable energy (solar PV arrays) schemes permitted which were justified within the context and requirements of the LDP policy framework and national planning policy; there were no such renewable energy schemes permitted over the current monitoring period.

Change of use accounted for the majority of non-allocated greenfield land permitted at 1.92ha, with use for community facilities second at 1.76ha, this is primarily due to redevelopment at Nevill Hall Hospital (considered to be both brownfield and greenfield). The extension of residential curtilages related to 1.45ha. Residential development accounted for a further 0.5ha (4 homes including One Planet Development) and tourism accounted for 0.44ha all of which related to glamping accommodation (these are not permanently sited and relate to a reversible use of agricultural land). Other permissions related renewable energy (0.2ha, solar panels), commercial (0.6ha), employment (0.3ha) and Gypsy Traveller (0.18ha) uses. All of the permissions were considered to be compliant with the LDP policy framework.

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 previous monitoring periods) and subsequently the trigger for this indicator has been met, the loss 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 issue.

2. There were two applications permitted on areas of open space not allocated for development in the LDP totalling 0.13ha over the monitoring period, as such the trigger for further investigation has been reached.

The first application involves the loss of open space (0.03ha) associated with the construction of two apartments in Little Mill. However, the proposal incorporates the relocation and upgrade of the existing children's play area. The other application relates to the change of use of land designated as DES2 (area of amenity open space, 0.1ha) to use a residential curtilage which is considered to be compliant with the LDP policy framework. Accordingly, there are no concerns in relation to this indicator.

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. 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. Two applications were granted over the monitoring period that were considered to cause harm to locally designated sites. The first relates to an access track to existing properties within the Pilstone Orles and Firhill SINC (Ancient and Semi Natural Woodland) in The Narth. While part of a SINC will be lost the proposal will provide acceptable management and enhancement measures.

The second application related to replacement of the former maternity unit at Nevill Hall Hospital with a satellite radiotherapy unit, resulting in an extended footprint, replacement car park area and other changes which extend into the Nevill Hall Hospital SINC. The proposal includes mitigation and compensation measures through biodiversity net gain, although it is noted that this relates to a bespoke mitigation strategy involving off site enhancement. On site enhancement will also seek to enhance the remainder of the SINC grassland.

While two applications were considered to cause harm to the SINC identified, the developments were conditioned to provide detailed management plans of how the remaining SINC are to be managed in the future, thus ensuring the long-term management of the SINC. Both proposals are also considered to have a net benefit to ecology. The planning application process has demonstrated that harm to the SINC was considered and justified within the context and requirements of Policy NE1 of the LDP policy framework as evidenced above. This indicates that the policy framework relating to nature conservation is functioning effectively in protecting nature conservation sites of local 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.

5. There were no developments recorded that were permitted to specifically deliver habitat creation and restoration during the monitoring period.

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. |
|---|

\*Additional 3.94ha greenfield land relates to LDP allocated employment site at Wales One Business Park Magor (SAE1a) and is therefore excluded.

\*\*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<br><i>(Previous AMR Performance)</i>   | Trigger for Further Investigation               | Performance<br>1 April 2012<br>– 31 March<br>2023  |
|---|---|---|--|
| 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></p> <p><i>(2015-16: 0.24ha permitted; 26.86ha potential waste management sites)</i></p> <p><i>(2016-17: 0ha permitted; 26.26ha potential waste management sites)</i></p> <p><i>(2017-18: 0ha permitted; 26.26ha potential waste management sites)</i></p> | Amount of B2 employment land falls below 5.6 ha | <p><b>Waste capacity permitted 0ha</b></p> <p><b>Identified potential waste management sites 24.92ha</b></p> |

|   |   |  |  |
|---|---|--|--|
|   | <p><i>(2018-19: 0ha permitted; 26.26ha potential waste management sites)</i></p> <p><i>(2019-20: 0ha permitted; 26.26ha potential waste management sites)</i></p> <p><i>(2020-21: 0ha permitted; 26.26ha potential waste management sites)</i></p> <p><i>(2021-22: 0ha permitted; 26.26ha potential waste management sites)</i></p> |  |  |
| <b>Analysis</b>   |   |  |  |
| <p>1. There were no permissions for waste management capacity during the monitoring period. There has been some take up of B2 land (Westgate Business Park) and the amount of land available for potential waste management sites (i.e. B2 employment sites and existing waste disposal or management sites) is currently 24.92ha. There remains, therefore, ample land available for potential waste management sites in relation to the maximum requirement of 5.6ha.</p> |   |  |  |
| <b>Recommendation</b>   |   |  |  |
| <p>1. No action is required at present. Continue to monitor.</p>  |   |  |  |

## 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<br><i>(Previous AMR Performance)</i>  | Trigger for Further Investigation      | Performance<br>1 April 2022<br>– 31 March<br>2023 |
|---|--|--|---|
| 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<br><br><i>(2014-15: 0)</i><br><i>(2015-16: 0)</i><br><i>(2016-17: 0)</i><br><i>(2017-18: 0)</i><br><i>(2018-19: 0)</i><br><i>(2019-20: 0)</i><br><i>(2020-21: 0)</i><br><i>(2021-22: 0)</i>                               | 10 years land bank is not maintained   | <b>0</b>  |
| 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<br><br><i>(2014-15: 0)</i><br><i>(2015-16: 0)</i><br><i>(2016-17: 0)</i><br><i>(2017-18: 0)</i><br><i>(2018-19: 0)</i><br><i>(2019-20: 0)</i><br><i>(2020-21: 0)</i><br><i>(2021-22: 0)</i> | If any such developments are permitted | <b>0</b>  |

**Analysis**

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. 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.

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.

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

## Transport

**Monitoring Aim/Outcome:** To increase sustainable forms of transport and ensure that all development meets sustainable transport planning principles

**Strategic Policy:** S16 Transport

**LDP Objectives Supported:** 1-6, 9 & 13

**Other LDP Policies Supported:** MV1-MV10

### Contextual Changes

There are no contextual changes for this period.

| Indicator   | Target<br><i>(Previous AMR Performance)</i>   | Trigger for Further Investigation   | Performance<br>1 April 2022 –<br>31 March 2023            |
|---|---|---|---|
| 1. Number of improvements to transport secured through S106 agreements  | No target<br><br><i>(2014-15: 3)</i><br><i>(2015-16: 3)</i><br><i>(2016-17: 2)</i><br><i>(2017-18: 4)</i><br><i>(2018-19: 3)</i><br><i>(2019-20: 1)</i><br><i>(2020-21: 0)</i><br><i>(2021-22: 0)</i> | None  | <b>1 S106 agreement delivering transport improvements</b> |
| 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 | <b>Progression detailed in analysis below</b>             |

### Analysis

1. During the current monitoring period one application was permitted which secured transport and pedestrian improvements through a S106 agreement. This related to the LDP allocated site at Vinegar Hill (DM/2019/01937 – Hybrid application for 155 units - 72 units full (parcel A) and 83 outline (Parcel B)) which involved £2,000 per dwelling towards sustainable travel and public transport projects in the locality, meaning £144,000 (parcel A) and Parcel B pro-rata (max £166,000). These improvements include contributions to the

construction of Magor and Undy walkway station, walking and cycling routes linking the site with the proposed station and other key public transport interchanges and destinations up to 2 miles from the site, and provision of supported bus services linking Vinegar Hill to key destinations.

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 was slower than anticipated, there were a relatively small number of transport improvements secured via S106 agreements in relation to these sites in the early part of the Plan period. However, in total, in the 9 years to date, of the 17 S106 agreements which have resulted in transport improvements 10 have related to allocated sites. 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:

**Welsh Government Road Schemes:**

**M4 corridor enhancement scheme Magor to Castleton:** The Welsh Government (WG) decided in June 2019 to not go ahead with the M4 corridor enhancement project. The WG then set up a South East Wales Transport Commission (SEWTC) to “*consider the problems, opportunities, challenges and objectives for tackling congestion on the M4 in south east Wales, and make recommendations to WG on a suite of alternative solutions*”. The commission reported in November 2020. The report made a number of recommendations, and WG, Transport for Wales (TfW), the Cardiff Capital Region (CCR) and MCC are now working on implementing the recommendations.

**Rail Schemes:** Following the decision to not progress the M4 corridor enhancement scheme a Written Statement from the Welsh Minister for Economy and Infrastructure, stated that the Welsh Government had appointed an expert Commission (the South East Wales Transport Commission) to “*consider the problems, opportunities, challenges and objectives for tackling congestion on the M4 in south east Wales and make recommendations to the Welsh Government on a suite of alternative solutions*”. In November 2020, the commission reported making 58 recommendations, the Burns Delivery Board was created in Spring 2021 to bring together Welsh Government, Transport for Wales and local authorities, including Monmouthshire County Council, to deliver these. One of the key recommendations was for better local rail services and new stations between Cardiff and Severn Tunnel Junction. TfW has developed plans for 5 new stations and additional train services, and a public consultation on these proposed started in October 2023. The plans for the proposed Magor & Undy station are based on the previous work done by MCC and the Magor Action Group On Rail.

**Monmouthshire County Council Road Schemes:**

**B4245 Magor/Undy By-pass:** The adopted LDP reserved a route for a potential bypass looping from the B4245 between Rockfield Glade and the new Rockfield Farm housing

allocation, past The Grange and Vinegar Hill to rejoin the B4245 adjacent to Woodlands House, the former vicarage. This route was carried forward from an old Local Transport Plan. When considering the planning application for the new housing allocation at Rockfield Farm, it was concluded that a bypass did not accord with modern day transport policy, and instead the residential development should include a residential scale through route to provide connectivity but at a more suitable scale. The Magor/Undy bypass will not be progressed.

**B4245/M48 Link Road\*\* and B4245/Severn Tunnel Junction Link Road:** Following publication of the SEWTC report, TfW, with MCC support, undertook a study into a new connection between the M48, the B4245 and STJ station. The results are currently in discussion between WG, TfW and MCC.

**A48 Chepstow Outer By-pass:** The Chepstow Transport WelTAG stage 2 study, which was jointly sponsored by the WG, MCC and Gloucester County Council concluded in March 2021. It recommends the construction of a traffic relief road for Chepstow to allow traffic to avoid Chepstow town centre and reconstruct the current A48 to improve active travel and buses in and around Chepstow town centre. MCC has subsequently bid for funding to undertake a WelTAG stage 3 (full business case) study but has not been successful in 2023.

**A472 Usk By-pass:** No progress

#### **Public Transport Improvement Schemes:**

**Abergavenny Rail Station Interchange\*\*:** Planned for a new accessible footbridge has continued, and construction is due to start in December 2023. MCC has reviewed plans for the bus-rail interchange, the proposed car park extension and improved active travel access, and has agreed a shortlist of options for a WelTAG stage 3 study. MCC has bid for funding to undertake this but has not been successful in 2023.

**Chepstow Rail Station and Bus Station Interchange\*\*:** Proposals for Chepstow rail station improvements were included in the Chepstow Transport study that reported in March 2021 (see above). Further development was undertaken in 2022. MCC has bid for funding to undertake phase 1 of this work and has just secured LUF funding to proceed with this project.

**Severn Tunnel Junction (STJ) Interchange\*\*:** The proposed upgrade at Severn Tunnel Junction is part of the Welsh Government/Cardiff Capital Region joint 'Metro Plus' programme. A 168-space extension to the car park was delivered in April 2023. An extension to the footbridge has been designed and is expected to receive Network Rail approval in November 2023. A new combined foot/cycle path along the B4245 between Undy and Rogiet has been outlined designed, with detailed design currently underway.

**Monmouth coach stop:** A number of on-street stopping places have been provided on Blestium Street alongside the Robin Hood/Cattle Market car park.

**Monmouth Park and Ride\*\*:** No further work.

**Chepstow Park and Ride\*\*:** No further work.

**Monmouth bus station improvement:** The departure area for services to England has received a new shelter. New display cases are expected to be delivered in spring 2024.

**Abergavenny bus station improvement:** There was some work to reconfigure the bus station, to improve shelter and to enable social distancing by waiting passengers in previous years. New display cases were delivered in 2022/23. Real-time information is expected to be delivered in spring 2024. The medium-long term solution is to move the bus station to the rail station (see above).

### **Walking and Cycling Schemes**

MCC are currently delivering on key strategic active travel projects across the County. These include:

- Abergavenny to Llanfoist Active Travel scheme – incorporating a new Active Travel bridge across the River Usk and associated links.
- Severnside spinal route – including Caldicot Links, a conversion of a disused MOD railway to an Active Travel path and links through Caldicot town to the railway station.
- Monmouth spinal route – including a new Active Travel bridge across the River Wye with associated links and routes through to Kingswood Gate.

Further progress on the LTP schemes will be reported in future AMRs.

### **Recommendation**

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.

\*\* Indicates those schemes identified in the South East Wales Transport Alliance Regional Transport Plan.



## Place Making and Design

**Monitoring Aim/Outcome:** To protect sites and buildings of acknowledged built and historic interest

**Strategic Policy:** S17 Place Making and Design

**LDP Objectives Supported:** 14 & 15

**Other LDP Policies Supported:** DES1-4, HE1-4

### Contextual Changes

There are no contextual changes for this period.

| Indicator   | Target<br><i>(Previous AMR Performance)</i>   | Trigger for Further Investigation   | Performance<br>1 April 2022<br>– 31 March<br>2023     |
|---|---|---|---|
| 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%) 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 / archaeological interest, scheduled | No adverse impact on the historic environment   | Any development adversely affects the historic environment                                | <b>Refer to analysis (4) below</b>                    |

|   |   |  |                      |
|---|---|--|----------------------|
| 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<br><br><i>(2014-15: none)</i><br><i>(2015-16: none)</i><br><i>(2016-17: none)</i><br><i>(2017-18: none)</i><br><i>(2018-19: none)</i><br><i>(2019-20: one)</i><br><i>(2021-22: none)</i> | 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:

|   | Base Date 2011 | 2015 | 2016 | 2017 | 2018 | 2019 | 2020 | 2021 | 2022 |
|---|----------------|------|------|------|------|------|------|------|------|
| Listed Buildings                            | 2146           | 2153 | 2153 | 2152 | 2151 | 2149 | 2148 | 2149 | 2148 |
| Scheduled Ancient Monuments                 | 169            | 164  | 164  | 164  | 164  | 164  | 164  | 164  | 164  |
| Historic Parks and Gardens                  | 44             | 45   | 45   | 45   | 45   | 45   | 45   | 45   | 45   |
| Archaeologically Sensitive Areas            | 10             | 10   | 10   | 10   | 10   | 10   | 10   | 10   | 10   |
| Landscapes of Outstanding Historic Interest | 3              | 3    | 3    | 3    | 3    | 3    | 3    | 3    | 3    |

Two Listed Buildings were delisted and there was one new listing over the monitoring period, taking the total number of listed buildings across Monmouthshire to 2,148. 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.

Whilst there has been a loss of 2 listed buildings during the monitoring period, the listing of a new building has resulted in a net loss of one listed building. The indicator has therefore been satisfied as there has not been more than 1 listed building each year for 3 or more consecutive years. Since monitoring began in 2015 there has been a cumulative loss of 5 listed buildings. Nevertheless, this is not considered to be significant and the Heritage Team has not raised concerns in relation to these losses. There has also been new listing to properties within the past 3 years. 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. As with the previous monitoring period, no further Conservation Area Appraisals have been 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 2015 - 2016 monitoring period. The remaining 12 Conservation Area Appraisals will be progressed in the future subject to available resources.

3. The 2022/23 Members of Planning Committee design tour considered five applications that were approved under policies within the adopted LDP. Three of the developments related to medium to large residential developments, and two were commercial schemes:

- Fairfield Mabey, Chepstow – strategic housing site – LDP allocation under Policy SAH3
- Dingestow 60/40 housing site – Main Village allocation Policy SAH11(iii);
- Llansantfraedd Court Hotel – conversion of the main building (grade II listed) to a wedding venue with a contemporary new build in the grounds for a reception area;
- Siltbusters, Monmouth – a thriving innovative business that has built new bespoke premises at Wonastow Road, Monmouth (strategic mixed use allocation under Policy SAH4);
- Juneberry Drive (off Western Avenue) Chepstow – a 100% affordable housing scheme on the site of a group of dilapidated and redundant lock up garages (LDP Policy H1, DES1, GI1 etc).

Members reacted positively to all of the developments and had no major concerns. They were pleased with the benefits of the comprehensive Green Infrastructure (GI) that was beginning to take place at the Dingestow and Siltbusters sites. These developments were able to demonstrate to members the benefits of the GI policy and its associated detailed SPG, which guides the delivery, implementation and management of GI within residential development schemes.

Members were also impressed with the placemaking emerging at Mabey Bridge with a new public square created outside Brunel House, a landmark listed building, and the development of different neighbourhoods on this larger housing development each with their own distinctive architectural character.

The Dingestow '60/40' affordable housing site was well received, where the build quality and evidence of renewable energy measures for the affordable units was praised. The surrounding landscaping and well-chosen boundary enclosures in the open street scenes, such as transparent railings with green landscaping helped create a pleasant environment for those living within the housing and surrounding vicinities. The smaller development of eight homes off Western Avenue, Bulwark evidenced how well-designed, modern housing can be accommodated into a relatively tight urban setting, while providing good living conditions for the new and existing residents. All of the homes had solar panels and were built to high standards of sustainability.

The commercial scheme for a wedding venue at Llansantfraedd Court demonstrated the added value the Council's Heritage team provide in negotiating a high quality conversion of the existing listed house and in shaping the new outbuilding in the grounds that is an excellent and complementary design, enhancing the setting of the historic mansion.

Members were interested in the Siltbusters site, not only because this was a local company that was able to expand without moving out of the County by developing one of the allocated LDP employment sites, but because they appreciated the work the case officer had taken to influence the design of the large employment unit so that it read as an individual, bespoke design and provided a sense of place in this edge of town location.

The 2022 design tour has provided evidence that there are currently some very good examples being developed of innovative and energy efficient development that provide a sense of place, and that the Council's GI SPG vision and its current implementation within sites is beginning to take shape and enhance the landscaping and setting of developments. The Council will continue to monitor the design and materials of new development to determine the effectiveness of the policy framework relating to design.

4. No applications have been identified by the Council's Heritage Team, which have potential for significant impact upon Monmouthshire's historic environment.

The trigger has not been initiated and it is considered the current LDP policy 'development in Conservation Areas' policy (HE1) is working effectively. However, we will continue to closely monitor development within sensitive historic areas.

5.No applications have been identified by the Council's Heritage Team over the monitoring period with an outstanding objection from the Council's Heritage Team, Cadw or GGAT.

The trigger has not been initiated and it is considered the current the LDP policies that protect the historic environment are functioning effectively. 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.

**Recommendation**

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.

### Sustainability Appraisal Monitoring Framework

- 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.
- 6.2 There is an 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, and while work has been undertaken to try to find alternative sources of information, 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 ninth SA monitoring period since the adoption of the LDP, it is compared to the previous eight AMRs and highlights emerging trends. 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 | <ol style="list-style-type: none"> <li>1. Average travel to work distance (-)</li> <li>2. Proportion of people travelling to work by public transport, walking or cycling (+)</li> <li>3. <b>Proportion of the workforce who remain in their own area for work, according to travel to work statistics (+)</b></li> <li>4. <b>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></li> <li>5. Percentage of major* new development within 10 minute walk from a frequent and regular bus service</li> </ol> | <ol style="list-style-type: none"> <li>1. N/A**</li> <li>2. 8.9%**</li> <li>3. 64,2%*****</li> <li>4. Main Towns: 45.2%, Severnside: 36.4%, RSS: 10.2%, Rural General: 5.8%</li> <li>5. 100%</li> </ol> | <p><b>1 – 2.</b> The 2021 Census recorded 8.9% of people travelling to work by public transport, walking or cycling. The average travel to work distance isn't calculable from the 2021 Census data. The distance has been categorised as follows:</p> <table border="1"> <tbody> <tr> <td>Less than 10km</td> <td>22.9%</td> </tr> <tr> <td>10km to less than 30km</td> <td>20.9%</td> </tr> <tr> <td>30km and over</td> <td>8.6%</td> </tr> </tbody> </table> <p>ONS advise that data collected would be a snapshot in time, but with limited utility in measuring pre- or post-pandemic travel patterns.</p> <p><b>3.</b> The Welsh Government travel to work statistics identify 64.2% of the Monmouthshire workforce remaining in their own area for work. This figure has increased by 3% 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 45.2% of the overall figure (343). The Severnside Settlements accounted for a total of 36.4% of completions, a decrease compared with the previous monitoring period (46%). The Rural Secondary Settlements accounted for 10.2% of completions and the Rural General area, which incorporates figures from the Main Villages, accounted for 5.83%. The Policy Analysis in Section 5 relating to the Spatial Strategy provides full analysis of this indicator.</p> | Less than 10km | 22.9% | 10km to less than 30km | 20.9% | 30km and over | 8.6% |
| Less than 10km         | 22.9%  |  |   |  |                |       |                        |       |               |      |
| 10km to less than 30km | 20.9%  |  |   |  |                |       |                        |       |               |      |
| 30km and over          | 8.6%   |  |   |  |                |       |                        |       |               |      |

| Headline | Objective  | SA Indicators   | Data   | Commentary   |
|----------|--|---|--|--|
|          |  | (+)(includes residential, employment, retail and leisure permissions only)  |  | <p>5. One major residential scheme was approved over the monitoring period that had not previously been recorded in AMRs. This related to the allocated housing site at Vinegar Hill granted permission as a hybrid application for 155 dwellings (72 Full and 83 outline). Four other major developments were permitted over the monitoring period that either related to allocated employment sites (Wales One, Magor) or brownfield redevelopment sites (Lidl, Severnbridge Social Club Bulwark; Nevill Hall Hospital, Abergavenny; King Henry VIII School, Abergavenny). All of these developments (100%) are located within a 10 minute walk of a frequent and regular bus service. This compares to the previous AMR where no major developments were permitted and as a result a figure of 0% was recorded. The 2020 -2021 AMR however recorded 100% and 2019-2020 AMR 66.6%. This reflects a positive increase in planning permissions.</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 | <ol style="list-style-type: none"> <li>1. People in housing need (-)</li> <li>2. <b>Affordable home completions (+)</b></li> <li>3. <b>General market home completions</b></li> <li>4. <b>Density of housing permitted on allocated sites (SAH1 – SAH10)</b></li> <li>5. <b>The number of dwellings permitted and completed on</b></li> </ol> | <ol style="list-style-type: none"> <li>1. 468 per year over 5 Year Period (2020 base date)</li> <li>2. 48</li> <li>3. 343</li> <li>4. 28.9</li> <li>5. 142 dwellings permitted, 196 completed</li> <li>6. 0</li> <li>7. See table in commentary section</li> </ol> | <ol style="list-style-type: none"> <li>1. The Local Housing Market Assessment (LHMA) 2020-2025 uses a methodology prescribed by Welsh Government to calculate housing need which is different to that used to provide evidence for the LDP. The results, therefore, are not directly comparable. The 468 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. Acquisitions of existing properties offer a reliable source of increasing the provision affordable homes. In addition, the Council is working with private landlords to increase the supply of private rented homes and to bring empty homes back into use. Other initiatives include the government's Help to Buy scheme. The social rent need identified in the LHMA is 319.61 per year, Low Cost Home Ownership is 115.20 per year and Intermediate Rent is 33 per year. Low cost homeownership need will be addressed through a variety of mechanisms including S106 contributions on new build</li> </ol> |

| Headline | Objective | SA Indicators   | Data | Commentary   |
|----------|-----------|---|------|--|
|          |           | <p>strategic sites as identified in policy S3.</p> <p><b>6. Number of affordable dwellings built through rural exception schemes</b></p> <p><b>7. Number of dwellings provided in accordance with the settlement hierarchy set out in Policy S2</b></p> |      | <p>housing schemes negotiated by the Council as well as LCHO resales. As stated above this figure should not be taken as an annual target, it does however provide an indication of current projected need for affordable housing within the County and sets a benchmark the Council can work towards.</p> <p><b>2 – 3.</b> There were 48 affordable home completions and 343 market dwelling completions over the monitoring period.</p> <p><b>4.</b> The strategic LDP allocation at Vinegar Hill gained planning permission during the current monitoring period. The density of development at the site is 28.9 dph, which is just below the target density of 30 dph.</p> <p><b>5.</b> A total of 142 homes were permitted on strategic sites over the monitoring period, this related to Vinegar Hill, Undy. The total number of completions related to 196 homes, the number of completions has decreased when compared to the previous AMR (229 completions 2021- 2022). The majority of strategic site completions (97) related to the SAH3 Fairfield Mabey site. Other completions were as follows; SAH1 Deri Farm (16), SAH5 Rockfield Farm, Undy (38) and SAH7 Sudbrook Paper Mill (45).</p> <p><b>6.</b> No rural exception schemes were permitted or completed over this monitoring period. While there is no target in relation to the number of completions for rural exception schemes the Council will continue to monitor this issue closely in future AMRs to determine the effectiveness of the policy framework relating to rural exception schemes.</p> <p><b>7.</b> The table below provides a breakdown of the 343 dwelling 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> |



| Headline                  | Objective   | SA Indicators   | Data                                      | Commentary   |  |             |        |                   |       |     |                   |       |     |                        |       |     |                      |      |     |
|---------------------------|---|---|---|--|--|-------------|--------|-------------------|-------|-----|-------------------|-------|-----|------------------------|-------|-----|----------------------|------|-----|
|                           |   |   |   | <table border="1"> <thead> <tr> <th></th> <th>2022 – 2023</th> <th>Target</th> </tr> </thead> <tbody> <tr> <td><b>Main Towns</b></td> <td>45.2%</td> <td>41%</td> </tr> <tr> <td><b>Severnside</b></td> <td>36.4%</td> <td>33%</td> </tr> <tr> <td><b>Rural Secondary</b></td> <td>10.2%</td> <td>10%</td> </tr> <tr> <td><b>Rural General</b></td> <td>8.2%</td> <td>16%</td> </tr> </tbody> </table> <p><b>Continue to monitor SA objective.</b></p>   |  | 2022 – 2023 | Target | <b>Main Towns</b> | 45.2% | 41% | <b>Severnside</b> | 36.4% | 33% | <b>Rural Secondary</b> | 10.2% | 10% | <b>Rural General</b> | 8.2% | 16% |
|                           | 2022 – 2023   | Target  |   |  |  |             |        |                   |       |     |                   |       |     |                        |       |     |                      |      |     |
| <b>Main Towns</b>         | 45.2%   | 41%   |   |  |  |             |        |                   |       |     |                   |       |     |                        |       |     |                      |      |     |
| <b>Severnside</b>         | 36.4%   | 33%   |   |  |  |             |        |                   |       |     |                   |       |     |                        |       |     |                      |      |     |
| <b>Rural Secondary</b>    | 10.2%   | 10%   |   |  |  |             |        |                   |       |     |                   |       |     |                        |       |     |                      |      |     |
| <b>Rural General</b>      | 8.2%  | 16%   |   |  |  |             |        |                   |       |     |                   |       |     |                        |       |     |                      |      |     |
| 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 permission.   | 1. 0.94 ha.                               | <p>1. 0.94 Ha of additional open space was approved as a result of two planning permissions over the monitoring period. The first related to Land at Vinegar Hill, Undy with a total of 0.5ha of public open space. This was a hybrid planning application of which full planning permission was sought for 72 dwellings, associated open space and infrastructure. The second related to Rockfield Farm, Undy where 0.44ha of public open space was provided, this application related to provision of 120 dwellings on parcels B and C2 (reserved matters). This data is collected from the Development Management Team and excludes any outline applications or applications awaiting the signing of S106 agreements. This is slight increase from the previous monitoring period 21/22 (0ha) but a substantial decrease on the 2019/20 monitoring period (12.7ha).</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</b></p> | <p>1. 18</p> <p>2. 3</p> <p>3. 0.15ha</p> | <p>1. Eighteen planning applications were granted planning permission for community and recreation uses over the monitoring period. Nine of the applications related to community uses and nine to recreation. Applications in relation to community uses included: redevelopment of King Henry Viii Comprehensive school at Abergavenny, redevelopment at Nevill Hall Hospital in Abergavenny, construction of a nursery unit at Trellech and a new police station at Llanfoist. Applications for recreational uses included; extension to existing facilities at Caldicot leisure centre, improvements to the village hall at The North and an</p>   |  |             |        |                   |       |     |                   |       |     |                        |       |     |                      |      |     |

| Headline | Objective | SA Indicators   | Data | Commentary  |
|----------|-----------|---|------|---|
|          |           | <p>recreation facilities lost to other uses.</p> <p><b>3. Amount of public open space / playing fields lost to development which is not allocated in the development plan</b></p> |      | <p>approval in Undy saw provision of Open Space plus a number of S106 contributions towards community facilities, centralised play facilities, offsite recreation, GI provision, education and sustainable transport; the benefits of these contributions are already being realised with the completion of the new Community Hub and an increase in services on the local bus route. This represents an increase in the number of community / recreation facilities granted (2018-2019; 8, 2019-2020; 12, 2020-2021; 3, 2021-2022 13) and therefore meets the desired direction of change.. For further detail refer to the Policy Analysis in Section 5 relating to Community and Recreation Facilities.</p> <p><b>2.</b> There has been a loss of three community facilities over the period monitored. One related to the loss of 0.03ha of play space in Little Mill, however this is due to the relocation and upgrade of the existing children’s play area. The second related to a change of use from a community hub to a B8 use in Chepstow which had been vacant for over two years. The third related to the change of use of a nursery to housing in Caldicot, the building had been vacant for over two years with several other facilities in the locality. 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. For further detail refer to the Policy Analysis in Section 5 relating to Community and Recreation Facilities.</p> <p><b>3.</b> During the monitoring period two permissions were granted on areas of open space not allocated for development in the LDP totalling 0.13ha. Both applications were justified and considered to be compliant with the LDP policy framework, one related to the relocation of the play area in Little Mill and the other change of use to residential</p> |

| Headline     | Objective  | SA Indicators  | Data  | Commentary  |
|--------------|--|--|---|---|
|              |  |  |   | curtilage. For further detail refer to the Policy Analysis in Section 5 relating to Landscape, Green Infrastructure and Natural Environment.<br><b>Continue to monitor SA objective.</b>  |
| Biodiversity | Protect, value, manage and enhance healthy functioning ecosystems, habitats and natural species diversity, valuing nature conservation interests wherever they are found | <ol style="list-style-type: none"> <li><b>Developments permitted that cause harm to the overall Nature Conservation value of locally designated sites (-)</b></li> <li><b>Number of new developments delivering habitat creation and restoration</b></li> <li>Hectares of ancient woodland lost to development (-)</li> <li><b>Development permitted within internationally / nationally important nature conservation areas.</b></li> </ol> | <ol style="list-style-type: none"> <li>3 applications</li> <li>0</li> <li>Data not available for the 2022-2023 monitoring period.</li> <li>0</li> </ol> | <ol style="list-style-type: none"> <li>There were 2 applications granted over the monitoring period that will cause harm to the overall Nature Conservation value of locally designated sites. The first related to an access track within the Pilstone Orles and Firhill SINC (Ancient and Semi Natural Woodland) in Pen Y Fan, The Narth. The second related to replacement of a building at Nevill Hall Hospital resulting in an extended footprint and car park area into a SINC. This signifies an increase from no permissions over the previous two monitoring periods to two permissions. This indicator will continue to be monitored closely in the next AMR. For further detail refer to the Policy Analysis in Section 5 relating to Landscape, Green Infrastructure and Natural Environment.</li> <li>There were no developments recorded permitted to specifically deliver habitat creation and restoration during the monitoring period.</li> <li>No data available for the 2022-2023 monitoring period. This indicator will continue to be monitored closely in the next AMR.</li> <li>No developments were permitted within internationally / nationally important nature conservation areas during the monitoring period.</li> </ol> <b>Continue to monitor SA objective.</b> |
| Landscape    | To maintain and enhance the quality and character of the landscape,  | <ol style="list-style-type: none"> <li>Number of trees protected by TPOs lost to development (-)</li> </ol>  | <ol style="list-style-type: none"> <li>No data available for the 2022-2023 monitoring period.</li> </ol>  | <ol style="list-style-type: none"> <li>No data available for the 2022-2023 monitoring period. This indicator will continue to be monitored closely in the next AMR.</li> </ol> <b>Continue to monitor SA objective.</b>   |

| Headline          | Objective  | SA Indicators  | Data   | Commentary  |
|-------------------|--|--|--|---|
|                   | including its contribution to the setting and character of settlements   |  |  |   |
| Built Environment | To maintain and enhance the built environment for both its visual character and distinctiveness and to create a better living environment. | <ol style="list-style-type: none"> <li>1. <b>Planning permission granted for renewable and low carbon energy development.</b></li> <li>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 the 2022-2023 monitoring period)</b></li> <li>3. <b>Sample of planning applications granted for developments with the potential for significant design / environmental implications.</b></li> </ol> | <ol style="list-style-type: none"> <li>1. 9</li> <li>2. N/A</li> <li>3. N/A</li> </ol> | <ol style="list-style-type: none"> <li>1. Nine applications were approved for on-site renewable energy generation during the monitoring period. These schemes included The nine permissions included the installation of ground mounted solar panels/ solar arrays at the Hendre, Penallt, Mamhilad Llandewi Rhydderch, Mitchel Troy and Abergavenny; EV charging, air source heat pumps &amp; solar panels at new homes in Little Mill; and a One Planet Development at Tintern. This compares to five schemes in the previous AMR. For further detail refer to the Policy Analysis in Section 5 on Efficient Resource Use and Flood Risk.</li> <li>2. No data available for the 2022-2023 monitoring period. This indicator will continue to be monitored closely in the next AMR.</li> <li>3. Members attending the 2023 Planning Committee design tour considered a total of five applications that were approved under the LDP. 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.</li> </ol> <p><b>Continue to monitor SA objective.</b></p> |

| Headline          | Objective   | SA Indicators  | Data  | Commentary  |
|-------------------|---|--|---|---|
| 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 | <ol style="list-style-type: none"> <li><b>Number of listed building and historic sites (-)</b></li> <li><b>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></li> <li><b>Number of conservation areas with an up-to-date character appraisal</b></li> </ol> | <ol style="list-style-type: none"> <li>Listed Buildings: 2148, Scheduled Ancient Monuments: 164, Historic Parks &amp; Gardens: 45, Archaeologically Sensitive Areas: 10 and Landscapes of Historic Interest: 3</li> <li>N/A</li> <li>19 up to date Conservation Area character appraisals.</li> </ol> | <ol style="list-style-type: none"> <li>Two listed buildings were delisted and another building was listed over the monitoring period resulting in a decrease of 1 overall. There were no changes in relation to Scheduled Ancient Monuments Historic Parks and Gardens, Archaeologically Sensitive Areas or Landscapes of Outstanding Historic Interest recorded in the previous monitoring period.</li> <li>The 2023 Planning Committee design tour considered one Listed Building application approved under the LDP, Llansantffraed Court Hotel, a grade II listed building which related to conversion of the main building to a wedding venue with a contemporary new build in the grounds for a reception area. Refer to the Policy Analysis in Section 5 on Place Making and Design for further details</li> <li>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.</li> </ol> <p><b>Continue to monitor SA objective.</b></p> |
| 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                     | <ol style="list-style-type: none"> <li>Number of locations where air quality exceeds objective levels per annum (-)</li> <li>Percentage of people employed using their car/van as their main way of commuting to and from work either</li> </ol>   | <ol style="list-style-type: none"> <li>0</li> <li>55.5%**</li> <li>8.9%**</li> </ol>  | <ol style="list-style-type: none"> <li>The annual objective level of nitrogen dioxide was not exceeded in 2022. The indicator will continue to be monitored in future AMRs</li> <li>– 3. The 2021 Census recorded 8.9% of people travelling to work by public transport, walking or cycling; this is a decrease of 7.8% since the 2011 Census. The mode of commuting statistics are also taken from the 2021 Census identifying 55.5% of people employed as using their car/van as their main way of commuting to and from work; this is a decrease of 25.9% since the 2011 Census.</li> </ol>  |

| Headline      | Objective  | SA Indicators  | Data                              | Commentary  |
|---------------|--|--|-----------------------------------|---|
|               |  | <p>by driving or as a passenger (-)</p> <p>3. Proportion of people employed travelling to work by public transport, walking or cycling (+)</p>                                       |                                   | <p><i>It should be noted that ONS advise that data collected for the 2021 Census would be a snapshot in time, but with limited utility in measuring pre- or post-pandemic travel patterns.</i></p> <p><b>Continue to monitor SA objective.</b></p>  |
| Water quality | To maintain and improve the quality of ground, surface and coastal waters                | <p>1. % of rivers reaching 'good' water quality status (+)</p> <p>2. Proportion of allocated sites and all other developments of over 10 dwellings/1ha that incorporate SuDS (+)</p> | <p>1. 25%***</p> <p>2. 6 of 6</p> | <p>1. 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'. In the latest (interim) Water Watch Wales Cycle 3 (2021) ,25% of rivers in Monmouthshire achieve "Good" status.</p> <p>2. 6 applicable applications permitted related to 2 residential schemes, 1 healthcare, 1 retail, 1 education and 1 industrial. All six of the schemes incorporated SuDS ranging from the use of swales, bioretention &amp; rain gardens, permeable paving, filter drains, and detention basins. The number of major developments permitted has increased since the previous monitoring period (2021-2022) where there were 0 schemes permitted. The proportion of schemes that incorporate SuDS has increased to 100% compared to the previous AMR which recorded 0% (2021-2022) and 40% recorded in 2020-2021. This indicator will 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 ground | <p>1. Proportion of groundwater bodies reaching 'good' quantity status (+)</p>   | <p>1. 100%***</p>                 | <p>1. 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 as per the Water Watch Wales for the Cycle 3 (2021) data.</p> <p><b>Continue to monitor SA objective.</b></p>  |

| Headline           | Objective   | SA Indicators   | Data  | Commentary  |
|--------------------|---|---|---|---|
|                    | water and river levels  |   |   |   |
| 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 | <ol style="list-style-type: none"> <li><b>Number of permissions for development in Flood Zones C1 and C2 not meeting all TAN 15 tests</b></li> <li>Proportion of allocated sites and all other developments of over 10 dwellings/1ha that incorporate SuDS (+)</li> <li>Instances where rivers experienced summer low flow (-)</li> </ol> | <ol style="list-style-type: none"> <li>0</li> <li>6 of 6</li> <li>No data available for the 2022-2023 monitoring period.</li> </ol> | <ol style="list-style-type: none"> <li>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.</li> <li>6 applicable applications permitted related to 2 residential schemes, 1 healthcare, 1 retail, 1 education and 1 industrial. All six of the schemes incorporated SuDS ranging from the use of swales, bioretention &amp; rain gardens, permeable paving, filter drains, and detention basins. The number of major developments permitted has increased since the previous monitoring period (2021-2022) where there were 0 schemes permitted. The proportion of schemes that incorporate SuDS has increased to 100% compared to the previous AMR which recorded 0% (2021-2022) and 40% recorded in 2020-2021. This indicator will be monitored closely in the next AMR.</li> <li>There are three key river monitoring stations in Monmouthshire positioned on the River Usk, River Wye and River Monnow. No data available for the 2022-2023 monitoring period. This indicator will continue to be monitored closely in the next AMR</li> </ol> <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,                                | <ol style="list-style-type: none"> <li><b>Number of permitted permanent non-mineral developments on safeguarded sites that do not comply with Policy M2 (-)</b></li> </ol>  | <ol style="list-style-type: none"> <li>0</li> <li>71%****</li> <li>0ha permitted</li> <li>0</li> </ol>                              | <ol style="list-style-type: none"> <li>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.</li> <li>The latest data published is for the 2021 – 2022 period which suggests 71% of Monmouthshire’s total household waste was recycled or composted (based on municipal waste collected/generated as per the indicator). This has increased since the previous AMR which indicated</li> </ol>  |

| Headline  | Objective  | SA Indicators   | Data   | Commentary  |
|-----------|--|---|--|---|
|           | encouraging re-use and recycling and avoiding final disposal of resources                                  | <p><b>2.</b> Proportion of Monmouthshire's household waste collections being recycled and composted (+)</p> <p><b>3.</b> Amount of waste management capacity permitted expressed as a percentage of the total capacity required as identified in the Regional Waste Plan</p> <p><b>4.</b> Extent of primary land-won aggregates resources as a percentage of total capacity identified in the Regional Technical Statement.</p> |  | <p>62% 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> <p><b>Continue to monitor SA objective.</b></p> |
| Land/soil | To use land efficiently by prioritising development on previously developed land where possible, and using | <p><b>1.</b> Proportion of development permitted on greenfield land as a percentage of all development excluding householder, conversions and</p>   | <p><b>1.</b> 43.7%</p> <p><b>2.</b> 7.44ha</p> <p><b>3.</b> 28.86dpha</p> <p><b>4.</b> 0ha</p> | <p><b>1.</b> A total of 36.6ha of development was permitted over the monitoring period, 16ha of which was located on greenfield sites. This equated to 43.7% of all development (excluding householder, conversions and agricultural buildings) as being permitted on greenfield land. The percentage of greenfield land permitted for development is lower than the previous four monitoring periods, demonstrating the sustainable use of land (2021-2022; 7.5ha (68.2%) 2020-2021; 15.052ha (71.7%) 2019-2020; 19.79ha (79%) ,2018-2019; 25.27ha (87.1%), 2017-2018;</p>                                 |



| Headline | Objective  | SA Indicators  | Data        | Commentary  |
|----------|--|--|-------------|---|
|          | existing land efficiently by tackling contamination and protecting higher grade agricultural soil  | <p><b>agricultural buildings (nc or -)</b></p> <p><b>2. Amount of Greenfield land lost to development which is not allocated in the development plan</b></p> <p><b>3. Annual average densities of new housing development (+)</b></p> <p><b>4. Hectares of agricultural land at Grade 3a and better lost to major* development (excluding LDP allocations and agricultural development)'</b></p> |             | <p>32.12ha (59.8%). For further detail refer to the Efficient Resource Use and Flood Risk Policy Analysis in Section 5</p> <p><b>2.</b> Over the monitoring period 33 permissions were granted on greenfield land not allocated for development in the LDP, totalling 7.44 hectares. This is lower than recorded over any of the previous monitoring periods. (2014-15: 26ha, 2015-16: 44.6ha, 2016-17: 16.5ha, 2017-18: 8.98ha, 2018-19: 9.71ha, 2019-20: 18.27ha, 2020-2021; 11.7ha, 2021 – 2022; 7.5ha). 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 34.4 dwellings per hectare. This figure is higher than the previous 2021 -2022 AMR which recorded a figure of 0 (this was an error) and all of the AMRs to date other than 2017 – 2018 where a figure of 29.1 dpha was recorded. Most recent figures: 2020-2021 AMR (28.2dpha), 2019-2020 AMR (23.65dpha), 2018-2019 AMR (27.95dpha). It should be noted that only 1 application for a site over 10 dwellings was granted permission over the monitoring period for residential schemes.</p> <p><b>4.</b> No agricultural land at Grade 3a and above has been lost to major development over the monitoring period. All of the relevant major developments related to redevelopment/brownfield sites.</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 | <b>1. Number of new developments completed that incorporate on-site renewable energy generation. (i.e. permissions following LDP adoption that</b>   | <b>1. 0</b> | <p><b>1.</b> No data available for the 2022-2023 monitoring period. This indicator will continue to be monitored closely in the next AMR.</p> <p><b>Continue to monitor SA objective.</b></p>   |

| Headline               | Objective   | SA Indicators  | Data   | Commentary  |                |       |                        |       |               |      |
|------------------------|---|--|--|---|----------------|-------|------------------------|-------|---------------|------|
|                        | renewable sources.  | have been completed over the 2022-2023 monitoring period)  |  |   |                |       |                        |       |               |      |
| Employment             | Provide a range of jobs within Monmouthshire that help meet the needs of the resident workforce | <ol style="list-style-type: none"> <li><b>Net employment land supply/ development and take-up of employment land (+)</b></li> <li><b>Amount of employment land lost to non-employment uses</b></li> <li><b>Proportion of resident workforce working in Monmouthshire (+)</b></li> <li>Average travel to work distance (-)</li> <li><b>Percentage of vacant units within CSA of each town and local centre</b></li> </ol> | <ol style="list-style-type: none"> <li>Supply 40.16ha, Take-up 0.24ha</li> <li>0.0ha</li> <li>64.2%*****</li> <li>N/A**</li> <li>Abergavenny: 5.8%, Caldicot: 8.8%, Chepstow: 13.6%, Monmouth: 18.2%, Magor: 4%, Raglan: 13.3%, Usk: 8.2%</li> </ol> | <ol style="list-style-type: none"> <li>The Employment Land Background Paper identified 40.16ha of employment land available across the County (the supply relates to SAE1 Identified Industrial and Business Sites only) meaning that sufficient employment land remains available. The take-up rate of employment land stood at 0.24ha over the monitoring period. The take-up<sup>10</sup> is higher than the last AMR (0.055ha) which represented the lowest take up over the Adopted LDP period. For further information refer to the Economy and Enterprise Policy Analysis in Section 5.</li> <li>No applications were granted during the monitoring period that related to the loss of B uses on allocated or protected employment sites (SAE1 &amp; SAE2).</li> <li>The Welsh Government travel to work statistics identify 64.2% of the Monmouthshire workforce remaining in their own area for work. This figure has increased by 3% 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.</li> <li>The average travel to work distance isn't calculable from the 2021 Census data. The distance has been categorised as follows: <table border="1" data-bbox="1422 1109 1930 1291"> <tbody> <tr> <td>Less than 10km</td> <td>22.9%</td> </tr> <tr> <td>10km to less than 30km</td> <td>20.9%</td> </tr> <tr> <td>30km and over</td> <td>8.6%</td> </tr> </tbody> </table> </li> </ol> | Less than 10km | 22.9% | 10km to less than 30km | 20.9% | 30km and over | 8.6% |
| Less than 10km         | 22.9%   |  |  |   |                |       |                        |       |               |      |
| 10km to less than 30km | 20.9%   |  |  |   |                |       |                        |       |               |      |
| 30km and over          | 8.6%  |  |  |   |                |       |                        |       |               |      |

<sup>10</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>ONS advise that data collected would be a snapshot in time, but with limited utility in measuring pre- or post-pandemic travel patterns.</p> <p>5. Vacancy rates recorded in the Central Shopping Areas (CSA) for all of the County's towns and local centres increased with the exception of Usk (8.2%) which saw a marginal decrease. The other vacancy rates include Abergavenny (5.8%), Caldicot (8.8%), Chepstow (13.6%), Monmouth (18.2%), Magor (4%) and Raglan (13.3%). With the exception of Monmouth, all of the centres are below the GB High Street vacancy rate (13.9%, first 6 months of 2023, Local Data Company), which suggests that Monmouthshire's town and local centres are functioning effectively, which could in part be reflective of covid and the increase in home working with residents using their local centres to access retail/services and facilities, rather than commuting into larger towns /cities.</p> <p><b>Continue to monitor SA objective.</b></p> |                |                    |                |                               |       |                         |    |     |       |                   |          |       |       |                       |    |      |       |                     |       |     |       |                        |       |     |
| Wealth Creation | Raise prosperity and quality of life by developing a more self-sustaining local economy encouraging indigenous growth | <ol style="list-style-type: none"> <li>1. Range of SAE1/SAE2/Identified Mixed Use Sites available, distribution and size</li> <li>2. <b>Planning permissions granted for employment use by settlement</b></li> <li>3. <b>Planning permissions granted for employment use by sector</b></li> </ol> | <ol style="list-style-type: none"> <li>1. See table in commentary section</li> <li>2. Main Towns: 0.27ha, Severnside: 3.94ha, RSS: 0.6ha, Rural General: 0.17ha</li> <li>3. See table in commentary section.</li> <li>4. 64.2%*****</li> <li>5. 14,500*****</li> <li>6. 15,600*****</li> </ol> | <ol style="list-style-type: none"> <li>1. 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.</li> </ol> <table border="1"> <thead> <tr> <th>Site Reference</th> <th>Site Name/Location</th> <th>Site Use Class</th> <th>Remaining land available (ha)</th> </tr> </thead> <tbody> <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>1.3</td> </tr> <tr> <td>SAE1e</td> <td>Ross Road, Abergavenny</td> <td>B1/B2</td> <td>1.5</td> </tr> </tbody> </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 | 1.3 | SAE1e | Ross Road, Abergavenny | B1/B2 | 1.5 |
| 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   | 1.3  |  |                |                    |                |                               |       |                         |    |     |       |                   |          |       |       |                       |    |      |       |                     |       |     |       |                        |       |     |
| SAE1e           | Ross Road, Abergavenny  | B1/B2   | 1.5  |  |                |                    |                |                               |       |                         |    |     |       |                   |          |       |       |                       |    |      |       |                     |       |     |       |                        |       |     |

| Headline  | Objective                 | SA Indicators   | Data   | Commentary   |       |                         |       |     |       |                     |    |     |       |                    |       |     |       |                  |          |      |      |                           |    |      |      |                         |    |      |      |                      |    |     |  |        |          |               |         |   |        |  |        |   |        |
|---|---------------------------|---|--|--|-------|-------------------------|-------|-----|-------|---------------------|----|-----|-------|--------------------|-------|-----|-------|------------------|----------|------|------|---------------------------|----|------|------|-------------------------|----|------|------|----------------------|----|-----|--|--------|----------|---------------|---------|---|--------|--|--------|---|--------|
|   |                           | <p><b>4. Proportion of resident workforce working in Monmouthshire (+)</b></p> <p><b>5. Number of people in-commuting to Monmouthshire</b></p> <p><b>6. Number of people out-commuting from Monmouthshire</b></p> <p><b>7. Tourism expenditure (+)</b></p> <p><b>8. Number of rural diversification/ enterprise schemes approved</b></p> <p><b>9. Number of tourism schemes approved</b></p> <p><b>10. Number of tourism facilities lost through development, change of use or demolition</b></p> | <p><b>7.</b> £285.08 Million<br/>*****</p> <p><b>8.</b> 8</p> <p><b>9.</b> 9</p> <p><b>10.</b> 1</p> | <table border="1"> <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>SAE2w</td> <td>Wales One, Magor</td> <td>B1/B2/B8</td> <td>0.57</td> </tr> <tr> <td>SAH3</td> <td>Fairfield Mabey, Chepstow</td> <td>B1</td> <td>0.65</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> | SAE1f | Newhouse Farm, Chepstow | B2/B8 | 4.0 | SAE1g | South Woodside, Usk | B1 | 1.3 | SAE1h | Pill Row, Caldicot | B1/B8 | 1.0 | SAE2w | Wales One, Magor | B1/B2/B8 | 0.57 | SAH3 | Fairfield Mabey, Chepstow | B1 | 0.65 | SAH4 | Wonastow Road, Monmouth | B1 | 2.78 | SAH5 | Rockfield Farm, Undy | B1 | 2.0 | <p><b>2.</b> The Severnside area accounted for the majority of permissions relating to employment over the monitoring period equating to 3.94ha. The Rural Secondary settlements followed with 0.6ha and then the Main Towns with 0.27ha. The Rural General area accounted for 0.17ha. For further information refer to the Economy and Enterprise Policy Analysis in Section 5.</p> <p><b>3.</b> 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 &amp; storage; information and communication. For the full list of sectors and additional information refer to the Economy and Enterprise Policy Analysis in Section 5.</p> <table border="1"> <thead> <tr> <th>Sector</th> <th>Size(ha)</th> </tr> </thead> <tbody> <tr> <td>Manufacturing</td> <td>0.006ha</td> </tr> <tr> <td>Wholesale &amp; retail trade; repair of motor vehicles and motor cycles</td> <td>0.01ha</td> </tr> <tr> <td>Transport &amp; storage; information and communication</td> <td>4.14ha</td> </tr> <tr> <td>Accommodation and food service activities</td> <td>0.13ha</td> </tr> </tbody> </table> | Sector | Size(ha) | Manufacturing | 0.006ha | Wholesale & retail trade; repair of motor vehicles and motor cycles | 0.01ha | Transport & storage; information and communication | 4.14ha | Accommodation and food service activities | 0.13ha |
| SAE1f   | Newhouse Farm, Chepstow   | B2/B8   | 4.0  |  |       |                         |       |     |       |                     |    |     |       |                    |       |     |       |                  |          |      |      |                           |    |      |      |                         |    |      |      |                      |    |     |  |        |          |               |         |   |        |  |        |   |        |
| SAE1g   | South Woodside, Usk       | B1  | 1.3  |  |       |                         |       |     |       |                     |    |     |       |                    |       |     |       |                  |          |      |      |                           |    |      |      |                         |    |      |      |                      |    |     |  |        |          |               |         |   |        |  |        |   |        |
| SAE1h   | Pill Row, Caldicot        | B1/B8   | 1.0  |  |       |                         |       |     |       |                     |    |     |       |                    |       |     |       |                  |          |      |      |                           |    |      |      |                         |    |      |      |                      |    |     |  |        |          |               |         |   |        |  |        |   |        |
| SAE2w   | Wales One, Magor          | B1/B2/B8  | 0.57   |  |       |                         |       |     |       |                     |    |     |       |                    |       |     |       |                  |          |      |      |                           |    |      |      |                         |    |      |      |                      |    |     |  |        |          |               |         |   |        |  |        |   |        |
| SAH3  | Fairfield Mabey, Chepstow | B1  | 0.65   |  |       |                         |       |     |       |                     |    |     |       |                    |       |     |       |                  |          |      |      |                           |    |      |      |                         |    |      |      |                      |    |     |  |        |          |               |         |   |        |  |        |   |        |
| SAH4  | Wonastow Road, Monmouth   | B1  | 2.78   |  |       |                         |       |     |       |                     |    |     |       |                    |       |     |       |                  |          |      |      |                           |    |      |      |                         |    |      |      |                      |    |     |  |        |          |               |         |   |        |  |        |   |        |
| SAH5  | Rockfield Farm, Undy      | B1  | 2.0  |  |       |                         |       |     |       |                     |    |     |       |                    |       |     |       |                  |          |      |      |                           |    |      |      |                         |    |      |      |                      |    |     |  |        |          |               |         |   |        |  |        |   |        |
| Sector  | Size(ha)                  |   |  |  |       |                         |       |     |       |                     |    |     |       |                    |       |     |       |                  |          |      |      |                           |    |      |      |                         |    |      |      |                      |    |     |  |        |          |               |         |   |        |  |        |   |        |
| Manufacturing   | 0.006ha                   |   |  |  |       |                         |       |     |       |                     |    |     |       |                    |       |     |       |                  |          |      |      |                           |    |      |      |                         |    |      |      |                      |    |     |  |        |          |               |         |   |        |  |        |   |        |
| Wholesale & retail trade; repair of motor vehicles and motor cycles | 0.01ha                    |   |  |  |       |                         |       |     |       |                     |    |     |       |                    |       |     |       |                  |          |      |      |                           |    |      |      |                         |    |      |      |                      |    |     |  |        |          |               |         |   |        |  |        |   |        |
| Transport & storage; information and communication                  | 4.14ha                    |   |  |  |       |                         |       |     |       |                     |    |     |       |                    |       |     |       |                  |          |      |      |                           |    |      |      |                         |    |      |      |                      |    |     |  |        |          |               |         |   |        |  |        |   |        |
| Accommodation and food service activities                           | 0.13ha                    |   |  |  |       |                         |       |     |       |                     |    |     |       |                    |       |     |       |                  |          |      |      |                           |    |      |      |                         |    |      |      |                      |    |     |  |        |          |               |         |   |        |  |        |   |        |

| Headline | Objective | SA Indicators | Data | Commentary  |        |
|----------|-----------|---------------|------|---|--------|
|          |           |               |      | Electricity, gas, steam & air conditioning supply; water supply; sewerage, waste management and remediation   | 0.04ha |
|          |           |               |      | Public admin & defence; compulsory social security  | 0.6ha  |
|          |           |               |      | <p><b>4.</b> The Welsh Government travel to work statistics identify 64.2% of the Monmouthshire workforce remaining in their own area for work. This figure has increased by 3% 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>5 – 6.</b> The 2023 Welsh Government Commuting Statistics identified a total of 14,500 commuting into Monmouthshire and 15,600 out of Monmouthshire. The level of in-commuting has increased slightly since the previous monitoring period (2021-2022: 14,300) with the level of out-commuting decreasing (2021 – 2022 17,100), resulting in a net outflow 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><b>7.</b> The Monmouthshire STEAM report (2022) identified the total annual tourism expenditure as £285.08 Million over the 2022 period. This compared to £182.79 Million over the 2021 period, which equates to a 56% increase. This is a significant increase since the previous period and reflects the recovery since the impact of the COVID-19 pandemic on the tourism and hospitality industries. Compared to £244.99 Million over the 2019 period, this equates to an overall 3.7% increase post COVID-19 pandemic.</p> <p><b>8.</b> A total of 8 applications relating to rural diversification/enterprise were approved during the monitoring period. 6 of the applications were approved as rural enterprise schemes and 2 applications as rural</p> |        |

| Headline | Objective | SA Indicators | Data | Commentary  |
|----------|-----------|---------------|------|---|
|          |           |               |      | <p>diversification of existing farmsteads. 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 9 tourism schemes were approved over the monitoring period all of which were tourist accommodation facilities. These included 5 conversions to holiday lets, 2 new glamping accommodation sites and a site for 2 shepherd huts and 1 tepee.</p> <p>One planning application was approved which involved the loss of tourism facilities over the monitoring period. This related to the change of use from a barn conversion holiday let to a single dwelling in Earlswood. The Visitor Economy Policy Analysis in Section 5 provides full detail of the type of tourism facilities gained and lost 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 2021

\*\*\* Contains Natural Resources Wales information © Natural Resources Wales and database right. All rights reserved

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

\*\*\*\*\*Welsh Government Commuting Statistics (Apr 2023)

\*\*\*\*\*Monmouthshire STEAM Report (2022)

## 7 Conclusions and Recommendations

### Conclusion and Recommendations

- 7.1 This is the ninth AMR to be prepared since the adoption of the Monmouthshire LDP. As the LDP has been operational for nine years, trends have emerged through the monitoring process as to which policies are performing as intended and which are not. 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 not progressing as intended.
- 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.
- 7.3 Overall, the plan is working effectively with the majority of the monitoring targets being achieved, a slight increase to 61 from last year's 57 green rating. There has been a slight decrease in the number of indicators that have not achieved the target this year, but there is an appropriate justification, and no concerns are raised (23 compared to last year's 26). 'Red' ratings recorded during the current monitoring period remained at 3 for the second consecutive year. Further commentary is provided below.

|   |    |
|---|----|
| Targets / monitoring outcomes* are being achieved   | 61 |
| Targets / monitoring outcomes* are not currently being achieved but there are no concerns over the implementation of the policy | 23 |
| Targets / monitoring outcomes* are not being achieved with subsequent concerns over the implementation of policy                | 3  |
| No conclusion can be drawn due to limited data availability or no applicable data   | 5  |

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

## Key Findings

- 7.4 Information collected through the monitoring process indicates that the majority of 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

- All seven LDP allocated strategic housing sites have planning permission, with Vinegar Hill, Undy having gained planning permission during the monitoring period. Four of these sites are under construction (Fairfield Mabey, Chepstow; Crick Road, Portskewett; Rockfield Farm, Undy; Vinegar Hill, Undy) and two are complete (Sudbrook Paper Mill and Deri Farm, Abergavenny). One site is partially complete (Wonastow Road, Monmouth), with the remaining phase at Drewen Farm currently engaged in pre-application enquiries following the announcement by Dwr Cymru Welsh Water that there is a strategic phosphate solution for Monmouth which is due to be installed by 31<sup>st</sup> March 2025.
- Progress continues to be made towards the implementation of the LDP allocations, with 343 dwelling completions recorded during the monitoring period, 211 (61.5%) of which were on LDP allocated sites. Large windfall sites accounted for 21% of completions (71 units) and small sites accounted for the remaining 17.5% (61 units).
- Two planning permissions for 5 or more dwellings during the monitoring period triggered the delivery of on-site affordable homes (100% affordable housing scheme in Chepstow for 8 homes, and Vinegar Hill, Undy 39 affordable homes (policy compliant at 25%)).

### Economy and Enterprise

- The County has a total of 40.16 hectares of employment land available, indicating that sufficient employment land is maintained to meet the identified take up rate. Work on the RLDP is exploring why the remaining employment sites have not yet come forward, and will consider whether or not they should be de-allocated or if alternative interventions would secure their delivery.
- One planning application approved on allocated employment sites as identified in SAE1 during the monitoring period at Wales One, Magor (SAE1a) for the development of an industrial storage and distribution warehouse with ancillary offices (B2, B8 and B1) totalling 3.84ha. The site is currently under construction.
- There has been progress in terms of employment permissions within the County, with 10 permissions granted for a range of B use class employment uses on allocated (SAE1), protected employment sites (SAE2) and sites elsewhere in the County. This included the allocated employment site at Wales One, Magor (development of an industrial storage and distribution warehouse with ancillary offices (B2, B8 and B1) totalling 3.84ha which is currently under construction.



- No applications were granted during the monitoring period that related to the loss of B uses on allocated or protected employment sites (SAE1 & SAE2).
- Eight planning applications were approved for rural diversification or enterprise schemes. Some related to B use class uses such as small starter B1 workshop/office also contributing to the point above and others were for rural enterprises such as a new dog walking paddock at Trellech.
- The Council approved proposals for 9 tourism related applications, relating to 5 holiday lets proposals and 4 glamping facilities. Comparison with previous AMRs demonstrates that the number of tourism schemes approved during the current monitoring period remains at a positive level. The Sustainable Tourism Accommodation Supplementary Planning Guidance [SPG] (November 2017) has helped clarify our general support for this important sector of our economy.

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

- The proportion of A1 retail uses within the towns' Primary Shopping Frontages generally accord with the thresholds identified in the Primary Shopping Frontages SPG.
- Eighteen planning applications were approved for community and recreation uses during the monitoring period. These included the redevelopment of King Henry VIII Comprehensive School in Abergavenny, change of use from disused railway line to shared use walking and cycling route at Caldicot and extension to existing facilities at Caldicot leisure centre.

#### **Environment**

- A total of 36.6ha of development was permitted over the monitoring period, of which 20.6ha was located on brownfield sites. This equates to 56.2% of all development (excluding householder, conversions and agricultural buildings) and is an increase on last year's figure of 31.8%.
- No applications have been granted planning permission contrary to TAN15 requirements in either Zone C1 or C2 floodplain over the monitoring period.
- Nine applications have been approved incorporating on-site renewable energy, including included the installation of ground mounted solar panels/ solar arrays at various locations, EV charging, air source heat pumps & solar panels at new homes in Little Mill and a One Planet Development at Tintern.
- Ample land remains available for potential waste management sites and there has been no reduction in the minerals land bank.
- There were no applications that resulted in the loss of listed buildings or historic sites and no development permitted which would have an adverse impact on the historic environment.

7.5 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.

7.6 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**

- 343 dwellings were built during the monitoring period (295 general market and 48 affordable). Completions recorded over the second half of the plan monitoring period have been significantly higher than those achieved during the first half of the plan monitoring period (1,579 completions 2018-2021 compared to 956 completions 2014-2018).
- Dwelling permissions during 2022/23 (229 dwellings) were higher than recorded in the previous two monitoring periods. The increase is predominantly due to the LDP allocated site at Vinegar Hill Undy gaining permission for 155 homes. Of the 229 dwelling permissions, 179 (78.2%) related to market homes and 50 (21.8%) were affordable homes. Nevertheless, dwelling permissions are likely to decline as the majority of LDP allocated sites already have planning permission and the LDP has reached the end of the Plan period. This highlights the importance of progressing the RLDP at pace. In addition, the introduction of the measures in January 2021 to control phosphate levels in the River Usk and River Wye Catchment areas, which cover a large proportion of the County, has impacted on our ability to grant planning permissions in a significant proportion of the County. Strategic Phosphate solutions have been secured for the primary settlements of Monmouth and Abergavenny and Officers and Cabinet Members are working with stakeholders to deliver both engineered and nature solutions to this challenge in other rural areas.
- Progress continues towards the implementation of the Plan's spatial strategy with 45.2% (155 dwellings) of recorded completions delivered in the County's main towns. Chepstow accounted for most of these completions (123 dwellings/79%), of which 98 completions were recorded at the strategic site allocation at Fairfield Mabey. Abergavenny accounted for 19% (29 dwellings) of completions in the main towns and Monmouth recorded just 3 completions which reflects the phosphate constraint in this area. Completions within the Severnside area, Rural Secondary Settlements and Rural General areas all remained within the acceptability range indicating that overall, the housing is being delivered in accordance with the spatial strategy.
- Some progress has been made on a couple of Main Village allocated sites with 9 affordable homes completed at SAH11(ii) Well Lane, Devauden and 4 affordable homes at SAH11(ix)(a) Land rear of Carpenters Arms, Llanishen under construction.

### **Economy and Enterprise**

- One application was permitted during the monitoring period relating to the loss of tourism facilities. This related to the change of use from a barn conversion holiday let to a single dwelling at Earlswood. The loss is however, considered to be justified within the context and requirements of the LDP policy framework.

### **Retail and Community Facilities**

- All of the County's central shopping areas (CSA), with the exception of Monmouth, were below the GB High Street vacancy rate (13.9%, first 6 months of 2023, Local Data Company). However, comparison with 2021 vacancy rates indicates that all of the centres, with the exception of Usk, recorded an increase in vacancy rates in September/October 2023.
- Marginal declines were recorded in A1 retail uses in Primary Shopping Frontages in Abergavenny (PSF1 Cross St, High St, Frogmore St & 1 Nevill St), Caldicot, Chepstow (PSF5 High Street) and Monmouth (PSF7 Monnow Street). However, overall, the towns' primary shop frontages are functioning well.
- One application was permitted for new A1 food and non-bulky retail developments in the County's town/local centres during the period monitored. However, five applications were permitted outside of the centres. Of those permitted outside existing centres, three related to extensions/additional retail space at existing garden centres, one for the change of use of a vacant building to a café with retail and one for a new Lidl supermarket in Bulwark neighbourhood centre. On balance, it was considered both met relevant local and national retail planning policy and guidance.
- Three community facilities have been granted permission to an alternative use during the monitoring period, relating to the loss of play space at Little Mill due to the relocation and upgrade of children's play area, a change of use from a community hub to B8 use at Chepstow, and a change of use from a nursery to housing at Caldicot. However, these losses are justified within the context and requirements of the LDP policy framework.

### **Environment**

- Approximately 7.44ha of land was permitted on non-allocated greenfield land during the monitoring period. This is lower than recorded in any monitoring period; however, this remains above the target of no loss of non-allocated greenfield land. In each case, however, the loss was considered justified within the context and requirements of the LDP policy framework at the time of decision making and is reflective of the limited brownfield opportunities in the County.
- Two applications were permitted on areas of open space not allocated for development in the LDP totalling 0.13ha over the monitoring period. These involved the loss of open space (0.03ha) associated with the construction of two apartments in Little Mill, and the change of use of land designated as DES2 (area

of amenity open space, 0.1ha) to use a residential curtilage. However, these were considered justified within the context and requirements of the LDP policy framework.

- 7.7 Notwithstanding the above, the information collected through the monitoring process has identified three key policy indicator targets that are not progressing as intended (red traffic light rating). These relate to overall housing completion figures, affordable housing delivery rates and vacancy rates in Monmouth's Central Shopping Area:

#### **Strategy and Housing**

- Housing delivery records covering the 10-year plan period 2011 - 2021 set out that the Plan had delivered a shortfall of 1,500 homes (33.3%) when compared to the 10-year Plan requirement of 4,500 dwellings. However, in more recent AMRs the % under delivery has steadily declined as the strategic sites have come forward. This shortfall is largely attributable to the lead in period of the strategic housing sites, many of which continue to deliver homes now which contributes to the RLDP housing delivery: it is worth noting that 1,008 homes have planning permission and are due to be built in the near future. The impact of phosphates restrictions is also now affecting site commencements and therefore completions. During this monitoring period, 343 dwellings were completed. Given the importance attached to the supply of housing land, a full review of the LDP commenced in 2017 and culminated with the publication of the Final Review Report in March 2018. The latest position on the RLDP is discussed below in the recommendations section

#### **Affordable Housing**

- 48 affordable homes were completed during the monitoring period accounting for 14% of total completions recorded (343). This is well below the LDP target of 96 affordable homes per annum. Housing delivery records covering the 10-year plan period 2011 - 2021 set out that the Plan has delivered 658 affordable homes compared to a target of 960 affordable homes (a shortfall of 302 affordable homes). Proportionately, this shortfall is almost identical to the shortfall in total housing delivery. This shortfall is largely attributable to the lead in period of the strategic housing sites, many of which continue to deliver homes now which contributes to the RLDP housing delivery: it is worth noting that there are 280 affordable homes with consent and due to be built in the near future. The impact of phosphates restrictions is also now affecting site commencements and therefore completions. This reduced trend of affordable housing delivery is therefore anticipated to continue in the short-term awaiting progress on the RLDP. This is a matter of concern given the estimated annual need for 468 affordable homes in the County<sup>11</sup>.

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<sup>11</sup> MCC Local Housing Market Assessment (LHMA), 2020. An updated LHMA is being prepared to inform the RLDP.

## **Retail and Community Facilities**

- As increased vacancy rates have occurred for four consecutive years in the Monmouth Central Shopping Area, the trigger for this indicator has been met. The vacancy rate stood at 18.2% in September 2023 which is an increase from 15.5% recorded in 2021.

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

- 7.8 SPG preparation and adoption will be limited over coming years as resources will be focused on the preparation of the Replacement Plan.

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

- 7.9 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.
- 7.10 Some of the most notable findings specific to the SA during the current monitoring period include:
- The annual objective level of nitrogen dioxide was not exceeded in in 2022/23. For the sixth year running there was no exceedance in Usk.
  - 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 as per the Water Watch Wales for the Cycle 3 (2021) data.
  - The latest waste data published for 2021-2022 suggests that 71% of Monmouthshire's total household waste was recycled or composted. This has increased since the previous AMR which indicated 62% was recycled or composted.
  - No agricultural land at Grade 3a and above has been lost to major development over the monitoring period.
  - The Monmouthshire STEAM report (2022) identified the total annual tourism expenditure as £285.08 Million over the 2022 period. This compared to £182.79 Million over the 2021 period, equates to a 56% increase. This is a significant increase since the previous period and reflects the recovery since the impact of the COVID-19 pandemic on the tourism and hospitality industries. Compared to £244.99 Million over the 2019 period, equates to a 3.7% increase post COVID-19 pandemic.

## Conclusions & Recommendations

- 7.11 Overall, the 2022-23 AMR indicates that good progress continues to be made in implementing many of the Plan's policies and that overall, the strategy remains sound. However, while progress has been made in relation to the Plan's Strategic Housing Sites, cumulative completion rates for the Plan period are lower than the Plan requirement and remain a matter of concern if Monmouthshire's housing needs are to be met. However, this is due to a time-lag in site delivery rather than an issue with the sites not happening at all.
- 7.12 The LDP reached the end of the Plan period at the end of 2021, with 10-years' worth of completions recorded in the 2021 monitoring period and while all seven strategic housing allocations now have planning permission<sup>12</sup> and will continue to play an important role in housing delivery and completion rates in the short term, dwelling permissions are likely to decline over the next few years which is cause for concern. Analysis of anticipated completions indicates that completion rates are estimated to remain stable for a couple of years and then forecast to reduce the lower levels (238 units in 2025/26, 290 units in 2026/27 and 222 units in 2027/28). These forecasts do not however, include any contribution from the emerging RLDP which will improve housing land supply as the plan progresses to adoption. In the meantime, however, the time lag between the two plans is an area of concern for its implications on housing delivery in the County.
- 7.13 Similar concerns are shared with the level of affordable housing secured and completed during the monitoring period. This again is considered to be reflective of a combination of the strategic sites gaining planning permission and being built out and restrictions on development due to phosphates constraints. Of note, two new planning permissions were approved during the monitoring period that triggered delivery of on-site affordable housing. Some progress has also been made on a couple of Main Village sites with 9 affordable dwellings completed at SAH11(ii) Well Lane, Devauden and 4 affordable dwellings at SAH11(ix)(a) Land rear of Carpenters Arms, Llanishen are under construction.
- 7.14 As can be seen from the analysis throughout Section 5, phosphate water quality issues in the River Usk and Wye Catchments continue to have implications for the ongoing delivery of development in the County. The Council is committed to seeking solutions to the phosphate issue and is in proactive discussions with the key organisation, including NRW, Welsh Government, DCWW and the development industry, to seek viable and timely solutions in the affected settlements. Of note, DCWW has committed to prioritising improvement works at the Llanfoist WwTW serving Abergavenny

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<sup>12</sup> SAH4 Wonastow Road, Monmouth site is partially complete, with the remaining phase at Drewen Farm currently engaged in pre-application enquiries following the announcement by Dwr Cymru Welsh Water that there is a strategic phosphate solution for Monmouth which is due to be installed by 31<sup>st</sup> March 2025.

(benefitting the River Usk catchment), and Monmouth WwTW (benefitting the River Wye catchment). These improvements are currently subject to design and regulatory approval however there is a firm commitment that these improvements will be completed by 31st March 2025. This investment will significantly reduce the amount of phosphates entering the water environment from the treatment works, providing environmental improvement and capacity for new development (housing, commercial, retail, agricultural) to proceed, supporting the long-term sustainability of towns and communities while safeguarding water quality. Nevertheless, the short-term implications on the delivery of new homes raises concerns.

- 7.15 These issues reinforce the need to progress with the RLDP to provide a continued policy framework and mechanism for addressing the County's housing and affordability issues. In light of the concerns with housing delivery and associated outcomes, the progression of the RLDP remains a key priority of the Council. In December 2022 Council endorsed a revised Preferred Strategy to be issued for statutory consultation/engagement in December 2022 - January 2023 and agreed a RLDP Revised Delivery Agreement which amended the project timetable for Plan preparation. The revised Preferred Strategy responded to a number of challenges that arose following stakeholder consultation and engagement on the previous Preferred Strategy in Summer 2021, namely the Welsh Government objection to the level of growth set out in that Preferred Strategy and water quality issues in the Rivers Wye and Usk. Work is currently progressing on the preparation of the Deposit Plan which is anticipated to be subject to statutory consultation/engagement in late Spring 2024.
- 7.16 With regard to the consecutive increased vacancy rates in the central shopping area of Monmouth, it is worthy of note that the rise in vacancy rates has predominantly been experienced in the primary shopping frontages. This may, in part reflect the continued impact of the Covid-19 pandemic on high streets across the UK, particularly given the loss of some national chains from the town centre, such as Peacocks and M&Co.
- 7.17 WG guidance<sup>13</sup> published in response to the Covid-19 pandemic recognises that whilst retail development should continue to be focussed in town centres, retail and commercial centres should be enabled to operate as flexibly as possible. This will ensure that going forward retail and commercial centres are hubs of social and economic activity and the focal point for a diverse range of services and cultural activities/functions, which support the needs of local communities. This approach should enable the planning system to be responsive, flexible and pragmatic to assist with the recovery from Covid-19.

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<sup>13</sup> Building Better Places - The Planning System Delivering Resilient and Brighter Futures: Placemaking and the Covid-19 recovery (WG, July 2020) - <https://gov.wales/planning-policy-covid-19-recovery> ; Welsh Government letter regarding temporary permitted development rights in town centres, 30 March 2021 - <https://gov.wales/coronavirus-covid-19-new-temporary-permitted-development-rights-support-economic-recovery-html>

- 7.18 The Council through its Regeneration team has submitted a funding bid to secure a share of Central Government's 'Levelling Up Fund' to make improvements to Market Hall and Shire Hall, two key buildings in the town centre as well as improvements to Monnow Street and Blestium Street. A 'Levelling Up Fund' bid was also submitted for the acquisition of 7-43 Newport Road, Caldicot, public realm improvements to Caldicot town centre and refurbishment of Caldicot Wellbeing Centre. Unfortunately, our bids for round two of Levelling Up Funding round 2 (LUF2) were unsuccessful. The Council is awaiting an announcement on the parameters and timescales for LUF3.
- 7.19 Although, with the exception of Monmouth, high street vacancy rates are below the GB average (13.9% first 6 months of 2023, Local Data Company), it is recognised that high street vitality plays a key role in the character and attractiveness of our market towns. The Council is delivering a number of initiatives to support the vitality of town centres. These include proposals for public realm and active travel improvements in Monnow Street, for which it is anticipated that a bid will be submitted for WG Transforming Towns funding. The proposals reflect the substantial and growing body of evidence that investment in high quality public realm which prioritises active travel modes is not only positive in terms of safety, health and wellbeing, but also delivers economic benefits in terms of, for example, higher footfall and lower vacancy rates.
- 7.20 A detailed ongoing audit of vacancies in Monmouth suggests that a number of the units in Monnow Street that are currently vacant or were at the time that the data cited in this report were gathered, are likely to become occupied in the near future. Work with landlords, businesses and agents is ongoing to further address the vacancy rate, including through grants to support refurbishment of empty or underused units, and proposals for meanwhile uses. The forthcoming Placemaking Plan to be developed in partnership with Monmouth Town Council is also expected to consider this issue.
- 7.21 The cost of living and energy costs crises pose additional threats to businesses as costs increase and customer spending decreases and this challenge will require careful consideration going forwards in terms of regeneration projects and future policy. The RLDP provides an opportunity to review high street planning policies to fit the needs of the future.
- 7.22 Accordingly, the AMR recommends the following:
1. Continue to progress work on the Deposit RLDP.
  2. Continue to work with the relevant organisations to secure solution to the phosphate water quality issues in the Usk and Wye Riverine SACs.
  3. Continue to work with other Council departments and relevant stakeholders to explore options for increasing affordable housing delivery.



4. Submit the ninth AMR to the Welsh Government and publish the AMR on the Council's website.
5. Continue to monitor the Plan through the preparation of successive AMRs.

## Appendix 1 – Timing and Phasing of Sites

### Allocations

| Settlement Tier / Settlement  | Allocated Site Name   | Total site capacity | Development Progress      |     | Units estimated for next 5 year period (all of which is beyond the LDP Plan Period) |           |           |           |           |
|-------------------------------|---|---------------------|---------------------------|-----|---|-----------|-----------|-----------|-----------|
|                               |   |                     | Total Completions on site | U/C | 2023-2024   | 2024-2025 | 2025-2026 | 2026-2027 | 2027-2028 |
| <b>Main Towns</b>             |   |                     |                           |     |   |           |           |           |           |
| Abergavenny                   | Deri Farm (DC/2014/01360)   | 250                 | 250                       | 0   | 0   | 0         | 0         | 0         | 0         |
|                               | Coed Glas (DC/2015/01587)   | 51                  | 51                        | 0   | 0   | 0         | 0         | 0         | 0         |
| Chepstow                      | Fairfield Mabey (DM/2019/00001, DM/2019/01960 (AH) & DM/2019/01961) | 373                 | 203                       | 71  | 19  | 80        | 0         | 0         | 0         |
| Monmouth                      | Wonastow Road (DC/2015/00390 & DC/2015/00392)                       | 340                 | 340                       | 0   | 0   | 0         | 0         | 0         | 0         |
|                               | Wonastow Road (remainder of site)                                   | 110                 | 0                         | 0   | 0   | 0         | 0         | 55        | 55        |
|                               | Tudor Road Wyesham  | 35                  | 0                         | 0   | 0   | 0         | 0         | 35        | 0         |
| <b>Severnside Settlements</b> |   |                     |                           |     |   |           |           |           |           |
| Portskewett                   | Crick Road (DM/2019/01041)  | 269                 | 0                         | 12  | 50  | 50        | 50        | 50        | 57        |
| Magor Undy                    | Rockfield Farm (Phase 1)(DM/2018/01606)*                            | 144                 | 144                       | 0   | 0   | 0         | 0         | 0         | 0         |
|                               | Rockfield Farm (remainder of site) (DM/2021/00357(RM))              | 120                 | 0                         | 0   | 30  | 35        | 35        | 20        | 0         |

| Settlement Tier / Settlement       | Allocated Site Name   | Total site capacity | Development Progress      |     | Units estimated for next 5 year period (all of which is beyond the LDP Plan Period) |           |           |           |           |
|------------------------------------|---|---------------------|---------------------------|-----|---|-----------|-----------|-----------|-----------|
|                                    |   |                     | Total Completions on site | U/C | 2023-2024   | 2024-2025 | 2025-2026 | 2026-2027 | 2027-2028 |
|                                    | Land at Vinegar Hill (DM/2019/01937 & DM/2022/01042)            | 142                 | 0                         | 8   | 50  | 55        | 29        | 0         | 0         |
|                                    | Land at Vinegar Hill (remainder of site)                        | 83                  | 0                         | 0   | 0   | 0         | 0         | 0         | 0         |
| Sudbrook                           | Former Paper Mill (DC/2015/01184)                               | 210                 | 210                       | 0   | 0   | 0         | 0         | 0         | 0         |
| <b>Rural Secondary Settlements</b> |   |                     |                           |     |   |           |           |           |           |
| Penperlleni                        | Land South of Usk Road (DC/2013/01001)                          | 40                  | 40                        | 0   | 0   | 0         | 0         | 0         | 0         |
| Raglan                             | Land at Chepstow Road (DM/2018/00769)(O/L) & DM/2021/02070 (RM) | 38                  | 0                         | 0   | 0   | 10        | 28        | 0         | 0         |
| Usk                                | Cwrt Burrium**  | 7                   | 7                         | 0   | 0   | 0         | 0         | 0         | 0         |
| <b>Main Villages</b>               |   |                     |                           |     |   |           |           |           |           |
| Cross Ash                          | Land adj Cross Ash Garage (DM/2017/01335)                       | 6                   | 0                         | 0   | 0   | 6         | 0         | 0         | 0         |
|                                    | Land adj Village Hall   | 10                  | 0                         | 0   | 0   | 0         | 0         | 0         | 0         |
| Devauden                           | Land at Well Lane (DM/2018/01741)                               | 15                  | 15                        | 0   | 0   | 0         | 0         | 0         | 0         |
| Dingestow                          | Land South East (DM/2018/01404)                                 | 15                  | 15                        | 0   | 0   | 0         | 0         | 0         | 0         |

| Settlement Tier / Settlement | Allocated Site Name                                     | Total site capacity | Development Progress      |     | Units estimated for next 5 year period (all of which is beyond the LDP Plan Period) |           |           |           |           |
|------------------------------|---|---------------------|---------------------------|-----|---|-----------|-----------|-----------|-----------|
|                              |   |                     | Total Completions on site | U/C | 2023-2024   | 2024-2025 | 2025-2026 | 2026-2027 | 2027-2028 |
| Grosmont                     | Land to the west  | 15                  | 0                         | 0   | 0   | 0         | 0         | 0         | 0         |
| Little Mill                  | Land to the north                                       | 15                  | 0                         | 0   | 0   | 0         | 0         | 15        | 0         |
| Llanddewi Rhydderch          | Land rear Village Hall                                  | 5                   | 0                         | 0   | 0   | 0         | 0         | 0         | 0         |
| Llanellen                    | Land to the north west                                  | 15                  | 0                         | 0   | 0   | 0         | 0         | 0         | 0         |
| Llanfair Kilgeddin           | Land north (DM/2018/02001(O/L))                         | 5                   | 0                         | 0   | 0   | 0         | 5         | 0         | 0         |
| Llangybi                     | Land at Ton Road  | 10                  | 0                         | 0   | 0   | 0         | 0         | 0         | 0         |
| Llanishen                    | Land rear Carpenters Arms (DM/2019/02053(RM))           | 8                   | 0                         | 8   | 0   | 0         | 0         | 0         | 0         |
|                              | Church Road   | 5                   | 0                         | 0   | 0   | 0         | 0         | 0         | 0         |
| Mathern                      | Land to the west  | 15                  | 0                         | 0   | 0   | 0         | 0         | 0         | 0         |
| Penallt                      | Land south west (DM/2015/00606)                         | 10                  | 0                         | 0   | 0   | 10        | 0         | 0         | 0         |
| Pwllmeyric                   | Hill Farm   | 17                  | 0                         | 0   | 0   | 0         | 0         | 0         | 0         |
| Shirenewton                  | Land to east (south of minor road) (DM/2018/02066(O/L)) | 11                  | 0                         | 0   | 0   | 0         | 11        | 0         | 0         |
| Werngifford Pandy            | Land adjacent   | 15                  | 0                         | 0   | 0   | 0         | 0         | 0         | 0         |

\*Original outline permission for 266 dwellings. Phase 1 of development is 144 dwellings

\*\* Approved 23.04.20 for 7 dwellings

Sites with planning permission

| Settlement Tier / Settlement       | Allocated Site Name                           | Total site capacity | Development Progress      |     | Units estimated for next 5 year period (all of which is beyond the LDP Plan Period) |         |         |         |         |
|------------------------------------|---|---------------------|---------------------------|-----|---|---------|---------|---------|---------|
|                                    |   |                     | Total Completions on site | U/C | 2023-24   | 2024-25 | 2025-26 | 2026-27 | 2027-28 |
| <b>Main Towns</b>                  |   |                     |                           |     |   |         |         |         |         |
| Abergavenny                        | Mulberry House (DM/2014/01015)                | 27                  | 0                         | 8   | 0   | 0       | 0       | 0       | 0       |
| Chepstow                           | Osborn International (DC/2009/00910)          | 169                 | 44                        | 0   | 0   | 0       | 0       | 0       | 0       |
| Monmouth                           | Hillcrest Road, Wyesham (DM/2019/02054)       | 11                  | 0                         | 7   | 4   | 0       | 0       | 0       | 0       |
|                                    | Land west Rockfield Road (DM/2017/00539(O/L)) | 70                  | 0                         | 0   | 0   | 0       | 0       | 35      | 35      |
| <b>Sevenside Settlements</b>       |   |                     |                           |     |   |         |         |         |         |
| Caldicot                           | Church Road (DM/2019/01761)                   | 130                 | 84                        | 46  | 0   | 0       | 0       | 0       | 0       |
| Rogiet                             | Green Farm (DC/2015/01328)                    | 10                  | 0                         | 0   | 0   | 0       | 5       | 5       | 0       |
| <b>Rural Secondary Settlements</b> |   |                     |                           |     |   |         |         |         |         |
| Llanfoist                          | Land at Grove Farm (DM/2019/00346)            | 106                 | 37                        | 27  | 10  | 32      | 0       | 0       | 0       |
| <b>Rural</b>                       |   |                     |                           |     |   |         |         |         |         |
| Llanellen                          | Llanellen Court Farm (DC/2015/00474)          | 14                  | 0                         | 14  | 0   | 0       | 0       | 0       | 0       |

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## APPENDIX 2



monmouthshire  
sir fynwy

## Equality and Future Generations Evaluation

|  |   |
|--|---|
| <p><b>Name of the Officer</b> completing the evaluation<br/>Mark Hand</p> <p><b>Phone no:</b> 07773478579<br/><b>E-mail:</b> markhand@monmouthshire.gov.uk</p> | <p><b>Please give a brief description of the aims of the proposal</b></p> <p>Scrutiny of the adopted Monmouthshire Local Development Plan (LDP) ninth Annual Monitoring Report (AMR) and recommendation for endorsement of the AMR to the Welsh Government.</p> |
| <p><b>Name of Service area</b></p> <p>Planning (Planning Policy)</p>   | <p><b>Date</b> 23/11/2023</p>   |

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1. **Are your proposals going to affect any people or groups of people with protected characteristics?** Please explain the impact, the evidence you have used and any action you are taking below.

| Protected Characteristics     | Describe any positive impacts your proposal has on the protected characteristic  | Describe any negative impacts your proposal has on the protected characteristic | What has been/will be done to mitigate any negative impacts or better contribute to positive impacts? |
|-------------------------------|--|---|---|
| Age                           | The AMR includes indicators that monitor health and access to community facilities and open space. These matters affect all of our communities but could disproportionately affect children and elderly people who may have limited ability to travel greater distances. | None identified at this stage.  | The AMR includes indicators that monitor health and access to community facilities and open space.    |
| Disability                    | The AMR includes indicators that monitor health and access to community facilities and open space. These matters affect all of our communities but could disproportionately affect people with disabilities who may have limited ability to travel greater distances.    | None identified at this stage   | The AMR includes indicators that monitor health and access to community facilities and open space.    |
| Gender reassignment           | None identified at this stage  | None identified at this stage   | N/A   |
| Marriage or civil partnership | None identified at this stage  | None identified at this stage   | N/A   |
| Pregnancy or maternity        | None identified at this stage  | None identified at this stage   | N/A   |



| Protected Characteristics | Describe any positive impacts your proposal has on the protected characteristic  | Describe any negative impacts your proposal has on the protected characteristic | What has been/will be done to mitigate any negative impacts or better contribute to positive impacts? |
|---------------------------|--|---|---|
| Race                      | None identified at this stage  | None identified at this stage   | N/A   |
| Religion or Belief        | None identified at this stage  | None identified at this stage   | N/A   |
| Sex                       | The AMR includes indicators that monitor employment provision. One of the challenges facing the County is the imbalance between male and female earnings, although this situation is improving. The LDP aims to provide economic growth and employment provision, which could indirectly impact on wage equality and therefore access to housing and quality of life. The jobs in the foundation economy are disproportionately occupied by females. This sector is vital to support our communities, as are jobs in tourism. Neither sectors are generally well-paid, although they often offer flexible working conditions that can assist work-life balance. Wage levels are not within the remit of planning policy and policies to try to seek only high paid jobs could be to the detriment of this vital economic sector. | None identified at this stage   | N/A   |
| Sexual Orientation        | None identified at this stage ne   | None identified at this stage   | N/A   |

## 2. The Socio-economic Duty and Social Justice

The Socio-economic Duty requires public bodies to have due regard to the need to reduce inequalities of outcome which result from socio-economic disadvantage when taking key decisions This duty aligns with our commitment as an authority to Social Justice.

|  | Describe any positive impacts your proposal has in respect of people suffering socio economic disadvantage   | Describe any negative impacts your proposal has in respect of people suffering socio economic disadvantage. | What has been/will be done to mitigate any negative impacts or better contribute to positive impacts?  |
|--|--|---|--|
| <p><b>Socio-economic Duty and Social Justice</b></p> | <p>The AMR provides detail relating to specific indicators that monitor a wide range of topic areas including affordable housing with a specific indicator relating to average house prices.</p> <p>Good quality and affordable housing is important in achieving poverty reduction and equitable prosperity, and supporting the best start in life.</p> | <p>N/A</p>  | <p>This and successive AMRs will measure the impacts of the LDP on a range of social, economic and environmental indicators. The results of the AMRs will identify trends and allow remedial action to be taken, if necessary, to ensure the LDP objectives are being delivered. The monitoring process will also inform and shape the RLDP by reflecting on what is working and what is not.</p> <p>The results of the ninth AMR identifies an issue in relation to affordable dwelling completions whereby these were below the LDP target of 96 homes per annum with 48 completions over the 2022 – 2023 monitoring period. While progress has been made in relation to the Plan’s Strategic Housing Sites, housing completions and affordable housing delivery rates for the Plan period are significantly lower than the Plan requirement and remain a matter of concern if Monmouthshire’s housing needs are to be met. However, this is due to a time-lag in site delivery rather than an issue with the sites not happening at all: it is worth noting that approx. 1,000 homes (including 280 affordable homes) have planning permission and due to be built in the near future .</p> |

## Policy making and the Welsh language.

| How does your proposal impact on the following aspects of the Council's Welsh Language Standards:  | Describe the positive impacts of this proposal   | Describe the negative impacts of this proposal  | What has been/will be done to mitigate any negative impacts or better contribute to positive impacts   |
|--|--|---|--|
| <p><b>Policy Making</b></p> <p>Effects on the use of the Welsh language,</p> <p>Promoting Welsh language</p> <p>Treating the Welsh language no less favourably</p> | <p>This and successive AMRs will measure the impacts of the LDP on a range of social, economic and environmental indicators. The Planning (Wales) Act 2015 provides a statutory basis to the established practice of giving consideration to the impacts of LDPs on the use of the Welsh language and that sustainability appraisals include specific consideration of such impacts.</p> | <p>N/A the AMR is a monitoring tool of the Adopted LDP reporting data from 01/04/22– 31/03/23</p>   | <p>The results of the AMR will identify trends and allow remedial action to be taken, if necessary, to ensure the LDP objectives are being delivered. The monitoring process will also inform and shape the RLDP by reflecting on what is working and what is not.</p> <p>The AMR will be published in both Welsh and English.</p> |
| <p><b>Operational</b></p> <p>Recruitment &amp; Training of workforce</p>   | <p>N/A the AMR is a monitoring tool of the Adopted LDP reporting data from 01/04/22– 31/03/23</p>  | <p>N/A</p>  | <p>N/A</p>   |
| <p><b>Service delivery</b></p> <p>Use of Welsh language in service delivery</p> <p>Promoting use of the language</p>   | <p>The AMR will be published in both Welsh and English.</p>  | <p>None of the Planning Policy team are Welsh speakers, however, there are robust systems in place to deal with phone calls and correspondence without delaying the provision of the service.</p> | <p>This and successive AMRs will measure the impacts of the LDP on a range of social, economic and environmental indicators. The Planning (Wales) Act 2015 provides a statutory basis to the established practice of giving consideration to the impacts of LDPs on the use of the Welsh language and that sustainability</p>      |

|  |  |  |  |
|--|--|--|--|
|  |  |  | appraisals include specific consideration of such impacts. |
|--|--|--|--|





**4. Does your proposal deliver any of the well-being goals below?** Please explain the impact (positive and negative) you expect, together with suggestions of how to mitigate negative impacts or better contribute to the goal. There's no need to put something in every box if it is not relevant!


| Well Being Goal  | Does the proposal contribute to this goal?<br>Describe the positive and negative impacts.   | What actions have been/will be taken to mitigate any negative impacts or better contribute to positive impacts?  |
|--|---|--|
| <p><b>A prosperous Wales</b><br/>Efficient use of resources, skilled, educated people, generates wealth, provides jobs</p>                                 | <p><i>The LDP strategy seeks to increase employment opportunities within Monmouthshire; the policy framework protects existing employment sites and allocates additional land for employment use.</i></p> <p><b>Positive:</b> The AMR monitors the implementation of the Plan as a whole, including employment policies.</p> <p><b>Negative:</b> None identified at this stage.</p> | <p>Continue to monitor employment land supply and take up throughout the County through the annual Employment Land Survey undertaken by the Planning Policy Service. The data from the next survey will inform the 2023-24 AMR. The results of AMRs to date will identify trends and allow remedial action to be taken, if necessary, to ensure the LDP objectives are being delivered, those objectives being directly related to creating a prosperous Wales. The monitoring process will also inform and shape the RLDP by reflecting on what is working and what is not.</p> |
| <p><b>A resilient Wales</b><br/>Maintain and enhance biodiversity and ecosystems that support resilience and can adapt to change (e.g. climate change)</p> | <p><i>The LDP strategy seeks to maintain and enhance biodiversity within Monmouthshire; the policy framework protects existing sites and promotes green infrastructure.</i></p> <p><b>Positive:</b> The AMR monitors the implementation of the Plan as a whole, including biodiversity impacts.</p> <p><b>Negative:</b> None identified at this stage.</p>                          | <p>Continue to monitor biodiversity throughout the County to inform the 2023-24 AMR.</p> <p>The results of AMRs to date will identify trends and allow remedial action to be taken, if necessary, to ensure the LDP objectives are being delivered, those objectives being directly related to creating a resilient Wales. The monitoring process will also inform and shape the RLDP by reflecting on what is working and what is not.</p>  |

| Well Being Goal  | Does the proposal contribute to this goal?<br>Describe the positive and negative impacts.   | What actions have been/will be taken to mitigate any negative impacts or better contribute to positive impacts?   |
|--|---|---|
| <p><b>A healthier Wales</b><br/>People's physical and mental wellbeing is maximized and health impacts are understood</p>  | <p><b>Positive:</b> The AMR monitors the implementation of the Plan as a whole. The sustainability appraisal/strategic environmental appraisal measures LDP impact on a range of sustainability indicators including open space, air and water quality.</p> <p><b>Negative:</b> None identified at this stage.</p>  | <p>Continue to monitor sustainability indicators throughout the County to inform the 2023-24 AMR. The results of AMRs to date will identify trends and allow remedial action to be taken, if necessary, to ensure the LDP objectives are being delivered. Creating healthy communities forms part of delivering sustainable development. The monitoring process will also inform and shape the RLDP by reflecting on what is working and what is not.</p> |
| <p><b>A Wales of cohesive communities</b><br/>Communities are attractive, viable, safe and well connected</p>  | <p><b>Positive:</b> The AMR monitors the implementation of the Plan as a whole, including the spatial strategy. The Covid-19 pandemic emphasised the importance of socially sustainable communities and ensuring a balanced demography.</p> <p><b>Negative:</b> None identified at this stage.</p>  | <p>Continue to monitor indicators to inform the 2023-24 AMR. The results of AMRs to date will identify trends and allow remedial action to be taken, if necessary, to ensure the LDP objectives are being delivered. Creating healthy communities forms part of delivering sustainable, resilient and cohesive communities. The monitoring process will also inform and shape the RLDP by reflecting on what is working and what is not.</p>              |
| <p><b>A globally responsible Wales</b><br/>Taking account of impact on global well-being when considering local social, economic and environmental wellbeing</p> | <p><b>Positive:</b> The AMR monitors the implementation of the Plan as a whole. The sustainability appraisal/strategic environmental appraisal measures LDP impact on a range of sustainability indicators. Preparation of the AMR allows the Council to assess LDP impact on the social, economic and environmental well-being of the County.</p> <p><b>Negative:</b> None identified at this stage.</p> | <p>Continue to monitor SA indicators to inform the 2023-24 AMR. The monitoring process will also inform and shape the RLDP by reflecting on what is working and what is not.</p>  |
| <p><b>A Wales of vibrant culture and thriving Welsh language</b></p>   | <p><b>Positive:</b> The AMR monitors the implementation of the Plan as a whole, including impact on community</p>   | <p>Continue to monitor indicators throughout the County to inform the 2023-24 AMR. The Planning</p>   |

| Well Being Goal   | Does the proposal contribute to this goal?<br>Describe the positive and negative impacts.  | What actions have been/will be taken to mitigate any negative impacts or better contribute to positive impacts?  |
|---|--|--|
| Culture, heritage and Welsh language are promoted and protected. People are encouraged to do sport, art and recreation  | <p>facilities. The Welsh language impact is a material planning consideration and was fully considered during the adoption of the LDP via the SA/SEA process.</p> <p><b>Negative:</b> None identified at this stage.</p> | (Wales) Act 2015 provides a statutory basis to the established practice of giving consideration to the impacts of LDPs on the use of the Welsh language and that sustainability appraisals include specific consideration of such impacts. The monitoring process will also inform and shape the RLDP by reflecting on what is working and what is not.  |
| <p><b>A more equal Wales</b><br/>People can fulfil their potential no matter what their background or circumstances</p> | <p><b>Positive:</b> Preparation of the AMR allows the Council to assess LDP impact on the social, economic and environmental well-being of the County.</p> <p><b>Negative:</b> None identified at this stage.</p>        | <p>Continue to monitor indicators throughout the County to inform the 2023-24 AMR. The results of the ninth AMR identify an issue in relation to housing delivery, affordable dwelling completions were below the LDP target of 96 units per annum with 48 completions. This affects the ability of our communities to secure appropriate and affordable accommodation. The continued progression of a RLDP is therefore essential in addressing inequality. Creating a more equal Wales forms part of delivering sustainable development.</p> <p>The monitoring process will also inform and shape the RLDP by reflecting on what is working and what is not.</p> |

#### 4. How has your proposal embedded and prioritised the sustainable governance principles in its development?

| Sustainable Development Principle  | Does your proposal demonstrate you have met this principle? If yes, describe how. If not explain why.  | Are there any additional actions to be taken to mitigate any negative impacts or better contribute to positive impacts?  |
|--|--|--|
|  <p>Long Term</p> <p>Balancing short term need with long term and planning for the future</p>     | <p>The ninth AMR measures short/medium term impacts since Plan adoption which enables future comparative analysis. Sustainable development is central to the adopted LDP.</p>  | <p>Successive AMRs will be prepared on an annual basis, providing both an annual evaluation of Plan performance and year by year comparison from which emerging long term trends may be identified and reported on. This will inform the evidence base for the RLDP.</p>   |
|  <p>Collaboration</p> <p>Working together with other partners to deliver objectives</p>           | <p>The AMR measures Plan implementation and delivery. The LDP was prepared through extensive engagement with a wide range of internal and external stakeholders.</p>   | <p>The Council will continue to monitor and report on this in the 2023-24 AMR and will consider any actions required in light of the AMR findings. The AMR indicates that some of the Plan's objectives are not being delivered, particularly in terms of housing delivery, and therefore officers recommend to continue to progress work on the RLDP.</p>                               |
|  <p>Involvement</p> <p>Involving those with an interest and seeking their views</p>              | <p>The LDP was prepared through extensive engagement with a wide range of internal and external stakeholders.</p>  | <p>There is no requirement to undertake public consultation on this AMR. The RLDP will nevertheless be taken forward through extensive community and stakeholder engagement, expanding on the methods used previously, including through the use of digital involvement options to provide communities with information and the ability to engage with the RLDP in a virtual manner.</p> |
|  <p>Prevention</p> <p>Putting resources into preventing problems occurring or getting worse</p> | <p>The AMR demonstrates the extent to which the LDP strategy and objectives are being achieved and whether the Plan's policies are functioning effectively. Emerging trends may be identified and appropriate action considered at an early stage.</p> | <p>The AMR recommends to continue to progress work on the RLDP. This will ensure up to date policies and proposals in the County once the RLDP is adopted.</p>   |

| Sustainable Development Principle   | Does your proposal demonstrate you have met this principle? If yes, describe how. If not explain why.             | Are there any additional actions to be taken to mitigate any negative impacts or better contribute to positive impacts?  |
|---|---|--|
|  <p>Considering impact on all wellbeing goals together and on other bodies</p> | <p>The AMR measures the impact of the LDP on the social, economic and environmental well-being of the County.</p> | <p>Future AMRs will examine LDP impacts over a longer period and evidence the emergence of any trends at different spatial scales. Delivering sustainable development (social, economic and environmental) is central to the LDP.</p> <p>Continue to monitor indicators to inform the 2023-24 AMR.</p> |

Council has agreed the need to consider the impact its decisions has on the following important responsibilities: Corporate Parenting and Safeguarding. Are your proposals going to affect any of these responsibilities?

|                     | Describe any positive impacts your proposal has  | Describe any negative impacts your proposal has | What will you do/ have you done to mitigate any negative impacts or better contribute to positive impacts? |
|---------------------|--|---|--|
| Safeguarding        | None identified at this stage.   | None identified at this stage.                  | N/A.   |
| Corporate Parenting | The AMR monitors affordable housing provision. The monitoring process will inform and shape the RLDP by reflecting on what is working and what is not. The RLDP has the potential to provide affordable housing, delivery and allocation of which should be cognisant of the needs of children leaving care. | None identified at this stage.                  | N/A.   |



## 5. What evidence and data has informed the development of your proposal?

An extensive range of data sets have been used to prepare the AMR, from a wide range of sources both internal and external to the Council. These are clearly referenced in the document, but include the Development Management planning application database and planning policy annual monitoring surveys. Additional data has been provided by colleagues in the Ecology, Tourism, Housing, Waste and Transport Services.

External sources of data include Welsh Government, Natural Resources Wales, Office for National Statistics and Stats Wales.

## 6. SUMMARY: As a result of completing this form, what are the main positive and negative impacts of your proposal, how have they informed/changed the development of the proposal so far and what will you be doing in future?

**Positive** - The AMR is a positive tool for monitoring the effectiveness of the LDP and ultimately determining 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 allows the Council to assess the impact of the LDP 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 revision.

The AMR is required to be prepared each year following plan adoption, providing an annual evaluation of plan performance and year by year comparison. This is the ninth AMR to be prepared since the adoption of the LDP and is based on the period 01 April 2022 – 31 March 2023. The findings of the ninth AMR have been analysed and compared to the findings in previous eight AMRs allowing emerging trends to be identified and reported on.

The AMR recommends that work progresses on the RLDP. It is further recommended that the AMR is scrutinised and recommended for endorsement to submit to the Welsh Government.

**Negative** – None identified at this stage. There are no implications, positive or negative, for social justice, corporate parenting or safeguarding.

## 7. ACTIONS: As a result of completing this form are there any further actions you will be undertaking? Please detail them below, if applicable.

| What are you going to do   | When are you going to do it? | Who is responsible                                       |
|--|------------------------------|--|
| Submit the ninth AMR to the Welsh Government and publish the AMR on the Council's website. | November 2023                | Head of Placemaking, Regeneration, Highways and Flooding |

|  |  |  |
|--|--|--|
|  |  | Head of Planning<br>Planning Policy Team |
|--|--|--|

**8. VERSION CONTROL:** The Equality and Future Generations Evaluation should be used at the earliest stage, such as informally within your service, and then further developed throughout the decision making process. It is important to keep a record of this process to demonstrate how you have considered and built in equality and future generations considerations wherever possible.

| Version No. | Decision making stage                       | Date considered | Brief description of any amendments made following consideration |
|-------------|---|-----------------|--|
| 1.0         | Performance and Overview Scrutiny Committee | 22/11/2023      |  |
| 1.1         | Individual Cabinet Member                   | 20/12/2023      |  |
|             |   |                 |  |



## REPORT

|                                  |  |
|----------------------------------|--|
| <b>Subject:</b>                  | <b>COUNCIL TAX BASE 2024/25 AND ASSOCIATED MATTERS</b>                   |
| <b>Directorate:</b>              | <b>Resources</b>   |
| <b>Meeting:</b>                  | <b>Individual Cabinet Member Decision – Cabinet Member for Resources</b> |
| <b>Date:</b>                     | <b>20<sup>th</sup> December 2023</b>                                     |
| <b>Divisions/Wards Affected:</b> | <b>County Wide</b>   |

### 1. PURPOSE:

- 1.1 To agree the Council Tax base figure for submission to Welsh Government, together with the collection rate to be applied for 2024/25 and to make other necessary related statutory decisions.

### 2. RECOMMENDATIONS:

- 2.1 That in accordance with the Local Authorities (Calculation of Tax Base) (Wales) Regulations 1995, the amount calculated by the Council as its Tax Base for 2024/25 shall be notified as **48,465.53** and the collection rate set at **99.0%**.
- 2.2 That no Special Resolution declaring Drainage Rates as Special Expenses be made.
- 2.3 That any expenses incurred by the Council in performing in part of its area a function performed elsewhere in its area by a Community Council shall not be treated as a special expense for the purpose of Section 35 of the Local Govt. Finance Act 1992.
- 2.4 That Council Tax setting continues to be a function of full Council.

### 3. KEY ISSUES:

#### Council Tax Base

- 3.1 For each financial year, the Council shall set its Council Tax, taking account of its own total net budget requirement and amounts receivable for redistributed Non-Domestic Rates, Revenue Support Grant and any other additional grants. It will also take account of any precepts it receives from other authorities and the value of the Council Tax Base. In simple terms, the net spending not met by grant is divided by the Tax Base to give the amount of Council Tax for a dwelling in Band D. The budget requirement, grant calculations and precepts will be addressed in the Council Tax Setting report.
- 3.2 It was previously agreed by Council in January 2005 that the largely technical matter of setting the Council Tax Base be dealt with by Executive decision. Legally, whilst the annual council tax setting decision could also be decided by the Executive, this has always been referred to full Council, given its wide interest and importance. It is

therefore recommended that council tax setting continues to be a decision for full Council.

- 3.3 The ratified council tax base information must be passed to Welsh Government (WG) by 5<sup>th</sup> January 2024 with reference to dwellings in the Valuation List as of 31<sup>st</sup> October 2023 and considering anticipated changes likely to occur during 2024/25. Provisional information has been provided to Welsh Government, if any changes to policy are considered which affect the tax base, revised information will need to be submitted. Significant differences may require Welsh Government to adjust the RSG entitlements via an amending report. The prescribed period during which Councils would notify major precepting authorities of the council tax base figure is normally 1<sup>st</sup> November to 31<sup>st</sup> December.
- 3.4 The tax base calculated for 2024/25 reflects Council's decision, on 9<sup>th</sup> March 2023, to use its discretionary powers under Section 12A and 12B of the Local Government Finance Act 1992 to charge a council tax premium on long term empty properties and second homes in the county. From 1<sup>st</sup> April 2024 the following council tax premiums will apply:
- Long term empty properties: a 100% premium for properties empty for 1 year, a 200% premium for properties empty for 2 years and a 300% premium for properties empty for 3 years or more.
  - Second homes: a premium of 100%, although this is subject to review, as agreed by Council at its meeting of 9<sup>th</sup> March 2023. A report is scheduled for Council on 19<sup>th</sup> January 2024 which will consider introducing a local exemption and finalise the position.
- 3.5 The 2024/25 tax base has been prepared based on the new parishes, as determined under The Monmouthshire (Communities) Order 2021. All changes took effect from 1<sup>st</sup> April 2022.

### **Collection Rate**

- 3.6 It should be recognised that council tax is being perceived as an increasing burden on taxpayers with more arrangements outside the statutory scheme being sought, thereby increasing the time over which the debt is paid.
- 3.7 Between 2004/5 and 2007/8 the anticipated in-year collection rate was static at 96%; this was increased to 96.5% between 2008/9 and 2009/10 and to 97% for 2010/11. From 2011/12, despite ongoing economic difficulties, the collection rate was increased to 98%, reflecting results achieved in subsequent years from sustained recovery action. In 2016/17, the collection rate was increased further to 98.5% and for 2017/18, it was considered reasonable to increase the collection rate further to 99%, a rate which has been retained for each subsequent financial year thereafter. Whilst, the Covid 19 pandemic had a significant impact on the in-year collection rate for the 2020/21 and 2021/22 financial years, the overall long term collection rate has continued to meet the target set. The cost of living crisis and wider challenging economic environment has resulted in some households taking longer to pay their council tax. However, this has yet to have a significant impact on overall collection rates. Therefore, the decision has been made to retain a 99% collection rate for 2024/25.
- 3.8 The Council Tax Reduction Scheme (CTRS) was introduced by the Welsh Government on 1<sup>st</sup> April 2013, replacing what was the Council Tax Benefit Scheme. On inception the Welsh Government fully funded the scheme, pending a full review. This review was concluded in the summer of 2014, with the Welsh Government

announcing its intention to continue to fund the scheme for another 2 years - 2015/16 and 2016/17. The scheme has since been extended further for the financial year 2017/18 through to 2023/24. Whilst we await final confirmation of the scheme from Welsh Government for 2024/25 it is expected that full entitlements will be maintained for next year. A separate report is scheduled for full Council on 18<sup>th</sup> January 2024 to approve next year's Council Tax Reduction Scheme.

- 3.9 The Covid 19 pandemic put significant pressure on the CTRS budget in 2020/21 and 2021/22. However, demand has since returned to pre pandemic levels.
- 3.10 Funding of the CTRS from Welsh Government forms part of the annual revenue budget settlement and is expected to remain at current levels for next year. As part of its annual budget setting, the Council can determine how much budget to allocate to this Scheme taking account of levels of take up and any additional costs arising from any increases in council tax. From a household perspective, they will not be required to make any contributions.

### **Special Items and Expenses (Section 34)**

- 3.11 Certain items of expenditure, and precepts made upon the Council by Community Councils are applicable only to certain parts of the area and special rules exist to deal with these items. These rules apply to all the Town and Community Council precepts in respect of each of their respective areas. They also apply to Drainage Rates which are charged only in certain parts of the East and South of the County area. The Council has always considered that the general body of taxpayers should be treated equally in this respect and such expenditure should be defrayed over the whole area rather than charged as an additional item on those who happen to be in a particular catchment area. If this view continues to prevail then no special resolution declaring these to be special expenses will be necessary.
- 3.12 Finally, expenses incurred by an authority in performing in part of its area a function performed elsewhere by a Community Council (concurrent functions) must be treated as a special expense unless a negative resolution is in force.
- 3.13 The effect of the above result in a recommendation leading to drainage rates and concurrent functions being charged equally across the County.

### **4. EQUALITY AND FUTURE GENERATIONS EVALUATION (INCLUDES SOCIAL JUSTICE, SAFEGUARDING AND CORPORATE PARENTING)**

- 4.1 There are no implications for sustainability, safeguarding and corporate parenting. The Council Tax base itself is mainly calculated from information about the numbers of properties within the County, adjusted to an equivalent band D figure for things such as discounts, exemptions and reliefs, and is therefore based on fact and provided for information. Annually Council considers council tax setting as part of the wider budget proposals in March. At this time these proposals are subject to an overall WFG assessment. Our Sustainability Community Officer has confirmed that under these circumstances there is no requirement to complete a Future Generations Evaluation.

### **5. OPTIONS APPRAISAL**

- 5.1 Not applicable. This is a statutory report.

### **6. EVALUATION CRITERIA**

- 6.1 Not applicable.

**7. REASONS:**

- 7.1 To agree the council tax base figure and the collection rate for the forthcoming financial year as required by legislation.
- 7.2 To determine whether a special resolution should be made declaring Drainage Rates a special expense.
- 7.3 To determine whether any expenses incurred in part only of the area should be treated as special expenditure in accordance with the relevant legislation.
- 7.4 To confirm that the important matter of tax setting should continue to be a function of full council rather than be devolved for executive decision.

**8. RESOURCE IMPLICATIONS:**

- 8.1 Overall the Council Tax base calculated for 2024/25 has risen by 1.4% compared to 2023/24. This increase reflects the current level of exemptions and discounts, anticipated changes in dwellings and the introduction of council tax premiums.
- 8.2 Any income generated from council tax premiums (net of direct administration expenditure) will be transferred to an earmarked reserve to be used in future to further the Council's progress in addressing housing issues in the County.
- 8.3 The remaining estimated income derived from the council tax base will be included in the draft budget proposals to be considered by Cabinet on 17<sup>th</sup> January 2024.

**9. CONSULTEES:**

Cabinet  
Senior Leadership Team  
Deputy Chief Executive & Chief Officer for Resources  
Head of Finance

**10. BACKGROUND PAPERS:**

None

**11. AUTHORS:**

Ruth Donovan – Assistant Head of Finance: Revenues, Systems and Exchequer

**12. CONTACT DETAILS:**

**Email:** [ruthdonovan@monmouthsire.gov.uk](mailto:ruthdonovan@monmouthsire.gov.uk)  
**Tel:** 01633 644592



**Subject: ADDITIONAL RESOURCES FOR THE REVENUES AND BENEFITS SHARED SERVICE**

**Meeting: Individual Cabinet Member decision**

**Date: 20<sup>th</sup> December 2023**

**Divisions/Wards Affected: All**

## **1. PURPOSE:**

1.1 The purpose of this report is to:

- Request to increase the core establishment of the Revenues Shared Service by 2 FTE officers to address workload issues.
- Request to increase the establishment of the Revenues Shared Service by 2 FTE officers to administer council tax premiums.

## **2. RECOMMENDATIONS:**

- 2.1 To agree to increase the core establishment of the Revenues Shared Service by 2 full time posts. The cost of which will initially be funded from reserves held by the Shared Service (TCBC). From 2025/26 onwards funding will be managed as part of the overall funding envelope for the Revenues and Benefits Shared Service.
- 2.2 To agree to increase the establishment of the Revenues Shared Service by 2 full time posts to administer council tax premiums for the County. The cost of which will be funded from the Shared Service Reserve (TCBC) and the Council Tax Premium Reserve (MCC)

## **3. KEY ISSUES:**

### **3.1 Background**

- 3.1 The Shared Revenues Service was established in December 2019 following the successful move to a Shared Benefits Service in 2012. Resources that moved across at the time reflected established caseloads and working patterns. Recent pressures resulting from the Covid 19 pandemic and the cost of living crisis have identified the need for additional resources to ensure the service maintains acceptable response times and completes key tasks, such as the National Fraud Initiative (NFI), which the service currently struggle to resource.
- 3.2 Council also decided on 9<sup>th</sup> March 2023 to introduce council tax premiums for both long term empty properties and second homes in the County from 1<sup>st</sup> April 2024. This brings with it extra workload, with the service already seeing an increase in contacts and

requests for discretion due to personal circumstances. This reflects evidence provided by other councils that have already introduced council tax premiums, all of which have needed to employ additional resources to administer the premiums and to deal with queries and appeals.

- 3.3 The request for extra resources comes at a time when Monmouthshire County Council have a vacancy freeze in place. The request has therefore been considered against the criteria the council has set for recruiting to vacant posts. The service is categorised as a priority 2 service and generates significant income to the council by way of council tax collection. It is therefore considered appropriate to proceed with the request for additional resources for the Shared Service.

## 8. OPTIONS APPRAISAL

8.1 The following options were considered:

1. Do nothing and continue with the current level of resources. Customers would continue to see a slow response time to queries, which potentially leads to arrears building up, ultimately affecting the cashflow of the authority. The current position is having a negative impact on the workforce, with officers regularly working overtime and failing to meet targets. There is also a level of concern from Monmouthshire ratepayers around the introduction of council tax premiums, which is likely to be exasperated by slow response times.
2. Allocate additional resources to the Shared Service to address both the current demand issues and the specific additional demand expected from the introduction of council tax premiums. This is the preferred option.

## 9. EVALUATION CRITERIA

- Comparison to other comparable Welsh Councils revenues teams identified that the current shared service arrangement is under resourced (see Appendix One for details).
- Evidence from councils in Wales that have already introduced council tax premiums.

## 10. REASONS

- 10.1 To request additional resources for the Shared Service to help address current and future demand pressures.

## 11. RESOURCE IMPLICATIONS

- 11.1 The proposal is to introduce 4 new full time posts to the Shared Service at a grade 5, SCP 15. Each post will cost £38,922 a year inclusive of oncosts, giving a total cost for the 4 posts of £155,688 per annum. The intention is to recruit to these posts as soon as possible. Therefore estimated costs for the remainder of 2023/24 (February 2024 to March 2024) are £24,368.

11.2 It is proposed that the posts are funded as follows:

- **2 posts to address current workload pressures - £12,184 in 2023/24 and £77,844 in 2024/25.** The Shared Service currently hold reserves of £106,065. It is proposed that these reserves are used to fund costs incurred for the remainder of 2023/24 and for the 2024/25 financial year. Thereafter, costs will be managed as part of the wider funding envelope of the Shared Revenues and Benefits Service.



Benefits demand and caseload is falling as the roll out of Universal Credit continues. Therefore any Benefit posts that become vacant will be reviewed and where appropriate resources will be redeployed to Revenues. Torfaen CBC, as host authority, do not expect to request an increase in Monmouthshire's overall contribution to the Shared Service because of these new posts.

- **2 posts to manage council tax premiums - £12,184 in 2023/24 and £77,844 in 2024/25.** It is proposed that these posts are funded from revenue generated from the premiums, with expenditure built into the 2024/25 budget. Any costs incurred in 2023/24 ahead of the introduction of premiums will initially be funded from the Shared Service reserve, which will then be replenished in 2024/25 from council tax premium income collected.

**12. WELLBEING OF FUTURE GENERATIONS IMPLICATIONS (INCORPORATING EQUALITIES, SUSTAINABILITY, SAFEGUARDING AND CORPORATE PARENTING)**

- 12.1 The proposal ensures that this statutory service continues to operate as effectively as possible. There are no corporate parenting or safeguarding implications associated with the proposal.

**13. CONSULTEES:**

- Deputy Chief Executive and Chief Officer for Resources
- Head of Finance
- Revenues and Benefits Shared Service Board
- Chief Officer People, Performance and Partnership

**14. BACKGROUND PAPERS:**

Appendix One: Report from the Head of the Shared Revenues & Benefits Service

**15. AUTHORS:**

Ruth Donovan – Assistant Head of Finance: Revenues, Systems and Exchequer

**16. CONTACT DETAILS:**

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30<sup>th</sup> November 2023

## REPORT TO THE DEPUTY CHIEF EXECUTIVE (RESOURCES)

### STAFFING REPORT – REVENUES & BENEFITS SHARED SERVICE

Report Submitted and Written by: Deb Smith, Head of Revenues & Benefits

#### Key messages

To report on the changes to the Revenues and Benefits Shared Service establishment as follows:

- Increase the establishment by 2 grade 5 officers, to allow for the administration of Premiums in Monmouthshire County Council (MCC). To be funded initially from the Shared Service reserve. This will be replenished in 2024/2025 from premiums income. From 2024/25 MCC will pay for the 2 officers through an uplift in core funding.
- Increase the core establishment by 2 grade 5 officers, to address the increase in workload and contacts as a result of returning to more regular recovery following the covid pandemic and the implications of the Cost-of-Living Crisis. Funding to be initially from the Shared Service reserve and into the medium term through a review of existing establishment and natural wastage.

#### 1. Area Affected

1.1 County Borough Wide.

#### 2. Purpose of Report

2.1 To report on the proposed increase in the Revenues and Benefits Shared Services establishment, to allow for the administration of Premiums for Monmouthshire County Council, and a return to regular recovery of outstanding debts following the covid pandemic.

#### 3. Background

3.1 In March 2023 Monmouthshire County Council made a determination to introduce a premium charge from 1 April 2024. The premium charge was in relation to Second Homes and Long-Term Empty Properties.

3.2 There are approximately 200 second homes and 485 long term empty properties, that will be subject to a premium charge in April 2024. In preparation for the implementation of premiums, work has commenced on notifying those that appear to be subject to the charge and complete a housekeeping exercise. This exercise is already seeing an increase in contact and the commencement of appeals asking for discretion to be exercised. This is an additional and unanticipated burden on the Shared Revenues Team. This will impact on the current resources, which are already stretched.

3.3 During the covid pandemic recovery was held. There was only one court hearing in 2020/2021 and that court was subject to a maximum number of cases of 1000 or less. The number of hearings in previous years had been in the region of 10 to 11

courts and there was no case limitation. In the years following the pandemic the hearings remained under some restrictions as detailed below:

- 2020/2021 – 1 hearing limited to 1000 cases per hearing
- 2021/2022 – 4 hearings limited to 1000 cases per hearing
- 2022/2023 – 2 hearings limited to 1000 cases per hearing
- 2023/2024 – 4 hearings to date, limited to 2000 cases per hearing

The return to more regular recovery in the current climate has seen an increase in contacts and the need for more detailed assistance and negotiation with residents. We have also seen an increase in avoidance.

#### 4. Issues / findings

- 4.1 Monmouthshire County Council acknowledges the need for additional resources to administer premiums. From discussions with other authorities who have already implemented premiums, it appears appropriate to employ 2 additional members of staff. One officer to assist with the increased administrative work in the team and a visiting officer to allow for additional visits.
- 4.2 Coming out of the pandemic, the holding of recovery and now the cost of living crisis, has resulted in more people/business struggling to make payment and manage their accounts.

Customer contacts and consequent workloads have increased and the contact is more difficult. Vulnerability and Freedom Fighters are becoming more prevalent in both authorities.

Despite utilisation of overtime we have been struggling to reduce the outstanding work in the trays. The backlog has been consistently at approx. 7-8 week, which is not acceptable. Completion of reviews and individualised recovery has also been held to allow for concentration of work in the daily trays.

Holding reviews and individual recovery can result in a loss of income and result in complaints.

#### 4.3

In order to consider the appropriateness of our current establishment 2 other authorities have been contacted to allow for us to benchmark against them.

Authority A was of similar demographics and deprivation as Torfaen. Authority B is classed as an optimum authority. The result of the benchmark is detailed below:

| Authority   | Current FTE | CTAX Props | NDR Props | Total Props | Props to FTE   | Empty | SH  |
|---|-------------|------------|-----------|-------------|----------------|-------|-----|
| Auth A  | 16.85       | 33,035     | 2350      | 35,385      | 2100.00        | 745   | 0   |
| Auth B  | 20.01       | 71015      | 5674      | 76,689      | <b>3832.53</b> | 866   | 269 |
| TCBC  |             | 43783      | 3091      |             |                | 340   | 8   |
| MCC   | 19.72       | 43183      | 3505      | 93562       | 4744.52        | 608   | 184 |
| <b>Using Auth B FTE to props the shared service needs</b> |             |            |           |             | <b>24.41</b>   |       |     |

This supports the need for a total of 4 extra officers as follows.

- Increase the establishment by 2 grade 5 officers, to allow for the administration of Premiums in Monmouthshire County Council (MCC) to be funded initially from the Shared Service reserve. This will be replenished in 2024/2025 from premiums income. From 2024/25 MCC will pay for the 2 officers through an uplift in core funding.
- Increase the core establishment by 2 grade 5 officers, to address the increase in workload and contacts as a result of returning to more regular recovery following the covid pandemic and the implications of the Cost-of-Living Crisis. Funding to be initially from the Shared Service reserve and into the medium term through a review of existing establishment and natural wastage, particularly as the continued move to Universal Credit will impact on demand.

A detailed outline of how the changes will be addressed and the financial implications is given below.

- 4.4 Alongside of the above proposed changes a fundamental review of work processes is taking place with the support of the Digital Team to identify the opportunity for efficiencies and changes.

## 5 **Financial Implications**

- 5.1 The Shared Services is currently carrying reserves of £106,065 which will be used to fund the appointments in the first instance as follows:

|                  | <b>Grade from<br/>1.02.24</b> | <b>2023/2024</b> | <b>2024/2025</b> | <b>Total</b> |
|------------------|-------------------------------|------------------|------------------|--------------|
| Revenues Officer | Grade 5<br>SCP 15             | £6,092.17        | £38,922          | £45,014.17   |
| Revenues Officer | Grade 5<br>SCP 15             | £6,092.17        | £38,922          | £45,014.17   |
| Revenues Officer | Grade 5<br>SCP 15             | £6,092.17        | MCC to fund      | £6,092.17    |
| Visiting Officer | Grade 5<br>SCP 15             | £6,092.17        | MCC to fund      | £6,092.17    |
|                  |                               |                  |                  | £102,212.68  |

If the financial position of the shared service allows the opportunity will be taken to increase the level of reserve at the year end.

- 5.2 Monmouthshire County Council will fund 2 officers from 2024/2025 to allow for the administration of premium's going forward.
- 5.3 The cost of the 2 additional core revenues officers from 2025/2026 will be funded going forward through a review of existing establishment and natural wastage, particularly as the continued move to Universal Credit will impact on demand.

**6      Actions to be taken following decision**

6.1      Job Evaluation of the posts are not necessary as we already have Revenues Officers and Visiting Officers posts in place.

6.2      The jobs will be advertised to allow for shortlists and interviews to commence.

**7.      Recommendations**

7.1      To approve the changes to the establishment and funding as outlined in this report.

7.2      Any in year underspend will be used to top up the Shared Services Reserves at end of year

|                   |                               |
|-------------------|-------------------------------|
| <b>Appendices</b> | Revenues & Benefits Structure |
|-------------------|-------------------------------|

|                          |      |
|--------------------------|------|
| <b>Background Papers</b> | None |
|--------------------------|------|

|   |
|---|
| <b>For a copy of the background papers or for further information about this report, please telephone: <i>Deb Smith, Head of Revenues &amp;, Benefits Shared Service 01495 742359</i></b> |
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