

# Public Document Pack



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NP15 1GA

County Hall  
Rhadyr  
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NP15 1GA

Tuesday, 27 September 2016

Dear Councillor

## CABINET

You are requested to attend a **Cabinet** meeting to be held at **Council Chamber - Council Chamber** on **Wednesday, 5th October, 2016, at 2.00 pm.**

## AGENDA

1. Apologies for Absence
2. Declarations of Interest
3. Consideration of reports from Select Committees (none)
4. To consider the following reports (Copies attached):
  - i. **Gilwern Section 106 Funding** 1 - 12  
Ward/Division Affected: Llanelly Hill  
  
Purpose: To consider increasing the level of grant offered to three applicants from the Section 106 balances held by the Council for the developments at Ty Mawr and Cae Meldon, Gilwern.  
  
Author: Mike Moran, Community Infrastructure Coordinator  
  
Contact Details: mikemoran@monmouthshire.gov.uk
  - ii. **Proposed Community Asset Transfer of Caerwent Village Hall and Playing Fields** 13 - 30  
Ward/Division Affected: Caerwent  
  
Purpose: To consider the proposed Community Asset Transfer of Caerwent Village Hall and Playing Fields, to Caerwent Community Council to provide the ongoing provision of the local village hall and community playing fields and the development of the building for further community activities.  
  
Author: Ben Winstanley, Estates Manager  
  
Contact Details: benwinstanley@monmouthshire.gov.uk
  - iii. **Monmouthshire Local Development Plan Annual Monitoring Report** 31 - 160

Ward/Division Affected: All

Purpose: To outline the purpose, key findings and conclusions of the Local Development Plan (LDP) second Annual Monitoring Report (AMR).

Author: Martin Davies (Planning Policy Manager), Rachel Lewis (Principal Planning Policy Officer)

Contact Details: [martindavies@monmouthshire.gov.uk](mailto:martindavies@monmouthshire.gov.uk),  
[rachellewis@monmouthshire.gov.uk](mailto:rachellewis@monmouthshire.gov.uk)

iv. **Future Monmouthshire proposed new delivery option for Tourism, Leisure, Culture and Youth Services**

161 -  
228

Ward/Division Affected: All

Purpose: To propose that a Full Business case is developed to explore the options for the Leisure, Tourism, Culture and Youth Services following an independent options appraisal by Anthony Collins Solicitors

Author: Cath Fallon – Head of Economy and Enterprise; Ian Saunders – Head of Tourism, Leisure and Culture; Marie Bartlett – Finance manager; Tracey Thomas – Youth Service Manager

Contact Details:  
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[lansaunders@monmouthshire.gov.uk](mailto:lansaunders@monmouthshire.gov.uk)  
[Mariebartlett@monmouthshire.gov.uk](mailto:Mariebartlett@monmouthshire.gov.uk),  
[Traceythomas@monmouthshire.gov.uk](mailto:Traceythomas@monmouthshire.gov.uk)

Yours sincerely,

**Paul Matthews**  
**Chief Executive**

### CABINET PORTFOLIOS

County Councillor	Area of Responsibility	Partnership and External Working	Ward
P.A. Fox (Leader)	<b>Organisational Development</b> Whole Council Performance, Whole Council Strategy Development, Corporate Services, Democracy, Trading Standards, Public Protection, Licensing	WLGA Council WLGA Coordinating Board Local Service Board	Portskewett
R.J.W. Greenland (Deputy Leader)	<b>Innovation, Enterprise &amp; Leisure</b> Innovation Agenda, Economic Development, Tourism, Social Enterprise, Leisure, Libraries & Culture, Information Technology, Information Systems, Development Control.	WLGA Council Capital Region Tourism	Devauden
P.A.D. Hobson (Deputy Leader)	<b>Community Development</b> Community Planning/Total Place, Equalities, Area Working, Citizen Engagement, Public Relations, Sustainability, Parks & Open Spaces, Community Safety, Environment & Countryside.	Community Safety Partnership Equalities and Diversity Group	Larkfield
E.J. Hacket Pain	<b>Schools and Learning</b> School Improvement, Pre-School Learning, Additional Learning Needs, Children's Disabilities, Families First, Youth Service, Adult Education.	Joint Education Group (EAS) WJEC	Wyesham
G. Burrows	<b>Social Care, Safeguarding &amp; Health</b> Adult Social Services including Integrated services, Learning disabilities, Mental Health. Children's Services including Safeguarding, Looked after Children, Youth Offending. Health and Wellbeing.	Gwent Frailty Board Older Persons Strategy Partnership Group	Mitchel Troy
P. Murphy	<b>Resources</b> Accountancy, Internal Audit, Estates & Property Services, Procurement, Human Resources & Training, Health & Safety, Building Control, Energy.	Prosiect Gwrydd Wales Purchasing Consortium	Caerwent
S.B. Jones	<b>County Operations</b> Highways, Transport, Traffic & Network Management, Waste & Recycling, Engineering, Landscapes, Flood Risk.	SEWTA Prosiect Gwyrdd	Goytre Fawr



## Sustainable and Resilient Communities

### Outcomes we are working towards

#### **Nobody Is Left Behind**

- Older people are able to live their good life
- People have access to appropriate and affordable housing
- People have good access and mobility

#### **People Are Confident, Capable and Involved**

- People's lives are not affected by alcohol and drug misuse
- Families are supported
- People feel safe

#### **Our County Thrives**

- Business and enterprise
- People have access to practical and flexible learning
- People protect and enhance the environment

### Our priorities

- Schools
- Protection of vulnerable people
- Supporting Business and Job Creation
- Maintaining locally accessible services

### Our Values

- **Openness:** we aspire to be open and honest to develop trusting relationships.
- **Fairness:** we aspire to provide fair choice, opportunities and experiences and become an organisation built on mutual respect.
- **Flexibility:** we aspire to be flexible in our thinking and action to become an effective and efficient organisation.
- **Teamwork:** we aspire to work together to share our successes and failures by building on our strengths and supporting one another to achieve our goals.



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<b>SUBJECT:</b>	<b>GILWERN SECTION 106 FUNDING</b>
<b>DIRECTORATE:</b>	<b>ENTERPRISE</b>
<b>MEETING:</b>	<b>CABINET</b>
<b>DATE:</b>	<b>5<sup>th</sup> OCTOBER 2016</b>
<b>DIVISION/WARDS AFFECTED:</b>	<b>LLANELLY HILL</b>

**1. PURPOSE:**

To consider increasing the level of grant offered to three applicants from the Section 106 balances held by the Council for the developments at Ty Mawr and Cae Meldon, Gilwern.

**2. RECOMMENDATIONS:** that

2.1 revised grant offers be made to the following organisations from the Section 106 balances held by the Council in respect of the Ty Mawr and Cae Meldon Section 106 Agreements:

<b>Organisation</b>	<b>£</b>
Clydach Football Club	7,128
Gilwern Bowling Club	32,941
Gilwern Football Club	37,391

2.2 the increased level of grant amounting to £10,559 for the three projects be met from the unallocated balance of £33,394, leaving a remaining unallocated balance of £22,839.

**3. KEY ISSUES:**

3.1 At its meeting on 4<sup>th</sup> May this year, Cabinet agreed to offer grants to 13 projects from the Section 106 balances held/due from the Ty Mawr and Cae Meldon developments in Gilwern.

3.2 In the case of three of those projects, grants were offered to the sports clubs concerned based on net rather than gross expenditure. The reason for this is that all three projects are located on land in the ownership of the Llanelly Community Council and the Community Council had agreed, prior to the Cabinet meeting, that it would procure and pay for the projects using the grant money allocated, thereby saving the cost of VAT on the three projects concerned. The effect of this is to maximise the use of the grant money available.

3.3 Procurement by the County Council or the Community Council is permitted within HMRC guidelines, provided that the “procuring authority” owns the land (and therefore the asset) to be improved. In this case it is not possible for the County Council to procure the works, as it does not own the land in question and cannot, therefore, claim to be improving an asset or assets in its ownership.

3.4 This process is not unusual and there are a number of recent examples or precedents where Community Councils have procured works on behalf of third parties that manage assets on land in the Community Council’s ownership. The most recent example of this is that the

Caerwent Community Council has procured works to improve the Caerwent Recreation Hall, which sits on land in Community Council ownership and which was offered a grant from the Merton Green Section 106 Off-Site Recreation Fund.

- 3.5 In the case of Gilwern, since the award of grants by Cabinet and the despatch of grant offer letters to the three clubs concerned, the Community Council has received conflicting advice about its ability to procure works on behalf of the clubs and it has now been clarified that the Community Council is unable to procure these works because this would exceed the annual limit which the Community Council is registered for with HMRC.
- 3.6 The three clubs have pressing timescales in which to carry out the works, particularly Clydach Football Club and Gilwern Bowling Club. In order to progress matters, it is therefore proposed that the grants offered to the three clubs concerned should be increased so that the grants represent a proportion of the gross costs of their respective projects. The effect of this is illustrated in the table below:

<b>Club</b>	<b>Net Project Cost £</b>	<b>Grant %</b>	<b>Grant Offered £</b>	<b>Gross Project Cost</b>	<b>Grant %</b>	<b>Revised Grant Offer £</b>
Clydach Football Club	6,600	90%	5,940	7,920	90%	7,128
Gilwern Bowling Club	30,951	86.4%	26,571	37,141	88.7%	32,941
Gilwern Football Club	38,212	90%	34,391	41,970	90%	37,391
<b>Totals</b>	<b>75,763</b>		<b>66,901</b>	<b>87,031</b>		<b>77,460</b>

The percentage grant to Gilwern Bowling Club was less than the other two clubs, as the Bowling Club declared in its application that it had a contribution of £4,200 towards the cost of its project. Taking its £4,200 contribution from the gross project cost, this increases the percentage amount of grant needed to fund the gross cost of this project.

In the case of Gilwern Football Club, two of the items for which it has been awarded a grant are zero rated for VAT and these works have already been carried out. However, none of the works on which VAT is payable have been commenced.

The works at Clydach Football Club have already been undertaken, as the old spectator barrier was in a dangerous condition and had to be replaced at the start of the football season.

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

- 4.1 The Llanelly Community Council has indicated that it cannot commit itself to procuring the works on behalf of Clydach and Gilwern Football Clubs and Gilwern Bowling Club. The level of grants therefore needs to be increased to enable the clubs to proceed with the works proposed.
- 4.2 There is an unallocated balance held by the Council in respect of the funding received from the two developments in question – this means that the Council can increase the level of grants awarded without



recourse to additional funding and without affecting the level of grants offered to the remaining ten successful grant applicants that were awarded funding by Cabinet at its meeting held on 4<sup>th</sup> May 2016.

**5. RESOURCE IMPLICATIONS:**

The increase (£77,460 - £66,901) in the total grants offered to these three clubs is £10,559. There is an unallocated balance of £33,398 from the Ty Mawr and Cae Meldon Section 106 off-site recreation funding allocation and it is proposed that the increased level of grants should be met from this balance, leaving a remaining unallocated balance of £22,839. This amount will still be available for future allocation.

**6. FUTURE GENERATIONS AND EQUALITY IMPLICATIONS:**

**6.1** Future Generations Evaluation attached at **APPENDIX A**

**7. CONSULTEES:**

Local County Council Members for Llanelly Hill	
Llanelly Community Council	Cabinet Members
Strategic Leadership Team	Monitoring Officer
Head of Legal Services	
Assistant Head of Finance/Deputy S151 Monitoring Officer	

**8. BACKGROUND PAPERS:**

Letter dated 6<sup>th</sup> August 2016 from Clerk of Llanelly Community Council.

**9. AUTHOR:**

Mike Moran, Community Infrastructure Coordinator

**10. CONTACT DETAILS:**

**Tel:** 07894 573834

**E-mail:** [mikemoran@monmouthshire.gov.uk](mailto:mikemoran@monmouthshire.gov.uk)

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<b>Name of the Officer:</b> Mike Moran <b>Phone no:</b> 07894 573834 <b>E-mail:</b> mikemoran@monmouthshire.gov.uk	<b>Allocation of Section 106 funding</b>
<b>Name of Service:</b> Enterprise	<b>Date completed:</b> 19 <sup>th</sup> September 2016





**NB. Key strategies and documents that may help you identify your contribution to the wellbeing goals and sustainable development principles include: Single Integrated Plan, Continuance Agreement, Improvement Plan, Local Development Plan, People Strategy, Asset Management Plan, Green Infrastructure SPG, Welsh Language Standards, etc**


**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.

Well Being Goal	Does the proposal contribute to this goal? Describe the positive and negative impacts.	What actions have been/will be taken to mitigate any negative impacts or better contribute to positive impacts?
<b>A prosperous Wales</b> Efficient use of resources, skilled, educated people, generates wealth, provides jobs	Neutral	
<b>A resilient Wales</b> Maintain and enhance biodiversity and ecosystems that support resilience and can adapt to change (e.g. climate change)	Neutral	
<b>A healthier Wales</b> People's physical and mental wellbeing is maximized and health impacts are understood	The proposals in this report involve improving peoples' physical and mental well being.	

Well Being Goal	Does the proposal contribute to this goal? Describe the positive and negative impacts.	What actions have been/will be taken to mitigate any negative impacts or better contribute to positive impacts?
<b>A Wales of cohesive communities</b> Communities are attractive, viable, safe and well connected	The proposals will contribute to the safety and cohesiveness of the local communities in which they are sited.	
<b>A globally responsible Wales</b> Taking account of impact on global well-being when considering local social, economic and environmental wellbeing	Neutral	
<b>A Wales of vibrant culture and thriving Welsh language</b> Culture, heritage and Welsh language are promoted and protected. People are encouraged to do sport, art and recreation	There are no specific proposals in this report to promote and protect the Welsh language but the proposed use of funding will encourage people to participate in recreational activities	Encourage the use of the Welsh language in any on site signage.
<b>A more equal Wales</b> People can fulfil their potential no matter what their background or circumstances	The improvements to the facilities concerned will encourage access and, in the case of the Bowling Club, participation by disabled people.	Continue to promote DDA compliance in all schemes and to provide participation opportunities for people of all ages and backgrounds.

**2. 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 achievability and sustainability of the proposals has been assessed and officers are confident of the longer term sustainability of the projects.</p>	
 <p>Collaboration</p> <p>Working together with other partners to deliver objectives</p>	<p>The projects involve close working with other parties and partners, namely the three clubs concerned and the Llanelly Community Council.</p>	
 <p>Involvement</p> <p>Involving those with an interest and seeking their views</p>	<p>The views of the local members and the Community Council have been sought.</p>	
 <p>Prevention</p> <p>Putting resources into preventing problems occurring or getting worse</p>	<p>The projects involve the enhancement of facilities, as per the broad intention of the Section 106 Agreements from where the money has arisen. Problem prevention is not the basis upon which the funding has been given but by investing in the improvement of existing facilities will help to prevent problems occurring.</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>These projects will have a positive impact on the health &amp; well being of people living in the area of benefit stipulated in the Section 106 Agreements.</p>	

3. **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. For more detailed information on the protected characteristics, the Equality Act 2010 and the Welsh Language Standards that apply to Monmouthshire Council please follow this link:

<http://hub/corporatedocs/Equalities/Forms/AllItems.aspx> or contact Alan Burkitt on 01633 644010 or [alanburkitt@monmouthshire.gov.uk](mailto:alanburkitt@monmouthshire.gov.uk)

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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	<p>No employment/training issues identified The recommendations will benefit adults and young people and their families living in the local community</p>		<p>Continue to consider the needs of people with protected characteristics when formulating proposals</p>
Disability	<p>The improvements proposed at the Bowling Club will be designed to be accessible to people with disabilities.</p>		
Gender reassignment	<p>Neutral</p>		

<b>Protected Characteristics</b>	<b>Describe any positive impacts your proposal has on the protected characteristic</b>	<b>Describe any negative impacts your proposal has on the protected characteristic</b>	<b>What has been/will be done to mitigate any negative impacts or better contribute to positive impacts?</b>
Marriage or civil partnership	Neutral		
Pregnancy or maternity	Neutral		
Race	Neutral		
Religion or Belief	Neutral		
Sex	The projects recommended for investment in this report are of benefit to both males and females.		
Sexual Orientation	Neutral		
Welsh Language	Neutral	Although the report's recommendations are considered to be neutral they do nothing specifically to promote the use of the Welsh language	It may be possible in the future, when advertising the availability of S106 funding, to encourage applications that actively promote the Welsh language

**4. Council has agreed the need to consider the impact its decisions has on important responsibilities of Corporate Parenting and safeguarding. Are your proposals going to affect either of these responsibilities?**

	<b>Describe any positive impacts your proposal has on safeguarding and corporate parenting</b>	<b>Describe any negative impacts your proposal has on safeguarding and corporate parenting</b>	<b>What will you do/ have you done to mitigate any negative impacts or better contribute to positive impacts?</b>
Safeguarding	Neutral		
Corporate Parenting	Neutral		

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

- Local population data taken from the 2011 Census figures and membership information provided by the three clubs concerned.

**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 Impacts**

- The proposals comply with the statutory tests relating to Section 106 funding
- The schemes recommended for approval will have a positive impact upon the health and well being of local residents
- They will benefit new & existing residents in the local community
- Some people with protected characteristics will benefit from the projects recommended for approval

**Negative Impacts**

- It is difficult to demonstrate in all cases that the projects will have a meaningful benefit for promoting the Welsh language

The above impacts have not materially changed the recommendations of the assessment panel but it may be prudent in the future to invite applications that will have a more positive impact on women and on promoting the use of the Welsh language.

**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	Progress

**8. MONITORING: The impacts of this proposal will need to be monitored and reviewed. Please specify the date at which you will evaluate the impact, and where you will report the results of the review.**

<b>The impacts of this proposal will be evaluated on:</b>	Impacts to be reviewed on 1 <sup>st</sup> April 2019 – to be reported to Section 106 Working Group
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**9. VERSION CONTROL: The Future Generations Evaluation should be used at the earliest stages of decision making, and then honed and refined throughout the decision making process. It is important to keep a record of this process so that we can demonstrate how we have considered and built in sustainable development wherever possible.**

<b>Version No.</b>	<b>Decision making stage</b>	<b>Date considered</b>	<b>Brief description of any amendments made following consideration</b>
<b>1</b>	Letter received from Community Council	6 <sup>th</sup> August 2016	Community Council cannot procure works for the clubs concerned
<b>2</b>	Consultation with local elected members and Community Council	August/September 2016	None
<b>3</b>	Discussions held with the three clubs regarding the works to be undertaken	September 2016	
<b>4</b>	Consideration of report by MCC Cabinet	5 <sup>th</sup> October 2016	Final decision on increased grant amounts sought

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## REPORT

**SUBJECT:** Proposed Community Asset Transfer of Caerwent Village Hall and Playing Fields

**MEETING:** Cabinet

**DATE:** 5<sup>th</sup> October 2016

**DIVISION/WARDS AFFECTED:** Caerwent

### 1. PURPOSE:

- 1.1 To consider the proposed Community Asset Transfer of Caerwent Village Hall and Playing Fields, to Caerwent Community Council to provide the ongoing provision of the local village hall and community playing fields and the development of the building for further community activities.

### 2. RECOMMENDATIONS:

- 2.1 To agree to dispose of the freehold interest Caerwent Village Hall and Playing Fields at Nil Value to Caerwent Community Council using the powers provided via the General Disposal Consent Order (Wales) 2003.

### 3. KEY ISSUES:

- 3.1 The Council was approached by representatives of Caerwent Playing Fields Association Ltd (CPFA) and Caerwent Community Council to consider a Community Asset Transfer of Caerwent Village Hall and Playing Fields to enable CPFA to apply for additional grants to upgrade and improve the facilities.
- 3.2 Caerwent Community Council currently lease the Village Hall and playing fields from MCC on a 21 year lease from 01/11/06 at an annual rental of £8,600 who in turn have an arrangement with CPFA for the Management of the site which has been in place for approximately 40 years. It is proposed that the lease is surrendered without penalty if Monmouthshire County Council agrees to the disposal to the council.
- 3.3 The Village Hall was built circa 1975 by CPFA, which was incorporated as a Business in 2008, and is a Registered Charity (1142227) The fully incorporated and constituted Association was formed originally by local residents with a common goal that the village hall should remain a focal point, providing, a sport, recreational and social environment for the Community.

- 3.4 There is a restriction against the Title for the Site which states 'No disposition can be made without a Certificate from the National Playing Fields Association, showing that the provisions of a Deed of Dedication dated 24 May 2013 between MCC and the National Playing Fields have been complied with.'
- 3.5 The land is also subject to rights reserved by conveyance dated 25 March 1971 whereby it can only be used for the Purposes of Physical Training and Recreation Act 1937.
- 3.6 In order to further safeguard the long term future of Caerwent Village Hall and Playing Fields, (as illustrated in Appendix A), it is intended to include within the conveyance document a right of pre-emption in favour of Monmouthshire County Council or successors in title in the event that the CCC seek to dispose of their interest in the hall or playing fields.

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

- 4.1 Following the Your County, Your Way strategy and given the current financial climate, the Council is seeking to develop opportunities to reduce financial pressures whilst developing and supporting community resilience and new ways of delivering services. The proposed transfer of the building to CCC will secure the provision of the existing Village Hall and playing fields with the opportunity to secure further grant funding to improve facilities for the benefit of the community.
- 4.2 S106 funding of £178k has already been awarded to CPFA to modernize and extend the hall following a £216k bid. The remaining funding will be provided by fund raising by CPFA. The proposals for an extension will also provide disabled access within the hall.
- 4.3 The application is in accordance with the Council's adopted Asset Management Plan which when adopted in 2014 set out the intention to support Community Asset Transfer.
- 4.4 A business plan has been produced by the group (Appendix B) which outlines the future proposals and how the transfer will benefit the community alongside the support for the project within the community.

#### **5. RESOURCE IMPLICATIONS:**

- 5.1 Loss of potential annual revenue to the authority of £8,600. Although this sum is currently reduced by 95% under the authority's rental grant policy meaning the rent actually received is £430.

## **6. SUSTAINABLE DEVELOPMENT AND EQUALITY IMPLICATIONS**

The strategy will not have a negative impact on any of the protected groups and should result in a positive impact on the sustainability agenda.

## **7. CONSULTEES:**

All Cabinet Members  
Leadership Team  
Head of Finance  
Head of Legal Services  
Monitoring Officer  
Head of Community Led Delivery

### **Results of Consultation**

TBC

## **8. BACKGROUND PAPERS:**

Appendix A – Site Plan of Caerwent Village Hall and Playing Fields.

Caerwent Playing Fields Association Community Asset Transfer.

## **9. AUTHOR:**

Ben Winstanley – Estates Manager

Nicola Howells – Estates Surveyor

## **10. CONTACT DETAILS:**

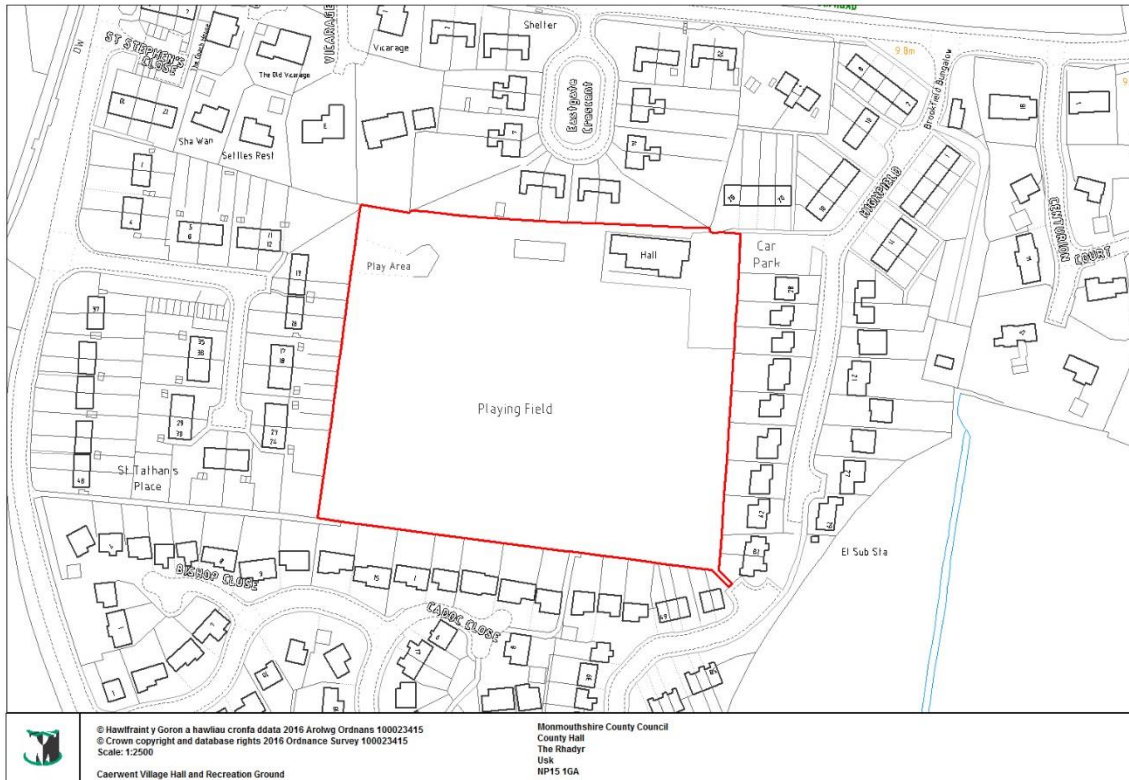
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# Appendix - A



DRAFT

Caerwent Village Hall, Caerwent

BUSINESS PLAN

10<sup>th</sup> February, 2016



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9. CHARGES
10. PROJECT TIMESCALES
11. FINANCIAL FORECAST
12. SWOT ANALYSIS
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## 2. EXECUTIVE SUMMARY

This Business Plan sets out to demonstrate the need for Caerwent Village Hall to continue to provide facilities for all persons of all ages within the area and confirms the capability of Caerwent Playing Fields Association Ltd (CPFA) (The Company) to manage this development project into a sustainable venture. The CPFA has managed the Caerwent Village Hall on behalf of the Caerwent Community Council for 40 years. The CPFA was incorporated as a Business in 2008 and has operated successfully since this date. The CPFA is a registered charity (Reg No. 1142227)

The Mission of the Company is to promote and enhance the health and wellbeing of the community and to provide a safe sport, recreational and social environment for all. This will be achieved by expanding the facilities currently offered by the Village Hall and cementing its position as the centre of the community.

**The Values** of the Company are :

- That we will treat people with dignity and respect, regardless of race, nationality, gender, sexual orientation, disability or age. At all times people's feelings will be valued and respected.
- We will value the contribution made by volunteers ensuring that their time and resources are used responsibly and efficiently
- We value the trust invested in us by Caerwent Community Council and will sustain that trust by operating in an open and responsible manner.
- Actively encouraging and supporting clubs, groups and individuals to provide activities, services and learning opportunities
- Generating the necessary income to run and maintain The Village Hall.

## 3. INTRODUCTION

**Caerwent Playing Fields Association Ltd** is a Company Limited by Guarantee and not having a share capital and registered in England and Wales (Co Reg No 6677042).

It is fully Incorporated and constituted and its Constitution and Memorandum & Articles of Association are available to view at the Company's registered office.

The CPFA was formed over 40 years ago by local residents who shared a common goal to ensure that the Village Hall remained a focal point of the community. The CPFA have managed the Hall since, ensuring that it has been maintained to a high standard and is available to all. The CPFA was incorporated as a Company in 2008. In the last 18 months, the CPFA have been awarded a Lottery Grant and together with additional funding raised by the CPFA have built a bike/running trail around the village hall fields with outdoor gym equipment and installed picnic benches. This has been a great achievement and has been well used by local residents since it was opened in July 2015.

The CPFA have also secured funding from the Section 106 monies to extend the village hall thereby expanding the services provided to residents and community groups. This work will commence in 2016.

The purpose of this Business Plan is to regularise an existing arrangement whereby the CPFA manage the Village Hall on behalf of the Caerwent Community Council.

#### **4. BACKGROUND**

The village hall was built circa 1975 by members of the CPFA. The building was a kencast build which was popular at that time. The building works were funded from Chepstow Rural District Council reserves following a local government re-organisation in 1974. During this reorganization, the Chepstow Rural District Council (CRDC) was dis-banded and assets transferred to the newly formed successor Council, Monmouth District Council. The reserves from CRDC were in excess of £25k and they determined that each of the 10 parish councils would be allocated monies from the CRDC reserves to fund a village hall.

CRDC drew up a 30-year lease to the CPFA for £5 /annum. When CRDC disbanded, MDC being the successor organization, then owned all of CRDC's assets. In 1996 MCC was formed and MDC wound up, all of their assets then became the property of MCC.

Over the years, the Village Hall has been used for a wide variety of activities including:

- Playschool for about 20 years
- Whist drives
- Youth club
- Football changing rooms
- Archaeology diggers washroom/showers
- Community Dances
- Line dances
- Council meetings
- Wedding celebrations
- New years eve parties
- Sunshine club
- Evergreen Club
- Sunday Lunches
- Public meetings
- Election polling station

## **5. ACCOUNTABILITY, PERSONNEL : MANAGEMENT, STAFFING & VOLUNTEERING**

There are currently 12 active members of the CPFA, 5 of whom are directors (and trustees). The CPFA meets monthly and has an elected Chairman, Vice Chairman, Secretary and Treasurer.

The Company is run by a Management Committee which is made up of local people who are committed to the provision of facilities for local residents and community groups.

There are currently 12 active members of the CPFA, 5 of whom are directors (and trustees). The CPFA meetings monthly and has an elected Chairman, Vice Chairman, Secretary and Treasurer.

The current CPFA Members are:

Neil Williams  
Ian Williams  
Nia Gittins  
Caroline Morris  
Anne-Marie Spooner

In addition to these there are a further 7 Members which, with the above, make up the CPFA Management Committee.

The Company does not currently employ any staff.

### **Director Profiles**

#### **Neil Williams - Chairman and Director**

Neil is Caerwent born and bred and has throughout his lifetime had links to the Hall and Playing Fields. His father held the position of Chair for several years and Neil is as much a dedicated and hands on Chairman as his father was before him. Neil and his family have supported CPFA over four decades and can regularly be seen up ladders, frying bacon sandwiches and pulling pints. Neil runs his own business locally and is a very well respected painter and decorator. He's very progressive in his thinking and dedicates much of his spare time engaged in activities and discussions to further the progress of the association. He is a valued leader.

#### **Caroline Morris, Treasurer and Company Secretary**

Caroline has lived in the area for nearly 8 years. She is presently taking a career break after working for a high street bank for 25 years; the majority of this time was spent in management however she also held various other roles including Training Consultant and Specialist Complaints Quality Assessor. As well as being treasurer for the Playing Fields Association, Caroline also offers voluntary teaching assistance at Rogiet Primary School where both her children attend. In her spare time, she

enjoys horse riding, scuba diving and baking! Caroline is a qualified Padi Divemaster and therefore assists in the instruction of dive students.

### **Nia Gittins - Director and Administrator**

Nia fulfils the role as administrator and undertakes a few committee tasks including the writing of the CPFA article each month as well as dealing with grants and legal documentation. Nia and her young family have lived in Caerwent since 2003 and love to be engaged in village life. Nia can often be found frying bacon, flipping burgers or flitting around the bar. Nia works as a solicitor at a local firm and is a strong advocate of her local community. Nia also sits as an elected member of Glas Cymru, the organisation which owns and manages Welsh Water. She has a keen interest in consumer matters and was for several years a committee member of the Consumer Council for Water Wales.

### **Anne-Marie Spooner - Director**

Anne-Marie was born in Newport and lived in Caldicot for first 5 years of her life including 18 months in Caldicot Castle. Her family moved to Caerwent in 1964 and she attended Caerwent Infants School and then Rogiet Primary School.

Anne-Marie's Father was born here and her Great Grandparents lived at nearby Highmoor Hill. Anne-Marie was educated at Chepstow Comprehensive School and has a nursing background having trained at Bath Royal Utd Hospital. She has a nursing qualification in Burns and Plastic Surgery as well as a Health Visitor Certificate from University of Wales. Anne-Marie worked as a Health Visitor in Newport and Caldicot until she later trained as a teacher and gained a B.ED Hons Degree. Since 1990 Anne-Marie has worked as a Primary School teacher and is now as a teacher of Maths in a PRU and on the Senior Leadership Team. Anne-Marie's interests include working with the elderly, reading, local charity work and being a part of Caerwent generally. Anne-Marie loves living here with her husband of 35 years and two children.

### **Ian Williams – Director**

Ian is a thirty-two-year-old married dad of two young children. He has lived in the village for 21 years. His father has been involved with the CPFA committee for many years and Ian became involved with the village hall himself at a young age. Ian is interested in travel and anything outdoors. He is keen to see village hall modernized and attract the community to ensure the longevity of the village hall as the centre of the community.

## 6. THE DEVELOPMENT PROPOSAL

The Management Committee of The Company have listed objectives for the period 2016 – 2021 which follow the SMART principle:

Specific, Measurable, Attainable, Realistic and Time Bound

- Expand the facilities of the Village Hall
- Increase the usage of the Village Hall
- Continue to ensure the Village Hall is accessible to all regardless of age, sex or race.

### The Proposed Development

During 2015, the CPFA submitted a business plan for £216k of funding from the 106 monies in order to modernise and extend the village hall. The bid was successful and £178k has been awarded to the CPFA. It is worthy of note that this is the largest section 106 award ever awarded within the County. Any shortfall in funding will be bridged by the CPFA who have been tirelessly fund raising over the last three years and by securing any available grants. The successful bid for the 106 monies is a milestone in securing the future of the village hall.

The approved plans allows for the demolition of the singly storey flat roof lounge and the construction of a new lounge at the same level of the existing hall. The existing internal arrangement has two steps from the main hall to the lounge area which is not disabled, ambulant or child/elderly friendly. The proposed build of the lounge will create a larger lounge accessible to all. The new extension footprint will be 138 square metres. The materials used would be to match existing with spar dash walls with brick soldiers and matching white pvc windows. The new doors to be steel colour red and the Foldaway doors to be aluminium colour white.

It is also proposed to build an extension to support a changing room of 52 square metres. This will enable the local sports teams to use the facilities of the hall and the village hall fields.

Some internal changes including a new internal door to the lounge area means that the main hall and the lounge can be hired at the same time to different groups of people.

Access internally will be at the same level to aid all groups of people. All new external doors will have low level thresholds to aid wheelchair and ambulant people, minimum opening size to be 838mm. The Foldaway door will open out onto a half moon patio complete with inbuilt seats. These requirements enable all users to have equal and convenient access to all of the building and outside space, regardless of age and disability.

The plans for the proposed development are included in Appendix 1.

## **7. MARKET ASSESSMENT & COMPETITION ANALYSIS**

The Village Hall 'Market' is the people of Caerwent, Crick, Llanvair Discoed, Five Lanes and Llanvaches. The population of these areas is circa 4,000.

There is another Community Hall within the village of Caerwent, known as the Old Gym. Both facilities have run in parallel in the Village for the last 10 years. The two facilities appeal to different community groups.

The Village Hall has a number of regular bookings. There are listed below:

### **Weekly**

- Bowls
- Aerobics
- Slimming World
- Dancing
- Football Club
- Spiritual Group

### **Monthly**

- Family Fun Nights (during spring and summer months)
- CPFA committee meetings
- Car boot sales (during spring and summer months)

### **Annually**

- Caerwent Village Show

### **Events**

- Social events
- Children's party
- Children's Christmas party
- Senior citizen's Christmas party
- Craft Fayre
- Halloween Party

## 8. MARKETING STRATEGY

The Village is currently used by a number of regular community groups. It is also used on an adhoc basis for children's parties, Christmas parties, social gatherings etc. The current marketing strategy is to advertise within the Caerwent Newsletter providing details of the Village Hall website and how the hall can be booked. The existing marketing strategy has been successful to date it is agreed to continued with this approach.

## 9. CHARGES

<i>Event</i>	<i>Facilities offered</i>	<i>Inside the community</i>
Evening function	Hall, kitchen and bar	£100
Day & Evening function	Hall, kitchen and bar all day and evening	£200
Child's Birthday Party	Morning until 12:00 pm or Afternoon until 5:00 pm	£15
Seasonal Children's Parties (Community residents only)	Hall and kitchen	£15
Fundraising Events	Hall and Kitchen	On Application
Senior Citizen Event	Hall only all day until 5:00 pm	£5 per session
Use as a Polling Station	Hall only as required.	£225
Other Bookings	Use of hall and facilities	£15 per hour
	Discounted block bookings	£10 per hour

## 10. PROJECT TIMETABLE

MCC has recently awarded the CPFA £178k of funding from 106 monies. The monies were awarded following a successful bid outlining the future plans for the village hall including a significant re-development and extension. Planning consent for these works has been approved and now with the funding secured works will commence in 2016.

## 11. FINANCIAL ANALYSIS

The Cashflow and Profit and Loss analysis for 2015 is included in Appendix 2. Analysis shows that during 2015 (and previous years), the CPFA has made a healthy profit.

## 12. STRENGTHS, WEAKNESSES, OPPORTUNITIES, THREATS (SWOT) ANALYSIS

<b>STRENGTHS</b>	<b>WEAKNESSES</b>
<ul style="list-style-type: none"><li>• Long established facility at the centre of the community</li><li>• Committed, hard working management Committee who have managed the village hall successfully for 30 years.</li><li>• Good local Councillors who support the project</li><li>• Support from the Local Authority</li></ul>	<ul style="list-style-type: none"><li>• Gaining grants has been difficult to date as the village hall is owned by MCC and many charities require the requestor of the grant to be the owner.</li></ul>
<b>OPPORTUNITIES</b>	<b>THREATS</b>
<ul style="list-style-type: none"><li>• Monies from the successful bid for 106 funding will enable the village hall to be expanded and developed appealing to an even wider range of residents in the community.</li></ul>	<ul style="list-style-type: none"><li>• Whilst the CPFA has an excellent breadth of knowledge and commitment on its management team, encouraging residents to volunteer to join is always challenging.</li></ul>

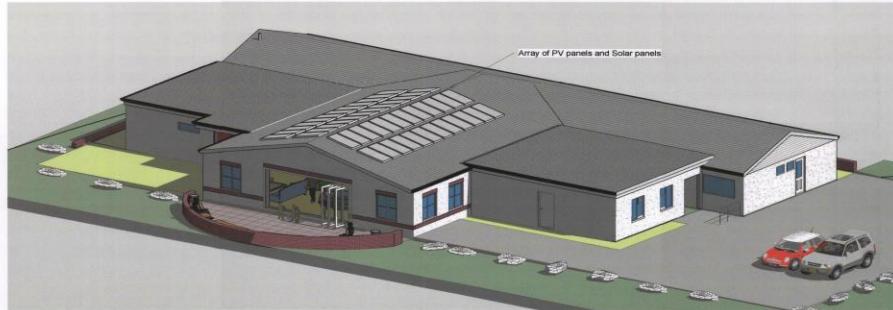
## 13. APPENDICES

1. Village Hall Redevelopment plans
2. 2015 Financial Analysis





# Appendix 1 – The Village Hall Plan (1)



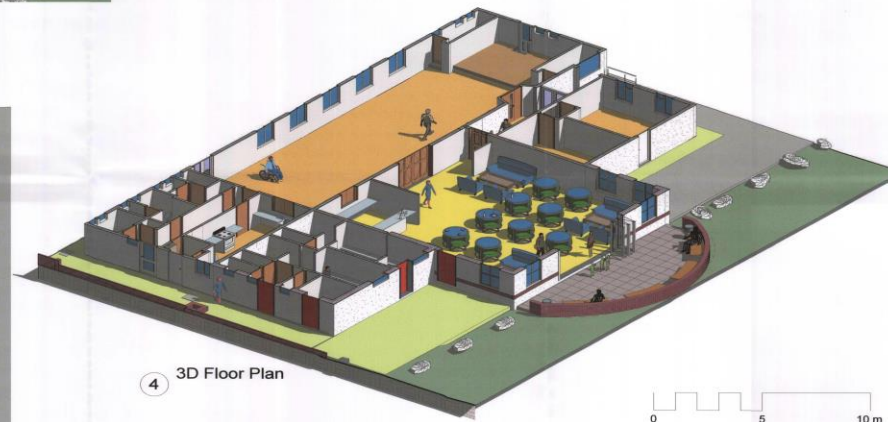
2 Front 3D



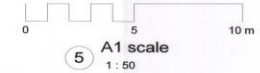
3 Side 3D



1 0\_grd FFL Proposed  
1 : 100



4 3D Floor Plan

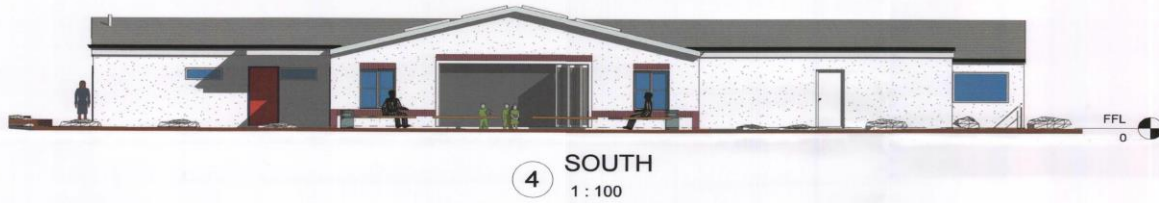
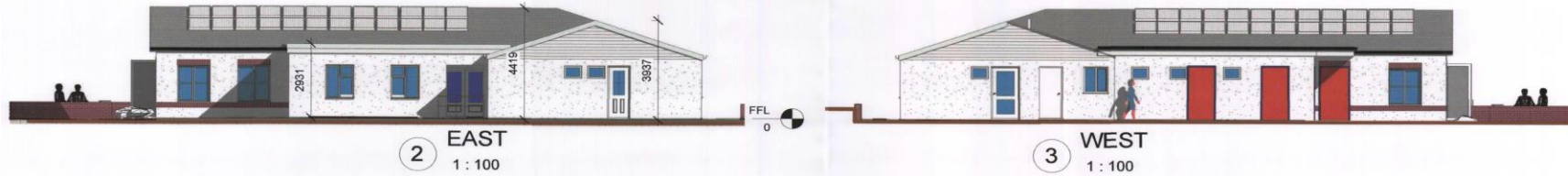


- Extension and Improvements to Village Hall
1. South facing wall to Lounge to act as Solar gain.
  2. Underfloor heating at low temperature to Lounge
  3. The lounge has a high ceiling which will house a heat recovery ventilation system which will recover 70% of the heat normally lost.
  4. All new taps to be aerated to save on flow of water.
  5. All lights to be low energy and to have automatic switches.
  6. Hot water solar panels on the roof to provide the hot water requirements for showering.
  7. PV panels on the roof to generate electricity.
  8. New lounge to be at same level as hall to aid disabled and ambulant people

Plan	Date	Description	Building Stage
<b>Maison Design</b>			
architectural practice			
25 Caldicot Road		Tel 01291 422712	
Rogiet		E mail mark@maisondesign.biz	
Mortmouthshire		WEB www.maisondesign.biz	
NP26 3SE			
Copyright of this document is reserved by the design and draw the owner.			
Project Floor Plan & 3D Views			
Name Caerwent Village Hall			
Caerwent NP26 5BJ			
Date	November 2013	MH-4961	

2013102013 11:18:02

Appendix 1 – The Village Hall Plan (2)



- Roof Tiled sheeting to main roof to match and flat elsewhere
- Walls Spar dash with band of soldiers
- Windows white pvc
- RW Goods Black half round Hi flo

Dwg at A2  
 0 1 2 3 4  
 5m long scale at 1:100

rev	date	description
Planning		Building Regs
<b>Maison Design</b>		
architectural practice		
25 Caldicot Road	tel 01291 422712	
Rogiet	E mail	
Monmouthshire	mark@maisondesign.biz	
NP26 3SE	WEB www.maisondesign.biz	
<small>Copyright of this drawing or part thereof is by Maison Design and not to be copied</small>		
Project	Proposed Layout	
Name	Caerwent Village Hall Caerwent NP26 5BJ	
Date	November 2013	MH-4960

Appendix 2 – 2015 Financial Analysis

**SUBJECT: MONMOUTHSHIRE LOCAL DEVELOPMENT PLAN  
ANNUAL MONITORING REPORT**  
**MEETING: CABINET**  
**DATE: 5 OCTOBER 2016**  
**DIVISION/WARDS AFFECTED: ALL**

**1 PURPOSE:**

- 1.1 To outline the purpose, key findings and conclusions of the Local Development Plan (LDP) second Annual Monitoring Report (AMR), attached at **Appendix 1**.

**2. RECOMMENDATION:**

- 2.1 To endorse the LDP second AMR for submission to the Welsh Government by 31 October 2016.
- 2.2 To resolve to commence an early review of the Monmouthshire LDP as a result of the need to address the shortfall in the housing land supply and facilitate the identification/allocation of additional housing land.
- 2.3 To note comments raised by Economy and Development Select (27 September 2016). (Comments to follow).

**3. KEY ISSUES:**

3.1 Background – Adopted Monmouthshire LDP

- 3.1.1 The Monmouthshire LDP 2011-2021 was formally adopted by the Council on 27 February 2014. As part of the statutory development plan process the Council is required to prepare an Annual Monitoring Report (AMR).

3.2 The Annual Monitoring Report

- 3.2.1 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.
- 3.2.2 This is the second AMR to be prepared since the adoption of the Monmouthshire LDP and is based on the period 1 April 2015 – 31 March 2016.

3.3 LDP Monitoring Framework

- 3.3.1 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.

3.4 Key Findings

- 3.4.1 Section 5 of the AMR provides a detailed assessment of Plan's performance. The results of the monitoring process demonstrate that many of the indicator targets and

monitoring outcomes are being achieved. Some of the most significant findings in relation to these are:

- Progress continues to be made towards the implementation of the spatial strategy.
- Affordable housing policy targets set out in Policy S4 are generally being met in relation to planning permissions granted in the main towns and main villages.
- The County has a total of 41.8ha of employment land available, indicating that sufficient employment land is maintained to meet the identified take up rate.
- There has been progress in terms of employment permissions within the County, with permissions granted for a range of employment uses on identified business and industrial sites (SAE1), protected employment sites (SAE2) and non-allocated sites (totalling 4.48 hectares). These were predominantly in Severnside. Permission was also granted for 3.72 hectares of land at the LDP strategic mixed-use site at Wonastow Road Monmouth.
- A number of rural diversification and rural enterprise schemes have been approved (10).
- The Council approved proposals for a total of 10 tourism facilities, 8 of which related to tourist accommodation. There were no applications permitted involving the loss of tourism facilities.
- Vacancy rates in the central shopping areas in all of the County's town and local centres remain below the national average.
- The proportion of A1 retail uses within the towns' Primary Shopping Frontages generally accord with the thresholds identified in the Primary Shopping Frontages SPG.
- A total of 5 community and recreation facilities have been granted planning permission and no applications were permitted involving the loss of community/recreation facilities.
- There has been no loss of listed buildings or historic sites and no development permitted which would have an adverse impact on the historic environment.
- Progress is being made towards the total waste management capacity for the LDP period and there has been no reduction in the minerals land bank.
- A total of 8 schemes incorporating on-site renewable energy generation were permitted (excluding householder, change of use and agricultural use).
- There were no developments permitted in C1/C2 floodplain areas which did not meet TAN15 tests.

3.4.2 There are, however, several key policy indicator targets and monitoring outcomes relating to housing provision that are not currently being achieved. The most significant findings in relation to these are:

- A total of 234 new dwelling completions (general market and affordable) were recorded during the current monitoring period. This, coupled with the 205 completions recorded during the last monitoring period, equates to a total of 439 completions since the Plan's adoption. This is significantly below the identified LDP target of 488 completions per annum.
- A total of 63 affordable dwelling completions were recorded during the current monitoring period. This, together with the 17 affordable dwelling completions recorded during the previous monitoring period, amounts to a total of 80 affordable dwelling completions since the Plan's adoption. This is significantly below the identified LDP target of 96 affordable dwelling completions per annum.
- The Monmouthshire Joint Housing Land Availability Study (JHLAS) for the 2015-16 period demonstrates that the County had 4.1 years housing land supply (based on the residual methodology prescribed in TAN1).
- There has been limited progress with the delivery of allocated strategic housing sites. With the exception of the Wonastow Road site, none of the strategic sites have obtained planning permission since the Plan's adoption. Progress on the delivery of the LDP strategic housing sites is provided in the policy analysis section for Policy S3.
- Permissions and completions in Severnside settlements were considerably below the identified LDP targets.

3.4.3 This indicates that the LDP's key housing provision policies are not being delivered as anticipated and the subsequent lack of a 5 year housing land supply is a matter of concern. A fundamental contributing factor to this shortfall is the slower than anticipated progression of allocated strategic housing sites, albeit that progress is being made in bringing these sites forward and there is no evidence to suggest that the allocations are not deliverable (as detailed in Section 5 of the AMR). Nevertheless, the slower than anticipated delivery rate does suggest that there is a need for additional site allocations.

### 3.5 Contextual Information

3.5.1 Section Three of the AMR provides an analysis of the relevant contextual material that has been published since the adoption of the Plan at a national, regional and local level, along with general economic trends. This concludes that the changes identified to date do not suggest the need for an early review of the Plan.

### 3.6 Supplementary Planning Guidance (SPG)

3.6.1 Progress has been made in the preparation and adoption of SPG to help to facilitate the interpretation and implementation of LDP policy. This is detailed in Section Three of the AMR. SPG preparation and adoption will continue in the next monitoring period.

### 3.7 Sustainability Appraisal (SA) Monitoring

3.7.1 Section Six of the AMR expands on the assessment of LDP performance against the SA Monitoring Objectives, providing a short term position statement on 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.

### 3.8 Conclusions and Recommendations

3.8.1 Section Seven sets out the conclusions and recommendations of this second AMR. The 2015-16 AMR concludes that while good progress has been made in implementing many of the Plan's policies, that overall the strategy remains sound,

a number of key housing provision policy targets are not being met which indicates that these policies are not functioning as intended. The lack of a 5 year housing land supply is a matter of concern that needs to be addressed if the Plan's housing requirements are to be met.

3.8.2 An early review of the LDP is therefore considered necessary because of the housing land supply shortfall. As there are no concerns with other Plan policies at this stage the AMR concludes that is not considered necessary to review other aspects of the Plan at this time. Accordingly, the AMR recommends an early review of the Monmouthshire LDP as a result of the need to address the shortfall in the housing land supply and facilitate the identification and allocation of additional housing land. This will involve the production of a Review Report which will set out and explain the scope of the Plan revision required. The Plan revision is likely to involve the identification/allocation of additional viable and easily deliverable sites to boost the land supply.

3.8.3 It is further recommended that this AMR be submitted to the Welsh Government in accord with statutory requirements. The AMR will be published on the Council's web site and publicised via our Twitter account @MCCPlanning.

### 3.9 Next Steps

3.9.1 The Plan will continue to be monitored on an annual basis through the preparation of successive AMRs, with the broad structure of the AMR remaining the same from year to year in order to provide ease of analysis between successive reports.

3.9.2 Given the importance attached to the land supply issue an early review is considered necessary, as set out in the AMR. This would also assist in seeking to avoid 'planning by appeal' and ad hoc development coming forward outside the development plan system and not in accordance with the Plan's strategy. However, it is also recognised that adopting a pragmatic approach to the determination of departure applications for residential development sites will assist in this context (as recognised in TAN1, paragraph 6.2).

3.9.3 The Regulations allow for a 'selective review' of part (or parts) of an LDP. Such a provision would allow for a partial review of the LDP to cover issues associated with the housing land supply and site selection, in accordance with the recommendation of the AMR. The Council, however, is required to commence a full review of the LDP every four years. This would mean that a full review to meet statutory requirements would have to commence in February, 2018. It is considered, therefore, that it would be more appropriate for a review to be commenced to consider all aspects of the LDP at this stage in order to fully assess the nature and scale of revisions that might be required. An early full review will also assist in meeting the 2021 deadline for having an adopted revised LDP in place to avoid the local policy vacuum that the new Regulations threaten to create.

3.9.4 The commencement of a Plan review will require the preparation of a Review Report. This should set out clearly what has been considered, which key stakeholders have been engaged and, where changes are required, what needs to change and why, based on evidence; including issues, objectives, strategy, policies and the SA as well as the implications of anticipated revisions on any parts of the Plan that are not proposed to be revised. It must also make a conclusion on the revision procedure to be followed, i.e. full or short form. The LDP Review Report may conclude that the issues involved are of sufficient significance to justify undertaking the full revision procedure. Alternatively, a short form revision procedure is available for circumstances where the issues involved are not of sufficient significance to justify undertaking the full revision procedure. The latter procedure may be the most appropriate in this case,



given that the main issue is the shortfall in the land supply but this will be determined through the analysis to be carried out for the Review.

- 3.9.5 Should Cabinet agree the recommendation to commence Plan review, a LDP Review Report would be produced for future political reporting, setting out a recommendation for the type of Plan revision (full or short). That decision would need to consider timescales, fit and the relationship with the emerging Future Monmouthshire work, Cardiff Capital Region City Deal work and a South East Wales Strategic Development Plan.

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

- 4.1 Under the Planning and Compulsory Purchase Act (2004) and associated Regulations, all local planning authorities are required to produce a LDP. The Monmouthshire LDP was adopted in February 2014 and provides the land use framework which forms the basis on which decisions about future development in the County are based. 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, section 76 of the Act requires the Council to produce information on these matters in the form of an AMR 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. The Welsh Government has issued regulations and guidance on the required contents of AMRs. The completion of the 2016 Monmouthshire AMR is in accord with these requirements and guidance.

#### **5. RESOURCE IMPLICATIONS:**

- 5.1 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.

#### **6. SUSTAINABLE DEVELOPMENT AND EQUALITY IMPLICATIONS:**

- 6.1 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

- 6.1.1 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. A second Future Generations Evaluation (including equalities and sustainability impact assessment) is attached to this report at **Appendix 2**.

##### Equality

- 6.2.1 The LDP was also subjected to an Equality Challenge process and due consideration given to the issues raised. The AMR provides an analysis of existing LDP policies, which were prepared within this framework. Assessments of Equality Impact will be required throughout the Plan's implementation wherever there is likely to be significant impact. Future review of LDP policies and proposals will require an Equalities Impact Assessment to be carried out.

**7. CONSULTEES:**

- Head of Planning
- SLT
- Economy and Development Select (27 September 2016): The Select Committee welcomed the positive and pragmatic recommendation in the report and endorsed the recommendations as set out in the report to Cabinet.
- Cabinet

**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
- Local Development Plan Manual, Welsh Assembly Government, Edition 2, 2015.
- Planning Policy Wales (Edition 8), Welsh Government, January 2016.

Monmouthshire LDP:

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

Monmouthshire County Council publications:

- Monmouthshire LDP 'Retail Background Paper', February 2016.
- Monmouthshire LDP 'Employment Background Paper', June 2016.
- Monmouthshire 'Joint Housing Land Availability Study', July 2016.

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monmouthshire  
sir fynwy

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

Page 37

Monitoring Period 1st April 2015 – 31<sup>st</sup> March 2016



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

**Annual Monitoring Report**

**Monitoring Period 1<sup>st</sup> April 2015 – 31<sup>st</sup> March 2016**

**Planning Policy Service  
Enterprise Directorate  
Monmouthshire County Council  
County Hall  
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NP15 1GA  
Tel. 01633 644644**

**E-mail: [planningpolicy@monmouthshire.gov.uk](mailto:planningpolicy@monmouthshire.gov.uk)**



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## 1 Executive Summary

- 1.1 The Monmouthshire Local Development Plan (LDP) was adopted on 27 February 2014. As part of the statutory development plan process the Council is required to prepare an Annual Monitoring Report (AMR).
- 1.2 The AMR provides the basis for monitoring the effectiveness of the LDP and ultimately determines whether any revisions to the Plan are necessary. It aims to demonstrate the extent to which the LDP strategy and objectives are being achieved and whether the Plan's policies are functioning effectively. It also allows the Council to assess the impact the LDP is having on the social, economic and environmental well-being of the County and identifies any significant contextual changes that may influence plan implementation or review.
- 1.3 This is the second AMR to be prepared since the adoption of the Monmouthshire LDP and is based on the period 1 April 2015 – 31 March 2016.

### **Key Findings of the Second Annual Monitoring Process 2015-2016**

#### **Contextual Information**

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

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

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

Targets / monitoring outcomes* are being achieved	<b>49</b>
Targets / monitoring outcomes* are not currently being achieved but there are no concerns over the implementation of the policy	<b>17</b>
Targets / monitoring outcomes* are not being achieved with subsequent concerns over the implementation of policy	<b>11</b>
No conclusion can be drawn due to limited data availability	<b>2</b>

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

### Key AMR Findings

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

- Progress continues to be made towards the implementation of the spatial strategy.
- Affordable housing policy targets set out in Policy S4 are generally being met in relation to planning permissions granted in the main towns and main villages.
- The County has a total of 41.8ha of employment land available, indicating that sufficient employment land is maintained to meet the identified take up rate.
- There has been progress in terms of employment permissions within the County, with permissions granted for a range of employment uses on identified business and industrial sites (SAE1), protected employment sites (SAE2) and non-allocated sites (totalling 4.48 hectares). These were predominantly in Severnside. Permission was also granted for 3.72 hectares of land at the LDP strategic mixed-use site at Wonastow Road Monmouth.
- A number of rural diversification and rural enterprise schemes have been approved (10).
- The Council approved proposals for a total of 10 tourism facilities, 8 of which related to tourist accommodation. There were no applications permitted involving the loss of tourism facilities.
- Vacancy rates in the central shopping areas in all of the County's town and local centres remain below the national average.

- The proportion of A1 retail uses within the towns' Primary Shopping Frontages generally accord with the thresholds identified in the Primary Shopping Frontages SPG.
- A total of 5 community and recreation facilities have been granted planning permission and no applications were permitted involving the loss of community/recreation facilities.
- There has been no loss of listed buildings or historic sites and no development permitted which would have an adverse impact on the historic environment.
- Progress is being made towards the total waste management capacity for the LDP period and there has been no reduction in the minerals land bank.
- A total of 8 schemes incorporating on-site renewable energy generation were permitted (excluding householder, change of use and agricultural use).
- There were no developments permitted in C1/C2 floodplain areas which did not meet TAN15 tests.

1.7 The analysis also indicates that there are various policy indicators which are not being achieved but with no corresponding concerns over policy implementation, as detailed in Section 5 (amber traffic light rating). Further investigation has determined that there are justified reasons for the performance recorded and this is not representative of any fundamental issue with the implementation of the policy framework or strategy at this time.

1.8 There are, however, several key policy indicator targets/monitoring outcomes relating to housing provision that are not progressing as intended (red traffic light rating). Of particular note:

- A total of 234 new dwelling completions (general market and affordable) were recorded during the current monitoring period. This, coupled with the 205 completions recorded during the last monitoring period, equates to a total of 439 completions since the Plan's adoption. This is significantly below the identified LDP target of 488 completions per annum.
- A total of 63 affordable dwelling completions were recorded during the current monitoring period. This, together with the 17 affordable dwelling completions recorded during the previous monitoring period, amounts to a total of 80 affordable dwelling completions since the Plan's adoption. This is significantly below the identified LDP target of 96 affordable dwelling completions per annum.

- The Monmouthshire Joint Housing Land Availability Study (JHLAS) for the 2015-16 period demonstrates that the County had 4.1 years housing land supply (based on the residual methodology prescribed in TAN1).
- There has been limited progress with the delivery of allocated strategic housing sites. With the exception of the Wonastow Road site, none of the strategic sites have obtained planning permission since the Plan's adoption. Progress on the delivery of the LDP strategic housing sites is provided in the policy analysis section for Policy S3.
- Permissions and completions in Severnside settlements were considerably below the identified LDP targets.

1.9 This indicates that the LDP's key housing provision policies are not being delivered as anticipated and the subsequent lack of a 5 year housing land supply is a matter of concern. A fundamental contributing factor to this shortfall is the slower than anticipated progression of allocated strategic housing sites, albeit that progress is being made in bringing these sites forward and there is no evidence to suggest that the allocations are not deliverable (as detailed in Section 5). Nevertheless, the slower than anticipated delivery rate does suggest that there is a need for additional site allocations.

1.10 An early review of the adopted Plan is therefore considered necessary as a result of the need to address the shortfall in the housing land supply and facilitate the identification and allocation of additional viable and deliverable housing land.

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

1.11 Progress has been made with the preparation and adoption of supplementary planning guidance to help to facilitate the interpretation and implementation of LDP policy which is detailed in Section 3. SPG preparation and adoption will continue in the next monitoring period.

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

1.12 Section 6 expands the assessment of the performance of the LDP against the Sustainability Appraisal (SA) monitoring objectives. There is an overlap between some of the LDP and SA indicators helping to demonstrate how the LDP monitoring and SA monitoring are interlinked.

1.13 Some of the most notable findings specific to the SA during the current monitoring period include:

- 100% of major new development approved during this monitoring period is located within a 10 minute walk from a frequent and regular bus service.
- 4.6ha of open space created as a result of planning permissions.

- One tree protected by a Tree Preservation Order lost to development.
- One location where annual objective levels of nitrogen dioxide was exceeded.
- 4 of 5 allocated sites and all other developments of over 10 dwellings/1ha incorporated SUDS into the scheme.
- 100% of groundwater bodies have 'good' quantity status.
- 0 instances where rivers across the County experienced summer low flow.
- 0 hectares of agricultural land at Grade 3a and better lost to major development.
- 6.6% increase in tourism expenditure (£186.65 million).

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

### **Conclusions and Recommendations**

1.15 The 2015-16 AMR concludes that while good progress has been made in implementing many of the Plan's policies and that overall the strategy remains sound, a number of key housing provision policy targets are not being met which indicates that these policies are not functioning as intended. The lack of a 5 year housing land supply is a matter of concern that needs to be addressed if the Plan's housing requirements are to be met.

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

1.17 Accordingly, the AMR recommends the following:

1. Commence an early review of the Monmouthshire LDP as a result of the need to address the shortfall in the housing land supply and facilitate the identification/allocation of additional housing land. This will involve the production of a Review Report which will set out and explain the scope of the Plan revision required.
2. Submit the second AMR to the Welsh Government by 31 October 2016 in accordance with statutory requirements. Publish the AMR on the Council's website.
3. Continue to monitor the Plan through the preparation of successive AMRs.

## 2 Introduction

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

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

- 2.3 Under the Planning and Compulsory Purchase Act (2004) and associated Regulations, local planning authorities (LPAs) are required to produce a LDP. The Monmouthshire Local Development Plan was formally adopted by Monmouthshire County Council on 27 February 2014. The LDP provides the land use framework which forms the basis on which decisions about future development in the County, including planning applications, are based.
- 2.4 This is the second AMR to be prepared since the adoption of the Monmouthshire LDP and is based on the period 1 April 2015 – 31 March 2016.

### **The Requirement for Monitoring**

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

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

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

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

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

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

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

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

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

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

### **Monmouthshire LDP Monitoring Framework**

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

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

- 2.11 In addition the LDP and AMR must comply with European Directives and Regulations. The Sustainability Appraisal Report Addendum (2014) identifies a further set of indicators (60) that will be 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 2011).

### **AMR Format and Content**

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

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

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

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

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

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

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

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

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



## **Future Monitoring**

- 2.15 The broad structure of the AMR should remain the same from year to year in order to provide ease of analysis between successive reports. However, given that the monitoring process is dependent upon a wide range of statistical information that is sourced from both the Council and external sources, any changes to these sources could make certain indicators ineffective or out-dated. Accordingly, the monitoring framework may evolve over the Plan period and AMRs will be used as a means of identifying any such inevitable changes to the framework.
- 2.16 The Council is required to commence a full review of the LDP every four years. This means that from the date of the LDP's initial adoption a full review would not be required to commence until 2018 in accordance with the statutory LDP process. A review of the LDP in advance of the formal review will only take place if the conclusions of the AMR or other exceptional circumstances (as set out in paragraph 4.4) indicate otherwise.

## 3 Contextual Information

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

### Legislative Changes

#### Planning (Wales) Act 2015

- 3.3 The Planning (Wales) Act received Royal Assent in July 2015. It sets out a series of legislative changes to deliver reform of the planning system in Wales, to ensure that it is fair, resilient and enables development. The Act addresses 5 key objectives which includes strengthening the plan-led approach to planning. It introduces a legal basis for the preparation of a National Development Framework (NDF) and Strategic Development Plans (SDP). The NDF is a national land use plan which will set out Welsh Government's policies in relation to the development and use of land in Wales. It is anticipated that this will be produced in 2018/9 when it will replace the Wales Spatial Plan. SDPs will address cross-boundary issues at a regional level such as housing, employment and waste and must be in general conformity with the NDF. The Regulations make reference to three strategic planning areas including South East Wales. It is anticipated that Monmouthshire will be part of this strategic planning area, in alignment with the emerging Cardiff Capital Region City Deal proposals. LDPs will continue to have a fundamental role in the plan-led system. The Act requires LDPs to be in general conformity with the NDF and any SDP which includes all or part of the area of the authority.

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

- 3.4 Amendments to The Town and Country Planning (Local Development Plan) (Wales) Regulations 2005 were carried out in response to the outcome of the LDP Refinement Exercise and aim to simplify certain aspects of the local development plan process. The amended Regulations:
- Remove the statutory requirement to advertise consultation stages in the local press;
  - Allow local planning authorities to make revisions to the local development plan where the issues involved are not of sufficient significance to warrant the full procedure, without going through the full revision process;

- Eliminate the need to call for and consult on alternative sites following the deposit consultation; and
- Make minor and consequential amendments.

The amended LDP Regulations came into force on 28 August 2015 and together with the related policy and guidance in Planning Policy Wales (PPW) and the revised LDP Manual aim to make the LDP process more efficient and effective (i.e. enabling swifter plan preparation and revision without imposing unnecessary prescription). The amended Regulations do not have any implications for the current LDP but will need to be considered in relation to any Plan review and will be given further consideration as necessary.

### **Well-being of Future Generations (Wales) Act 2015**

- 3.5 The Well-being of Future Generations (Wales) Act gained Royal Assent in April 2015. The Act strengthens existing governance arrangements for improving the well-being of Wales by ensuring that sustainable development is at the heart of government and public bodies. It aims to make a difference to the lives of people in Wales in relation to a number of well-being goals including improving health, culture, heritage and sustainable resource use. The Act provides the legislative framework for the preparation of Local Well-being Plans which will replace Single Integrated Plans. Given that sustainable development is the core underlying principle of the LDP (and SEA) there are clear associations between the aspirations of both the LDP and Act/Local Well-being Plans. Indeed, it is considered that the LDP evidence base, SEA/SA and AMR will inform the Council's Local Well-being Plan. Moving forward, sustainable development principles will continue to inform any review of the Plan.

### **Environment (Wales) Act 2016**

- 3.6 This Act received Royal Assent in March 2016 and sits alongside the Planning (Wales) Act 2015 and the Well-being of Future Generations (Wales) Act 2015 in promoting sustainable use, management and development of Welsh resources. The Environment (Wales) Act introduces new legislation for the environment and provides an iterative framework which ensures that managing Wales' natural resources sustainably will be a core consideration in decision-making. It requires Natural Resources Wales (NRW) to prepare a State of Natural Resources Report that provides an assessment of natural resources and considers the extent to which they are being sustainably managed. The Act also requires Welsh Government to produce a National Natural Resources Policy that sets out the priorities, risks and opportunities for managing Wales' natural resources sustainably. NRW will also produce a local evidence base (Area Statements) to help implement the priorities, risks and opportunities identified in the National Policy and set out how these will be addressed. Any subsequent implications for the LDP will be given further consideration as necessary.

### **Historic Environment (Wales) Act 2016**

- 3.7 The Historic Environment (Wales) Act 2016 received Royal Assent in March 2016. The Act makes important changes to the two main UK laws that provide the legislative framework for the protection and management of the historic environment: the Ancient Monuments and Archaeological Areas Act 1979 and the Planning (Listed Buildings and Conservation Areas) Act 1990. The Act will give more effective protection to listed buildings and scheduled ancient monuments; improve the sustainable management of the historic environment; and introduce greater transparency and accountability into decisions taken on the historic environment. While some of the Act's measures will come into force in May 2016, the majority will require further secondary legislation or other preparations before they are brought into effect later in 2016 or in 2017. Any implications for the LDP will be given further consideration as necessary.

## **National Planning Policy Amendments**

### **Planning Policy Wales (Edition 8, January 2016)**

- 3.8 A revised version of Planning Policy Wales (PPW) was published in January 2016. The main changes contained in Edition 8 relate to the following matters:

- **Local Development Plans (Chapter 2):**

A revised version of Chapter 2 was published on 25 September 2015 following the refinement of the LDP process. It takes account of related amendments to the Town and Country Planning (Local Development Plan) (Wales) Regulations 2005, to the guidance in the Local Development Plan Manual (Edition 2, 2015) and to the withdrawal of Local Development Plans Wales: Policy on Preparation of LDPs (2005).

- **Planning for Sustainability (Chapter 4):**

Chapter 4 has been updated to take into account the Well-being of Future Generations (Wales) Act 2015. The amendments insert information on the provisions of the Act, including the seven well-being goals and the sustainable development principle. The description of legislative requirements for sustainable development in the planning system has also been updated. The changes also illustrate how the Welsh Government's planning policy objectives link to the well-being goals. It has also been updated to reflect the Welsh language provisions of the Planning (Wales) Act 2015 which strengthen the consideration given to the Welsh language in the planning system.

- **Minerals (Chapter 14):**

This new Chapter integrates into PPW the Welsh Government's planning policies for minerals development which were previously set out in Minerals Planning Policy Wales (2001). No changes to existing policy have been made as part of this integration exercise and Minerals Planning Policy Wales has been cancelled as a result.

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

- 3.9 TAN 12 Design was updated during the current monitoring period. The potential implications of the changes to this TAN for the LDP are provided in the relevant policy analysis section.

## **Regional Context**

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

- 3.10 South-East Wales is identified as a new city-region in Wales, covering Cardiff and South-East Wales including Monmouthshire. As set out in the report 'Powering the Welsh Economy'<sup>1</sup>, the Cardiff Capital Region is intended to encourage the ten local authorities and other key partners in its boundaries to work together and collaborate on projects and plans for the area. A transition board has been established although progress remains at an early stage and at present the potential consequences for the LDP are not clear. Similarly the Authorities forming the Capital Region are continuing to work on a City Deal bid to fund projects aimed at boosting the competitiveness of the region over the next 20 years. Of note, the City Deal document was signed by the 10 local authority leaders, Secretary of State for Wales, Chief Secretary to the Treasury and First Minister in March 2015. A final agreement is anticipated during the next monitoring period. The progress of the Cardiff Capital Region agenda, City Deal Bid and any subsequent implications for the LDP will be given further consideration in subsequent AMRs where appropriate.

## **Local Context**

### **Monmouthshire Single Integrated Plan, 2013-2017**

- 3.11 The Monmouthshire Single Integrated Plan (SIP) replaced the Community Strategy, Children and Young People's Plan, Community Safety Plan and Health, Social Care and Well-being Strategy. Based on a rich and comprehensive unified needs assessment and wide reaching engagement process, it aims to drive improvement within the County, with a specific focus on certain priorities which forms the core agenda for improvement. It is considered that the LDP is consistent with the current SIP given their collective priorities including affordable housing, business and enterprise, accessibility, and environmental protection and enhancement. As noted above (3.4), under the provisions of the Well-being of Future Generations Act the SIP will be replaced by a Local Well-being Plan which will also have clear links with the LDP. Progress on the preparation of the Local Well-being Plan will be reported in subsequent AMRs.

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<sup>1</sup>Cardiff Capital Region Board, 'Powering the Welsh Economy', 2015

### **Future Monmouthshire**

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

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

- 3.13 Consultation on the CIL Draft Charging Schedule commenced during the current monitoring period. The CIL Examination and subsequent adoption of the CIL is expected during the next monitoring period. The progress of the CIL and any subsequent implications for the LDP will be given further consideration in successive AMRs where appropriate.

## **General Economic Trends**

### **Economic Activity**

- 3.14 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 employment, unemployment and earnings indicators have shown improvement over this period for both areas, although Monmouthshire outperforms Wales overall. Of note, Monmouthshire has experienced improved economic performance in relation to these indicators during the current monitoring period with employment and earnings at the highest level since 2011 and unemployment at the lowest level since 2011. However, such changes are not considered to be so significant to have any implications for the LDP. These economic indicators will be considered in subsequent AMRs and any potential implications recorded.

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

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

Source: Nomis

### **Economically Active – Unemployed**

	<b>Monmouthshire</b>	<b>Wales</b>
April 2011-March 2012	<b>5.1%</b>	<b>8.4%</b>
April 2012-March 2013	<b>5.6%</b>	<b>8.3%</b>
April 2013-March 2014	<b>5.1%</b>	<b>7.4%</b>
April 2014-March 2015	<b>4.9%</b>	<b>6.8%</b>
April 2015-March 2016	<b>3.3%</b>	<b>5.4%</b>

Source: Nomis

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

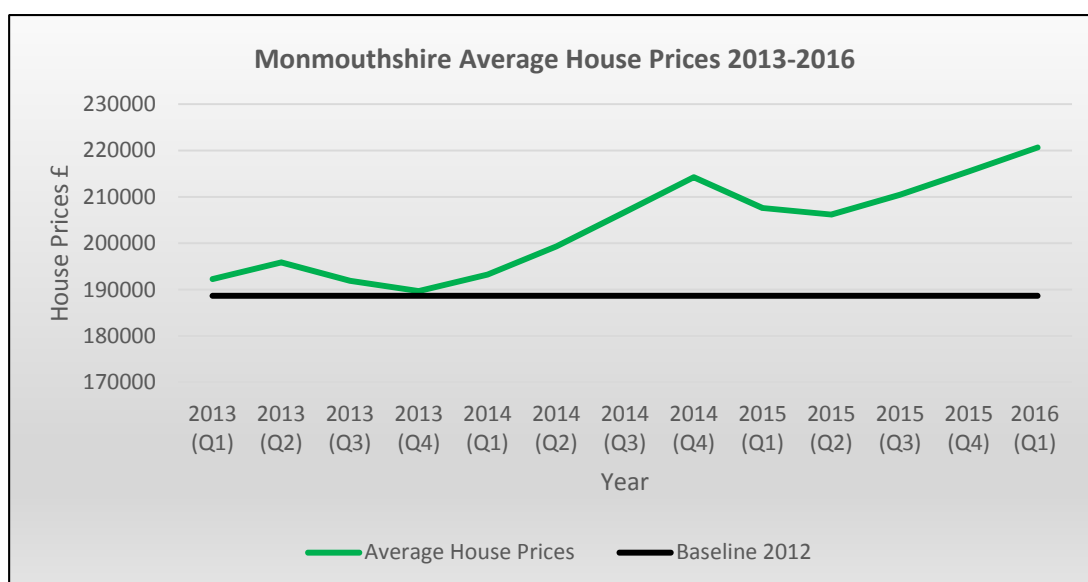
	Monmouthshire	Wales
2011	£560.3	£455.1
2012	£530.7	£454.9
2013	£579.5	£475.3
2014	£577.6	£479.4
2015	£610.1	£484.4

Source: Nomis

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

### House Prices

- 3.16 As demonstrated in the graph below, Land Registry data indicates that in general average house prices in Monmouthshire have increased over the current monitoring period, with the exception of quarter 2 2015 (April to June). Subsequently, average prices in quarter 1 2016 (January to March) at £220,640 were higher than the 2012 quarter 4 baseline price (£188,640). 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.



Source: Land Registry

## **Supplementary Planning Guidance**

- 3.17 A number of supplementary planning guidance (SPG) documents to support key LDP policy areas have been adopted during the current monitoring period. These are:
- Green Infrastructure
  - Affordable Housing
  - Renewable Energy and Energy Efficiency
  - Conversion of Agricultural Buildings Design Guide
  - LDP Policy H4(g) Conversion/Rehabilitation of buildings in the Open Countryside to Residential Use Assessment of Re-use for Business Purposes
  - LDP Policies H5 & H6 Replacement Dwellings in the Open Countryside and Extension of Rural Dwellings
- 3.18 A Planning Advice Note in relation to Wind Turbine Development: Landscape and Visual Impact Assessment Requirements was also endorsed by a Single Cabinet Member Decision during this period.
- 3.19 18 Conservation Area Appraisals were also consulted on and subsequently adopted as SPG during the current monitoring period.
- 3.20 The Primary Shopping Frontages SPG has been prepared and consulted on during this monitoring period. It is anticipated that this will be progressed through to adoption during the early part of the next monitoring period. Work on the Landscape SPG is ongoing. Progress on these and additional SPG will be reported in the next AMR.

## **Summary**

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



## 4 LDP Monitoring Process

### How is the LDP Monitored?

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

<b>Monitoring Aims / Outcomes</b>	The monitoring aim / outcome identifies what each strategic policy is seeking to achieve. Supporting objectives, development management and site allocation policies are also set out to demonstrate the interlinkages between the policies.
<b>Contextual information</b>	Significant contextual information that has been published since the Plan's adoption 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><b>Analysis</b></p>	<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>In certain instances it has been difficult to identify meaningful trends due to the limited amount of data available and consequently some of the conclusions drawn are preliminary and will need to be verified by a longer period of monitoring.</p> <p>The analysis excludes those indicator targets with no applicable planning applications or completions to assess during the monitoring period. These totalled 8 during the current monitoring period.</p>
<p><b>Recommendations</b></p>	<p>Taking account of the policy analysis, appropriate recommendations are provided including a statement of any necessary actions required. If policies are found to be failing the AMR will set out clear recommendations on what, if anything, needs to be done to address this.</p> <p>Consideration of the LDP against all of the information gathered over the monitoring period will allow the Council to determine whether a review of the Plan is required.</p>

**Policy Performance Traffic Light Rating**

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

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

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

### Replacement Indicators

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

### Triggers for Plan Review

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

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

### Sustainability Appraisal Monitoring Framework

- 4.5 The Sustainability Appraisal Monitoring expands the assessment of the performance of the LDP against the Sustainability Appraisal (SA) monitoring objectives. The SA identifies 17 objectives and 63 indicators developed to measure the environmental, economic and social impacts of the LDP. This is set out in Section 6 of the AMR.

## 5 LDP Monitoring – Policy Analysis

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

## Spatial Strategy

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

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

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

### Contextual Changes

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

(Of note, additional information on Monmouthshire’s current housing land availability, including dwelling completions/permissions and their location, is available in the 2016 Joint Housing Land Availability Study (JHLAS) which can be accessed via the following link:

<http://www.monmouthshire.gov.uk/app/uploads/2016/07/JHLA-Study-2016.doc.pdf> )

Indicator	Target	Trigger for Further Investigation	Performance 1 April 2015 – 31 March 2016
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>
	a) Main towns 41%		<b>40.2%</b>
	b) Severnside Settlements 33%		<b>8.1%</b>
	c) Rural Secondary Settlements 10%		<b>37.2%</b>
	d) Rural General 16%		<b>14.5%</b>

## Analysis – Dwelling Completions

### a) Main Towns

Of the 234 dwelling completions recorded during the monitoring period, 40.2% (94 units) were in the County's main towns which essentially equates to the identified target of 41%. Almost half of these completions (49%, 46 units) were on windfall sites, 44 units in Chepstow and 2 units in Monmouth. The remaining completions on small sites (including conversions and change of use) – 20 completions in Abergavenny, 17 in Chepstow and 11 in Monmouth. Of these, 64 (68%) were general market dwellings and 30 (32%) were affordable dwellings.

As may be expected, given that this is only the second monitoring period following the adoption of the LDP and just one of the main town allocated sites has obtained planning permission, there have been no completions on these sites over the current monitoring period. Rather, the 40.2% completion rate is predominantly due to windfall sites. Indeed, the relatively high proportion of dwelling completions in the main towns reflects the fact that windfall sites accounted for 58% of all completions recorded in Monmouthshire over the monitoring period.

However, it is anticipated that the delivery of the strategic housing allocations in the main towns will ensure that dwelling completions in these key settlements continue to accord with spatial strategy.

Dwelling completions recorded in the main towns during this monitoring period compare more favourably to those recorded last year (27%). Again, this is predominantly attributable to a high number of windfall site completions recorded, rather than the progression/development of strategic site allocations.

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

### b) Severnside Settlements

8.1% of dwelling completions recorded during the monitoring period were in Severnside settlements which is considerably lower than the identified target of 33% for this area. This signifies that the trigger for this indicator has been met. 53% of these completions were on small sites – 6 completions in Magor/Undy and 4 completions in Caldicot, all of which were general market dwellings. The remaining completions (9) were on a windfall site in Caldicot, all of which were affordable dwellings.

This low completion rate may be expected as allocated LDP sites in the Severnside area, which are in accordance with the spatial strategy, have not progressed to completion stage. It is anticipated that as these sites obtain permission and are developed the proportion of completions in the Severnside Settlements will align more closely with the

target figure of 33%. However, delivery of these sites is slower than anticipated as detailed in the analysis of strategic housing sites (Policy S3).

The completion rate is considerably lower than that recorded in last year's AMR which at 43% was above the identified target. However, this was attributable to completions on residual UDP sites which are now built out.

This indicator is considered to signal a temporary issue with the delivery of the Plan's spatial strategy, rather than an issue with the suitability or effectiveness of the strategy itself.

### **c) Rural Secondary Settlements**

37.2% of all dwelling completions recorded during the monitoring period were in the County's rural secondary settlements. This is considerably above the identified target of 10% and as such the trigger for further investigation has been reached.

The vast majority of these completions (92%) were on windfall sites in Llanfoist – Westgate (Land off Merthyr Road) 37 dwellings and Gavenny Gate (Former Coopers Filter site) 43 dwellings. Of these, 57 were general market dwellings and 23 were affordable dwellings. The remaining completions were on small sites – 3 dwellings in Llanfoist, 3 in Raglan and 1 in Usk – all of which were general market dwellings.

The high proportion of completions on windfall sites has resulted in completions exceeding the target figure in the rural secondary settlements. However, this is not reflective of any issue with the implementation of the LDP strategy or allocations as these sites were approved under the Unitary Development Plan policy framework. The relatively high proportion of dwelling completions in the rural secondary settlements also reflects the fact that windfall sites accounted for 58% of all completions recorded in Monmouthshire over the monitoring period.

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

The completion rate is considerably higher than that recorded in last year's AMR which at 6% was below the identified target. However, this is attributable to completions on windfall sites approved under the UDP coming forward over this 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 secondary settlements. The Council will continue to monitor this issue closely in order to determine the effectiveness of the spatial strategy over the LDP period.

**d) Rural General**

14.5% of all dwellings completions recorded during the monitoring period were in the County's rural general areas which is marginally below the identified target (16%). Accordingly, the trigger for further investigation has not been reached.

As may be expected in rural settlements small sites accounted for all completions, over half of which were for conversions/change of use. As the Plan's allocated main village sites (SAH11) are developed, together with continued opportunities for small site conversions and infill development, it is anticipated that the proportion of completions in these settlements will align with the target figure of 16% over the plan period.

The completion rate is lower than that recorded in last year's AMR which at 24% was above the identified target and reflected the fact that small sites accounted for almost half of all completions in the County.

In view of this, there is not considered to be any issue with the implementation of the Plan's spatial strategy in relation to dwelling completions in the rural general areas as set out in Policy S1 and therefore no further investigation is required at present. The Council will continue to monitor this issue closely in order to determine the effectiveness of the spatial strategy over the Plan period.

**Recommendation**

a) No action is currently required. Continue to monitor.

b) No action is currently required in relation to the Plan's strategy. Continue to monitor, however, see comments in relation to allocated strategic housing sites (Policy S3).

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



Indicator	Target	Trigger for Further Investigation	Performance 1 April 2015 – 31 March 2016
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 completions 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>		<b>31%</b>
	<b>f) Severnside Settlements 33%</b>		<b>10%</b>
	<b>g) Rural Secondary Settlements 10%</b>		<b>37%</b>
	<b>h) Rural General 16%</b>		<b>22%</b>

#### Analysis – Dwelling Permissions

##### e) Main Towns

Of the 212 dwelling units granted planning permission during the monitoring period, 31% (65 units) were in the County's main towns. Although this is 10% less than the identified LDP target, the trigger for further investigation has not been reached as this allows for a +/- 10% buffer.

Small sites accounted for the vast majority of permissions in the main towns, accounting for a total of 53 dwellings (82%) – 25 dwellings in Chepstow, 18 in Abergavenny and 10 in Monmouth. The remainder of the dwelling permissions recorded was accounted for by a windfall site in Abergavenny for 12 retirement apartments. Of note, 39 of the dwellings permitted in the main towns during the monitoring period were for general market dwellings and 26 were for affordable dwellings (18 in Abergavenny and 8 in Chepstow).

In terms of LDP allocations, the reserved matters application for the Wonastow Road site at Monmouth gained permission for 340 units (238 market, 102 affordable units) during the current monitoring period. However, this is not included in this year's monitoring figures as the outline permission was included in last year's AMR. The other LDP allocations in the main towns (Deri Farm and Coed Glas Abergavenny, Fairfield Mabey Chepstow, Tudor Road Monmouth) did not gain planning permission during the monitoring period due to a variety of factors. However, as these sites progress and obtain permission it is anticipated that the proportion of permissions in the main towns will increase in line with identified target thus ensuring improved alignment with the LDP spatial strategy. An update on the progression

of allocated sites in the main towns is provided in the strategic sites policy analysis (Policy S3).

Comparison with last year's AMR indicates a significant reduction in main town permissions, from 81% to 31%. The higher proportion achieved last year, which was considerably above the LDP target, was due to the outline permission at Wonastow Road Monmouth which accounted for 88% of main town permissions. In fact, dwelling permissions for Monmouthshire as a whole are lower than the last monitoring period (down from 519 to 212) which again is attributable to the permission obtained for the LDP strategic site at Wonastow Road.

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

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

22 (10%) of the 212 dwellings permitted during the monitoring period were in Severnside settlements which is below the identified target for this area, meaning in the trigger for further investigation has been reached.

Small sites accounted for all of the permissions recorded in the Severnside area – 9 dwellings in Caldicot, 5 in Sudbrook, 4 in Undy, 3 in Magor and 1 in Portskewett. The majority of these were for general market dwellings (17), with 5 affordable units permitted in Caldicot (comprising two 100% affordable housing sites).

The low proportion of permissions recorded in Severnside settlements is predominantly due to the fact that none of the allocated LDP sites were sufficiently progressed to acquire planning permission during the current monitoring period. There are 4 strategic housing allocations in Severnside and as these sites are advanced it is expected that the proportion of permissions in these settlements will align more closely with the target figure of 33%. This, coupled with continued opportunities for windfall/small sites, should ensure improved alignment with spatial strategy as set out in Policy S1. An update on the progression of allocated sites in Severnside is provided in the Strategic Sites policy analysis.

Of note, the proportion of permissions recorded in Severnside settlements during the current monitoring period is comparable to last year's figure of 11%. Again, this was attributable to the allocated sites not gaining planning permission which may have been expected as that was the first year that the LDP was operational.

The fact that none of the area's allocated sites have gained permission is considered to signal a temporary issue, rather than an issue with the suitability or effectiveness of the strategy itself. As indicated in the analysis of Policy S3, there is no evidence to suggest that the site allocations in Severnside are not deliverable or that their allocation needs to be reviewed. The delays in them coming forward, however, have implications for other

monitoring targets and triggers and the need for any further action is being considered in connection with those particular indicators.

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

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

78 (37%) of all dwellings permitted during the monitoring period were in the County's rural secondary settlements which is significantly above the identified LDP target of 10%. The high proportion of permissions granted in the rural secondary settlements is a result of the permission for 65 units at the allocated LDP site at Penperlleni which accounted for the vast majority of permissions (83%). Small sites accounted for the remaining permissions in the rural secondary settlements, accounting for 13 dwellings – 7 dwellings in Llanfoist, 5 in Usk and 1 in Penperlleni. Of these permissions, 55 were for general market dwellings and 23 were for affordable dwellings. The LDP allocation at Penperlleni accounted for all of the affordable units permitted.

While it is recognised that the rural secondary settlements accounted for the highest proportion of permissions granted over the monitoring period, it is anticipated that the proportion of permissions in the County's other settlements, including the main towns and Severnside, will increase as allocated sites acquire permission thus ensuring improved alignment with the LDP spatial strategy.

The permissions recorded in the rural secondary settlements during the current monitoring period contrast to those recorded last year when these settlements accounted for just 1% of all permissions. Again, this variation is attributable to the allocated site at Penperlleni gaining permission, coupled with the lack of progress on allocated sites (which are in accordance with the spatial strategy) elsewhere in the County.

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

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

47 (22%) of all dwellings permitted during the monitoring period were in the County's rural areas. While this is higher than the identified LDP target (16%), the trigger for further investigation has not been reached as this is within the +/- 10% buffer.

Unsurprisingly, small sites accounted for the majority of dwelling permissions recorded (68%) in a range of rural settlements throughout Monmouthshire. Many of these related to barn conversions and all were for general market housing. Permission was also granted for 15 dwellings (9 affordable, 6 general market) at one of the LDP allocated main village sites (SAH11) in Trellech.

Permissions recorded in rural areas during this monitoring period are higher than those recorded in last year's AMR (7%). This may be expected given that one of the main village site allocations acquired permission during the current monitoring period.

The LDP housing target relies upon small windfall sites and individual plots coming forward and so there is no inherent concern relating to the number of such permissions approved. It is anticipated that the progression of all LDP site allocations, including those within the County's main villages, will ensure that the proportion of permissions in rural settlements more closely reflects the identified target and enable improved alignment with the spatial strategy.

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

<b>Recommendation</b>
e) No action is currently required. Continue to monitor.
f) No action is currently required in relation to the Plan strategy. Continue to monitor, however see comments in relation to allocated housing sites later in this report.
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

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

**Strategic Policy:** S2 Housing Provision

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

**Other LDP Policies Supported:** H1-H9, SAH1-SAH11

### Contextual Changes

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

Indicator	Target	Trigger for Further Investigation	Performance 1 April 2015 – 31 March 2016
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	10% less or greater than the LDP strategy build rate for 2 consecutive years	<b>234</b>
2. Housing land supply*	Maintain a minimum 5 year housing land supply throughout the plan period	Less than a 5 year housing land supply in any 1 year	<b>4.1</b>
3. Density of housing permitted on allocated sites♦	Meet the target densities set out in site allocation policies SAH1 to SAH10	Planning permissions granted that do not meet these densities	<b>SAH4: 30 dph SAH10(ii): 34 dph</b>

4. Review of Gypsy/ Traveller Accommodation Needs and Sites Study to be completed within two years of the LDP's adoption	If a need for additional site(s) is identified seek to allocate a suitable site by Spring 2017	Identified need not met by Spring 2017	<b>Gypsy Traveller Accommodation Assessment Submitted to WG February 2016</b>
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### Analysis

1. 234 general market and affordable dwellings were built during the monitoring period (171 general market and 63 affordable). 135 (57.7%) of these completions were on windfall sites, including the Former Forensic Science Laboratory, Chepstow and Westgate (Land off Merthyr Road) and Gavenny Gate (Former Coopers Filters) sites, Llanfoist. Small sites also accounted for a significant number of completions over this period, totalling 99 (42.3%). This figure is considerably below the target of 488 dwelling completions per annum between 2013 and 2021. This figure, coupled with the completion rate of 205 dwellings recorded during the last monitoring period, means that a total of 439 completions have been recorded since the Plan's adoption and as such the trigger for this indicator has been met.

Comparison with last year's figures indicates that completions were marginally higher over the current monitoring period. Of these, the number of affordable housing completions was significantly higher than last year while general market completions were lower.

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

There are numerous wider economic factors that influence housing delivery above and beyond the planning system. However, the absence of a planning permission by the end of this monitoring period on any strategic site allocation other than Wonastow Road is a matter of concern. Progress is being made on bringing these sites forward, as indicated in the analysis of Policy S3 and there is no evidence to suggest that the strategic site allocations are not deliverable or that their allocation needs to be reviewed. Where possible, the Council will seek to expedite the delivery of the existing allocated sites. Nevertheless, the slow delivery rate does seem to suggest that there may be a need for additional site allocations through a LDP revision or through a pragmatic approach to the

determination of departure applications. These matters are further considered below in relation to the housing supply indicator.

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

2. The Monmouthshire Joint Housing Land Availability Study (JHLAS) for the 2015-16 period demonstrates that the County had 4.1 years housing land supply (based on the residual method). The overall total land supply is 2,647 units, comprising 2,188 units on large sites and 459 units on small sites.

As indicated in the table below, this is first year since 2013-14 that the land supply has fallen below 5 years. Nevertheless, as the 2015-16 figure is 4.1 years (based on the residual methodology prescribed in TAN1), the trigger for this indicator has been met.

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

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

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

The TAN1 requirement for LPAs to base the 5 year housing land calculations on the residual method is also considered to be a contributing factor to the current shortfall in the Authority's land supply. It is worth noting that, under the previous TAN1 guidance, past build rates could also be used to calculate the housing land supply. Based on past build rates over the last ten years, Monmouthshire would have a 10.8 year housing land supply. This method of calculation was retracted in the revised TAN1: the point is simply made to help illustrate that this issue is not a simple case of the LDP not delivering, it is a complex combination of rules around how land supply is measured and external economic factors affecting house building and the housing market. The Welsh Government has commissioned research into TAN1 and housing land supply and Monmouthshire took part as a case study Authority. The results of this research are

expected during the next monitoring period and may recommend changes to the way housing land availability is currently calculated, however, until such time any changes are made the current system applies.

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

3. During the monitoring period permission was granted for 65 units at the rural secondary site allocation in Penperlleni (25 Phase 1, 40 Phase 2) with a density of 33.8 dwellings per hectare. The reserved matters application for the Wonastow Road site (excluding Drewen Farm) also gained permission for 340 dwellings with a density of 30 dwellings per hectare.

The densities recorded on both sites are at or above the density target set out in the LDP (30 dph). Nevertheless, given that this is the second monitoring period and there have been limited permissions granted on allocated LDP sites, the conclusions drawn in relation to site density remain preliminary. The effectiveness of the LDP target densities will become more evident as allocated sites are progressed. The Council will therefore continue to monitor this issue closely in future AMRs.

4. The Council is committed to monitoring the accommodation needs of Gypsies and Travellers and has prepared a Gypsy Traveller Accommodation Assessment (GTAA) during the current monitoring period which was submitted to Welsh Government in February 2016. The aim of the assessment is to provide data which will identify Gypsy and Traveller pitch needs separately from wider residential demand and aspiration. A key finding of the assessment is that there is an estimated unmet need for eight pitches to 2021, based on overcrowding, unauthorised occupation and the likelihood of cultural aversion to conventional housing. As a need has been identified, a suitable site(s) will be sought by spring 2017 in accordance with the monitoring target.

In view of this, the Council intends to make provision for an appropriate site(s) to meet identified unmet need by working proactively with the Gypsy and Traveller households to establish their preference for site provision (private or Council). The findings of the GTAA process suggest that there is an aspiration within much of the Gypsy Traveller community for private site provision in Monmouthshire. The Council therefore intends to work with and support Gypsy Traveller households to identify and develop viable private sites to address the identified unmet need in accordance with the LDP policy framework. If a private site(s) cannot be achieved there may be a need to identify a public gypsy/traveller site in accordance with the LDP policy framework. However, the provision of such sites may need to be considered through the LDP review process where this cannot be dealt with through the existing policy framework. Progress on liaison with the Gypsy and Traveller community in relation to the identification/development of private sites will be reported in the next AMR.



The GTAA also recommends that the Council organises an engagement event to enable Gypsy & Traveller households to find out more about the Council's planning policies and processes to facilitate Community take-up of planning advice on development opportunities prior to future land purchases. Again, progress on this will be reported in the next AMR.

Of note, 1 planning application was received for Gypsy/Traveller accommodation in March 2016. The application is for a private gypsy site comprising of an additional 5 caravans and associated development at land in Llangeview. The application was not determined at the end of this monitoring period – the outcome will be reported in the next AMR.

LDP criteria-based policy H8 will be used to consider any applications for gypsy/traveller accommodation that arises in Monmouthshire, including the current application.

<b>Recommendation</b>
1. Commence an early LDP review.
2. Commence an early LDP review.
3. No action required at present. Continue to monitor.
4. No action required at present. Continue to monitor.

\*Core Indicators

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

## Strategic Housing Sites

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

**Strategic Policy:** S3 Strategic Housing Sites

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

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

### Contextual Changes

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

Indicator	Target	Trigger for Further Investigation	Performance 1 April 2015 – 31 March 2016
1. The number of dwellings permitted on strategic sites as identified in Policy S3 and site allocation policies SAH1 to SAH7	Secure /deliver housing need on the key strategic sites identified in Policy S3 and site allocation policies SAH1-SA7 during the plan period:	Planning permission is not granted by the end of 2014 for each of the strategic sites	
	a) Deri Farm, Abergavenny		0
	b) Crick Road, Portskewett		0
	c) Fairfield Mabey, Chepstow		0
	d) Wonastow Road, Monmouth		(340*)
	e) Rockfield Farm, Undy		0
	f) Land at Vinegar Hill, Undy		0
	g) Former Paper Mill, Sudbrook		0

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		N/A
	b) Crick Road, Portskewett		N/A
	c) Fairfield Mabey, Chepstow		N/A
	d) Wonastow Road, Monmouth		0
	e) Rockfield Farm, Undy		N/A
	f) Land at Vinegar Hill, Undy		N/A
	g) Former Paper Mill, Sudbrook		N/A

### Analysis

#### 1. Dwelling Permissions

In terms of allocated strategic sites, subsequent to the outline permission gained during the previous AMR period, the reserved matters application for the Wonastow Road site at Monmouth was granted permission for 340 units during the current period. No other strategic sites have gained planning permission and as such the trigger for further investigation has been met.

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

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

Persimmon Homes submitted a full application for 250 residential units in November 2014. The application is yet to be determined given outstanding issues relating to site viability (affordable housing provision) and undergrounding of overhead power lines. It is anticipated that these issues will be resolved and the application progressed accordingly

during the next monitoring period. The agreed 2015-16 JHLAS expects the site to deliver 185 units within the Plan period with first completions in 2017/18.

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

Council owned site allocated for 285 residential units and 1 ha of serviced land for business and industrial development. A master planning consultation exercise to consider various options for the site was undertaken during the current monitoring period, although a planning application has yet to be submitted. The agreed 2015-16 JHLAS expects the site to deliver 200 units within the Plan period with first completions in 2017/18.

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

The landowner submitted an outline application (DC/2014/01290) in October 2014 for up to 600 residential units (350 to be delivered within the Plan period), commercial space including offices and workshops (Use Class B1) and small scale retail/food and drink floorspace (Use Classes A1 and A3) and multi-functional green and blue open space. The application is yet to be determined due to outstanding highways issues (Welsh Government Highways Division had a holding objection on the application for 18 months which had not been resolved during this monitoring period). The agreed 2015-16 JHLAS expects the site to deliver 200 units within the Plan period with first completions in 2018/19.

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

Outline permission was granted for up to 370 dwellings and 6.5 ha of employment land in December 2014. The site developers (Barratt/David Wilson and Taylor Wimpey) submitted a reserved matters application (DC/2015/00392) for 340 units which was granted permission in November 2015.

The overall LDP site allocation is for a total of 450 units. The additional units relating to this allocation are to be delivered as an extension to the site at Drewen Farm. An application for this element of the site has not yet been submitted. This part of the site is effectively land-locked until 2019 when the Taylor Wimpey development is sufficiently progressed to allow access through.

The agreed 2015-16 JHLAS expects the site to deliver 390 units within the Plan period with first completions in 2016/17.

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

Council owned site allocated for 270 residential units and 2 ha of serviced land for business and industrial use. A master planning consultation exercise to consider various options for the site was undertaken during the current monitoring period. It is anticipated that an application will be submitted and progressed during the next monitoring period. The agreed 2015-16 JHLAS expects the site to deliver 195 units within the Plan period with first completions in 2017/18.

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

Site for 225 residential units, linked to the adjacent Rockfield Farm site and likely to progress in tandem. However, the developer has not submitted an application during the current monitoring period. The agreed 2015-16 JHLAS expects the site to deliver 120 units within the Plan period with first completions in 2018/19.

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

Full planning application (DC/2015/01184) was submitted by Harrow Estates (Redrow confirmed as the developer) in October 2015 for 212 residential units (192 market and 20 affordable units). There have been a number of site viability issues associated with this application. However, it is anticipated that any such issues will be resolved and the application progressed/approved during the next monitoring period. The agreed 2015-16 JHLAS expects the site to deliver 115 units within the Plan period with first completions in 2017/18.

As reported in last year's AMR, a similar application, but containing no affordable housing, (DC/2014/01468) was submitted in December 2014. The applicants subsequently appealed the application on the grounds of non-determination. This appeal was being held in abeyance pending the outcome of the more recent application.

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. Furthermore, the 2015-16 JHLAS trajectory figures demonstrate a Plan-period shortfall of 615 dwellings from the strategic sites. The limited progress of these sites means that the trigger for further investigation has been met for the second consecutive year. As stated above, progress is being made on planning applications relating to many of these sites and it is anticipated that a number of strategic sites will be progressed during the next monitoring period which will be reported accordingly. There is no evidence to suggest that these sites are not deliverable or that their allocation needs to be reviewed. The delays in them coming forward, however, have implications for other monitoring targets and triggers and the need for any further action is being considered in connection with those particular indicators.

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

The delivery of strategic sites has obvious implications for the spatial strategy. As noted in the policy analysis for Policy S1, as these sites are progressed it is anticipated that dwelling delivery will align more closely with the Plan's spatial strategy.

**2. Dwelling Completions**

There were no completions on allocated strategic sites during the monitoring period which is to be expected as only one such site gained permission. As progress is being made on a number of strategic site planning applications it is anticipated that dwelling completions will align with the identified JHLAS housing trajectory targets as these sites progress during the next monitoring period.

The 2014-15 JHLAS trajectory predicted the first completions on the strategic site at Wonastow Road in 2015/16. This was not achieved as issues arose in the determination of the reserved matters application and subsequent detailed implementation which prevented a start on site in the current monitoring period. These issues, however, have been resolved and will not prevent progress being made on site during the forthcoming monitoring period.

Comparison with the previous JHLAS trajectory indicates that anticipated completions had to be pushed back because of delays in sites coming forward. This has implications for other monitoring targets and triggers and the need for any further action is being considered in connection with those particular indicators. The performance of just one site has had to be assessed against this indicator in this monitoring period and there is no evidence to suggest that there are any short term problems hindering site delivery.

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

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

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

\*\*2015-16 JHLAS trajectory

## 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	Trigger for Further Investigation	Performance 1 April 2015 – 31 March 2016
1. The number of additional affordable dwellings built over the plan period* <sup>1</sup>	Deliver 96 affordable dwellings per annum 2011-2021 (total of 960 over the plan period)	10% less or greater than the LDP strategy build rate for 2 consecutive years	<b>63</b>
2. Number of affordable dwellings secured on new housing sites	a) 35% of the total number of dwellings to be affordable on sites of 5 or more dwellings in the Main Towns and Rural Secondary Settlements identified in Policy S1	Proportion of affordable housing achieved on development sites in each area falls below the requirement set out in Policy S4	<b>34%**</b>
	b) 25% of the total number of dwellings to be affordable on sites of 5 or more dwellings in the Severnside Settlements identified in Policy S1		<b>N/A (No applicable applications)</b>

	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		<b>60%</b>
	d) Minor villages: sites with capacity for 4 dwellings make provision for 3 to be affordable; and sites with capacity for 3 dwellings make provision for 2 to be affordable.		<b>N/A (No applicable applications)</b>
3. Number of affordable dwellings permitted/built on Main Village Sites as identified in Policy SAH11	Main Village sites to collectively deliver 20 affordable dwellings per annum 2014-2021	10% less or greater than the target build rate for 2 consecutive years	<b>15****</b>
4. Number of affordable dwellings built through rural exception schemes	No target	None	<b>0</b>
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>
<b>Analysis</b>			
1. A total of 63 affordable dwellings were completed during the monitoring period, accounting for 27% of the total dwelling completions recorded. Almost one third of these completions were on windfall sites in Llanfoist; 13 units at Westgate and 10 units at Gavenny Gate. A further 6 units were located on the Former Forensic Science Laboratory in Chepstow. The remaining permissions all related to 100% affordable housing schemes the largest schemes of which comprised 16 completions at former domestic garages to the rear of Thornwell Road, Chepstow and 9 completions at the Former West End School			



in Caldicot. Three small 100% schemes sites accounted for the remaining 9 units (Llwynu Lane, Abergavenny (6), Majors Barn, Abergavenny (2) and Sandy Lane, Caldicot (1)). While the figure is below the 96 affordable housing completions per annum required between 2013 and 2021, it is substantially higher than the last monitoring period which equated to 17 units. The increase in the completion rate coincides with the development of larger schemes such as Gavenny Gate and Westgate in Llanfoist. A further 102 units were included on the Wonastow Road Reserved Matters Scheme.

Notwithstanding this, affordable dwelling completions are significantly lower than the identified LDP target (96 per annum) with a total of 80 affordable dwelling completions recorded since the Plan's adoption. Slow progress on the implementation of LDP allocated sites, as considered above in relation to Policies S2 and S3, has meant limited delivery of affordable housing under Policy S4. As allocated sites achieve planning permission affordable housing completions would be expected to increase in line with the target. There is no specific evidence to date that demonstrates that Policy S4 itself is not operating effectively, albeit that there have been delays in determining some planning applications, particularly Sudbrook Paper Mill and Deri Farm, because of negotiations over viability issues arising from the requirements of Policy S4. These viability issues themselves directly impact on levels of affordable housing secured, however robust assessments are being undertaken to ensure the maximum potential contribution is secured.

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

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

The proportion of affordable dwellings permitted on sites of 5 or more units in the County's Main Towns and Rural Secondary Settlements during the monitoring period equated to 34%. This marginally missed the LDP policy target of 35%.

The findings are based on a total of 8 applications. The Wonastow Road, Monmouth scheme was the only permission included in the findings of the previous monitoring period. A Reserved Matters application was permitted for the Wonastow Road site in the current monitoring period which reduced the affordable housing provision to 102 units (equating to 30% affordable housing provision) in order to provide the type of affordable housing accommodation needed in the area and to accommodate other design-related requirements.

The second largest scheme included permission for 23 affordable units at the LDP allocation to the south of School Lane in Penperlleni (SAH10(ii)). A further 26 units were 100% affordable housing schemes in Abergavenny and Chepstow, one scheme of which related to the construction of 12 retirement apartments in Old Hereford Road, Abergavenny. This application also included 5 supported living apartments, but as these are not strictly a C3 use they have not been included within the figures.

Two applications did not include any affordable housing provision. Both schemes related to conversions, the Former Pen y Fal Chapel, Abergavenny and Tewdric House, 22 Welsh Street, Chepstow. No provision was made at the Pen Y Fal Chapel as the scheme was considered to be enabling development required in order to save the Listed Building. At Tewdric House a commuted sum was provided in lieu of any on site affordable housing, as the rooms were not considered to be of a sufficient size to meet Development Quality Requirement standards. The commuted sum did not relate to a full affordable housing contribution for the equivalent of 3 units as it was considered this would not have been viable. This is in line with Policy S4 as it notes that provision will be made subject to appropriate viability assessment.

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

It is considered that while the affordable housing provision was not met on all sites, there is clear justification for the deviation away from Policy S4. The Council will nevertheless continue to monitor this issue closely in order to determine the effectiveness of the affordable housing target identified in Policy S4 in future AMRs.

#### **Sevenside Settlements**

There were no permissions granted in the Sevenside area on sites of 5 or more units over the monitoring period. Two applications were permitted for 100% affordable housing schemes, together providing a total of 5 units. Both of these schemes were undertaken by a Registered Social Landlord (Monmouthshire Housing Association) with the specific aim of providing affordable housing in the County.

No relevant applications were determined over the monitoring period. It is therefore not possible to provide a meaningful analysis of the policy's effectiveness in relation to sites within the Sevenside area at this stage. The Council will continue to monitor such sites over the next monitoring period in order to determine the implementation of the affordable housing targets identified in S4.

#### **Main Villages**

One application was permitted over the monitoring period within the Main Villages for sites of 3 or more dwellings. This related to the allocation adjacent Trellech School (SAH11(xv)) for 15 dwellings. The permission achieved the target of 60% affordable units. A number of other Main Village Sites are also currently within the planning/pre-application system, it is therefore anticipated that these will progress during the next monitoring period.

While only one application was received over the threshold of 3 or more dwellings, the target has been met, indicating, that Policy S4 is functioning effectively in enabling the delivery of affordable housing. Conversely, it is accepted that because it only relates to one permission a meaningful analysis of the policy's effectiveness in relation to Main Village sites cannot be provided at this stage. The Council will continue to monitor this

issue closely in order to determine the effectiveness of the affordable housing target identified in Policy S4 in future AMRs.

### **Minor Villages**

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

3. One application was permitted over the monitoring period on the allocated sites identified in Policy SAH11. This related to the site adjacent Trellech School (SAH11(xv)) for 15 dwellings. The permission achieved the target of 60% affordable units (9 dwellings). Five of the units were under construction at the end of the monitoring period, it is expected that they will be completed in time for the next AMR.

In addition to the site at Trellech, two other Main Village Site applications (Shirenewton and Penallt) have been approved subject to the signing of a legal agreement (S106). A number of other Main Village Sites are also currently within the planning/pre-application system, it is therefore anticipated that these will progress during the next monitoring period.

While the target in relation to Main Villages has not been achieved, progress since the previous monitoring period is evident. It is considered that the 15 dwelling development taking place in Trellech and advancement of an additional 2 sites to S106 demonstrates that the allocated sites in the Main Villages are progressing. The Council will continue to monitor applications and completion rates closely in future AMRs to determine the effectiveness of Policy S4 in delivering affordable dwellings on the Main Village Sites.

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

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

As set out in Section 3, Land Registry data indicates that in general average house prices in Monmouthshire have increased over the current monitoring period, with the exception of quarter 2 2015 (April to June) . Subsequently, average prices in quarter 1 2016 (January to March) at £220,640 were higher than the 2012 quarter 4 baseline price (£188,640). Despite this, the trigger for further investigation has not been met. A 5% rise in the 2012 quarter 4 base price figure would equate to an increase of £9,432 and while average house prices have generally risen over the 2015-2016 monitoring period, prices have not increased by this amount continuously over 2 quarters. The largest increase recorded over the monitoring period was £5,151 between quarter 4 2015 and quarter 1 2016.

Accordingly, there has not been significant changes in average house prices to necessitate a reassessment of the viability evidence in relation to Policy S4. The Council will continue to monitor average house price trends in future AMRs in order to determine any potential implications for the effective implementation of Policy S4.

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

**Recommendation**

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

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

3. 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.

\*Core Indicators

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

\*\*includes 100% affordable housing sites

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

## 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	Trigger for Further Investigation	Performance 1 April 2015 – 31 March 2016
1. Number of community and recreation facilities granted planning permission	No target*	None*	5
2. Number of community/recreation facilities lost	Minimise the loss of community and recreation facilities	Loss of any 1 community/recreation facility in any 1 year	0
<b>Analysis</b>			
<p>1. 5 planning applications were approved for community and recreation uses during the monitoring period. Two of the applications were for recreation use. These include an extension to the play area in the grounds of the Hood Memorial Hall in Devauden and the provision of two new play areas located within the existing amenity grassland at the Llandegfedd Visitor Centre together with a new boat store and ranger maintenance building. The new boat store is for the storage of safety boats and senior and junior club boats and equipment. However it is a replacement for existing storage containers at the site rather than additional storage provision.</p> <p>There were 3 community facilities granted planning permission during the monitoring period, including a replacement comprehensive school in Monmouth. Permissions were also granted for extensions to the SNRB/SEN Unit at Overmonnow Primary School, Monmouth to extend the teaching area and to provide a covered play area within the existing playground, and for part of an existing domestic dwelling to be used as a child minding business.</p>			

There was a decrease in the number of community / recreation facilities approved over the monitoring period (5 facilities) when compared to the previous AMR (9 facilities). However on the limited evidence available there is no suggestion that the relevant Plan policies are not operating effectively. The Council will continue to monitor this indicator in future AMRs to determine the effectiveness of the policy framework relating to this issue.

2. There were no applications permitted resulting in the loss of community / recreation facilities during the monitoring period, indicating that this indicator target and monitoring outcome to minimise the loss of community and recreation facilities has been achieved. This compares favourably to last year's AMR when 3 such facilities were lost to alternative uses.

The Council will continue to monitor the loss of community / recreation facilities 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

Welsh Government consulted on revised TAN4 Retailing and Town Centres and Chapter 10 of PPW during September/November 2015. The updated guidance seeks to ensure that retailing and town centre policy is up-to-date and takes into account the needs, requirement and changing character of 21st century town and retailing centres, as shopping trends evolve. Revised versions of TAN4 and PPW Chapter 10 are expected to be published during the next monitoring period and an update will be provided in next AMR.

Indicator	Target	Trigger for Further Investigation	Performance 1 April 2015 – 31 March 2016
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	More than 10% of new food and non-bulky retail floorspace is developed outside town/local centres in any 1 year	<b>53.2% retail floorspace permitted in town/local centres*</b>
2. Percentage of vacant units within the CSA of each town and local centre**	No increase in the number of vacant units:	Vacancy rate in a town/local centre increases for 2 consecutive years	
	a) Abergavenny (2014: 5.1%)		<b>5.8%</b>
	b) Caldicot (2014: 9.2%)		<b>7.6%</b>
	c) Chepstow (2014: 9.0%)		<b>10%</b>
	d) Monmouth (2014: 8.3%)		<b>7.9%</b>
	e) Magor (2014: 9.1%)		<b>0%</b>

	f) Raglan (2014: 0%)		0%
	g) Usk (2014: 7.8%)		11.1%
3. Percentage of A1 uses in the primary shopping frontages of Abergavenny, Caldicot, Chepstow and Monmouth***	% of A1 uses no less than the thresholds identified for the towns' primary shopping frontages as defined in the Primary Shopping Frontages SPG**	% figures for a primary shopping frontage fall below the threshold set out in the SPG	
	<b>a) Abergavenny</b> • PSF1 Cross St, High St, Frogmore St & 1 Nevill St <b>(Target 75%)</b>		• 77%
	• PSF2 Cibi Walk <b>(Target 100%)</b>		• 100%
	• PSF3 Cross St (51-60&Town Hall) <b>(Target 55%)</b>		• 36%
	<b>b) Caldicot</b> • PSF4 Newport Rd <b>(Target 65%)</b>		• 65%
	<b>c) Chepstow</b> • PSF5 High St <b>(Target 75%)</b>		• 80%
	• PSF6 St Mary St <b>(Target 65%)</b>		• 65%
	<b>d) Monmouth</b> • PSF7 Monnow St <b>(Target 75%)</b>		• 76%
	• PSF8 Church St, Agincourt Sq & Priory St (1-4) <b>(Target 65%)</b>		• 57%
<b>Analysis</b>			
1. Two applications were permitted for A1 retail development over the monitoring period, one of which was for A1 retail use in Chepstow town centre (change of use from a dental surgery to A1 at ground floor and basement level 216 sq m) and the other was for a new 190 sq m A1 convenience store in an out-of-centre location at Mardy,			



Abergavenny. Accordingly, 53.2% of all new retail floorspace was permitted in town/local centres and 46.8% outside town centres, meaning that the trigger for this indicator has been met. However, the permission for the out-of-centre convenience store (DC/2014/01513) does not conflict with any LDP policies. Although Policy RET4 encourages retail development within town centres, Policy S5 allows for community facilities such as local convenience shops within development boundaries subject to the appropriate retail need and impact tests. The development is therefore considered appropriate given the circumstances of the application. Furthermore, the fact that there has been a permission for A1 retail use in a town centre is considered to be an improvement on last year's performance when no such permissions were recorded.

In view of this, and given that there were only two permissions for A1 retail development, there is not considered to be any concerns with the implementation of LDP retail policies and therefore no further investigation is required at present. However, the Council will continue to monitor this issue in future AMRs to determine the effectiveness of the Plan's retail policy framework.

2. Vacancy rates recorded during the monitoring period\*\* in all of the County's central shopping areas (CSA) were below the UK vacancy rate (12.4% March 2016, Local Data Company). The vacancy rates vary between the centres ranging from 0% in Magor and Raglan to 11.1% in Usk.

Comparison with last year's vacancy rates indicate that 3 centres have seen a fall in vacancy rates – Caldicot (9.2% to 7.6%), Monmouth (8.3% to 7.9%) and Magor (9.1% to 0%) – while Raglan maintained a vacancy rate of 0%, which suggests that these centres are performing extremely well. Conversely, 3 centres recorded a rise in vacancy rates since the previous monitoring period – Abergavenny (5.1% to 5.8%), Chepstow (9.0% to 10.0%) and Usk (7.8% to 11.1%). Nevertheless, these increases have generally been marginal and do not raise any immediate concerns with the vitality and viability of the centres. Moreover, given that all of the centres vacancy rates are in the main low and below the national average indicates that Monmouthshire's town and local centres are functioning effectively.

The trigger for further investigation is based on a 2 year period to enable consequential trends to emerge. The vacancy levels recorded during this monitoring period, together with those recorded during the last monitoring period, provide the baseline figures to enable future comparative analysis. The Council will continue to monitor vacancy levels in future AMRs to determine any trends.

3. The percentage of A1 retail uses within the towns' primary shopping frontages recorded during the monitoring period\*\* generally accord with the thresholds identified in the Primary Shopping Frontages SPG. The identified thresholds in two of the PSFs were set at higher levels than the existing level of non-A1 retail uses because there is an aspiration to improve their retail offer i.e. PSF3 Cross Street (51-60 & Town Hall) Abergavenny and PSF8 Church Street, Agincourt Square & Priory Street (1-4) Monmouth. There has been no change in the proportion of retail uses within these frontages since last year which indicates that no progress has been made towards achieving the identified

thresholds. It is therefore important that a strong policy stance on proposals for change of use to non-retail uses in these frontages is maintained in order to address this issue.

Comparison with last year's figures indicate that the proportion of A1 uses within the towns' primary shopping frontages remain unchanged with the exception of PSF1 Cross Street, High Street, Frogmore Street & 1 Nevill Street, Abergavenny and PSF7 Monnow Street Monmouth which recorded marginal changes (+1% to 77% and -1% to 76% respectively). The former involved the change of use of an A3 unit to A1 use at 53 Frogmore Street and the latter involved the change of use of an A1 unit to A2 use at 71 Monnow Street<sup>1</sup>, both of which were policy compliant. However, the proportion of A1 uses within both of these frontages remained above the identified target (75%) in the SPG.

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

#### **Recommendation**

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

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

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

\*2 planning permissions granted for retail development over the monitoring period, one in town centre and one in out-of-centre location.

\*\*Monmouthshire Retail Background Paper (February 2016). Base date October 2015

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

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<sup>1</sup> DC/2015/00040

## Economy and Enterprise

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

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

**LDP Objectives Supported:** 7

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

### Contextual Changes

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

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

4. Planning permissions granted for employment use (B use classes) by settlement♦♦	No specific target	None	
	<b>Main Towns</b>		<b>0.95ha (3.72ha**)</b>
	<b>Severnside Settlements</b>		<b>2.83ha</b>
	<b>Rural Secondary Settlements</b>		<b>0.48ha</b>
	<b>Rural General</b>		<b>0.22ha</b>
5. Planning permissions granted for employment use (B use classes♦♦) by sector* /**	No specific target	None	
	Manufacturing		<b>0.93ha</b>
	Electricity, gas, steam & air conditioning supply; water supply; sewerage, waste management and remediation		<b>0.24ha</b>
	Wholesale & retail trade; repair of motor vehicles and motor cycles		<b>0.48ha</b>
	Transport & storage; information and communication		<b>2.83ha</b>
	Real estate activities; Professional, scientific and technical activities; Administrative and support service activities		<b>(3.72ha**)</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	Loss of any B1, B2 or B8 employment land in any 1 year	<b>0.56ha</b>
7. Proportion of resident workforce working within Monmouthshire	Increase the proportion of resident workforce working within Monmouthshire (2014: 54.5%)	None	<b>58.3%</b>

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

### Analysis

1. There is currently 41.18ha of employment land available across the County. This figure is lower than the previous AMR (46.8ha) accounting for development that is currently in progress on the SAE1 allocations at Quaypoint, Magor (SAE1b) and Westgate, Llanfoist (SAE1d).

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

2. While sufficient land is available across the County, the take-up rate of employment land (i.e. completed developments) was limited to 1.131ha over the monitoring period. This was wholly attributed to take-up on protected employment sites (SAE2). A large proportion of this (0.82ha) related to the completion of two B2 industrial units on the Newhouse Farm Industrial Estate in Chepstow. Additional development was also undertaken at Magor Brewery (0.29ha) to assist in their expansion plans.

While take-up appears low it has increased markedly in comparison to the 0.38ha recorded in the previous AMR. Sufficient employment land is available, a large proportion of which is located in Magor, along the M4 corridor providing a prime opportunity to secure investment. The take-up figure is likely to increase substantially in the next monitoring period due to the development currently underway at the Quaypoint, Magor and Westgate, Llanfoist along with the Reserved Matters permission granted at Wonastow Road, Monmouth.

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

3. Three applications for planning permission were granted on allocated sites identified in Policy SAE1 during the monitoring period. A total of 2.54ha was granted at Quaypoint, Magor (SAE1b) for a storage and distribution warehouse (Use Class B8) along with associated works to assist in the extension of the existing brewery which is a key employer in the region. The remaining two applications approved related to development at Westgate, Llanfoist for a Costa Coffee unit and a drive-thru McDonald's restaurant

equating to an area of 0.56 hectares and while not strictly speaking a traditional employment use the restaurant alone has a job potential of 45 full time equivalent jobs.

While it does not relate to an allocated SAE1 employment site, a Reserved Matters application was approved in this monitoring period for 3.7 hectares at the Wonastow Road, Monmouth Strategic Mixed Use site, following an outline permission for 6.5 hectares that was granted in the previous monitoring period.

There has been some progress on the delivery of strategic employment sites over the monitoring period, particularly when compared to the previous AMR where no applications were approved. The Council will nevertheless continue to monitor this issue closely in future AMRs to determine the effectiveness of the policy framework relating to the delivery of strategic employment sites.

4. This indicator seeks to monitor the amount of employment floorspace for B use classes permitted by settlement in Monmouthshire. 11 applications were approved for such employment uses during the monitoring period, totalling 4.48 hectares. Of these, 1 permission was on an identified business and industrial site (SAE1b) totalling 2.54 hectares, 3 permissions were on protected employment sites (SAE2 sites) totalling 0.93 hectares and 7 permissions were on non-allocated employment land totalling 1.01 hectares.

Permission was also granted for 3.72 hectares of land at the LDP strategic mixed-use site at Wonastow Road Monmouth (B1 & B8 commercial floorspace, storage yard, and parking). However as the outline permission for 6.5 ha of employment land at this site was included in the 2014 AMR this is not included in the current figures to avoid double counting. It is, nevertheless, important to recognise that this part of the site has acquired planning permission.

The Severnside settlement of Magor accounted for the majority of B use class employment floorspace granted planning permission over the monitoring period. This totalled 2.83 hectares all of which was at Magor Brewery, comprising 2.54 hectares on the identified business and industrial part of the site SAE1b (B8 storage and distribution warehouse) with a further 0.29 hectares at the protected employment part of the site SAE2o (B8 storage yard). Employment permissions (B use class) totalled 0.95 hectares in Abergavenny comprising a B2 small recycling depot Former Gas Works (SAE2c), B1 workshops at Neville Street, B2 extension to existing factory at Cranberry Foods (SAE2y) and B1 increased footprint of an industrial unit at Nantgavenny Lane. There were also 2 permissions for B use class employment in the rural secondary settlement of Raglan, totalling 0.48 hectares (B1 extension of existing workshop at APS Automotive and B2 change of use to an agricultural vehicle repair garage/agricultural vehicle sales area at High House Farm). A further 3 permissions were recorded in the rural settlements of Penallt (B1 workshop), Llanishen (B2 blacksmiths workshop) and Llanbadoc (B2 Change of use to vehicle storage and maintenance workshop) totalling 0.22 hectares.

Although there is no specific target relating to this indicator, the Council is keen to monitor employment permissions for B uses in the County. The amount of employment floorspace

permitted during this monitoring period, coupled with that permitted in 2014, has further enhanced the amount of employment land in the County. The Council will continue to monitor this issue in future AMRs.

While indicators 4 and 5 of this section relate to B use classes, it is useful to note that a number of permissions were granted for other employment generating uses (i.e. non-B uses) during the monitoring period, totalling 1.37 hectares, demonstrating that there are a range of other employment generating sectors coming forward. These included A1/A3 uses at the identified business and industrial site (SAE1d) at Westgate Business Park, Llanfoist for Costa Coffee (0.24 hectares) and McDonalds drive-thru (0.32 hectares), a small walkers' café at Llanddewi Skirrid (0.04 hectares), a hotel at Monmouth (C1, 0.42 hectares) and various sui generis proposals (0.35 hectares) including veterinary surgeries at Caldicot and Raglan.

5. This indicator seeks to monitor the amount of employment floorspace for B use classes permitted by sector in Monmouthshire. The majority of such employment floorspace permitted during the monitoring period was for B8 uses (2.83 hectares), followed by B2 uses (1.22 hectares) and B1 uses (0.43 hectares). This contrasts to last year's AMR when B1 uses accounted for the majority of employment floorspace permitted.

The permission at the mixed-use allocation at Wonastow Road is for a mix of B1 & B8 uses (3.72 hectares). However, as the outline permissions for 6.5 hectares of employment land at this site was included in the 2014 AMR this is not included in the current figures to avoid double counting. It is, nevertheless, important to recognise that this part of the site has acquired planning permission.

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

- Manufacturing (0.93 hectares)
- Wholesale and retail trade; repair of motor vehicles/motor cycles (0.48 hectares)
- Transport and storage; information and communication (2.83 hectares)
- Electricity, gas, steam & air conditioning supply; water supply; sewerage, waste management and remediation (0.24 hectares)

In addition to the above, the permission at the Wonastow Road site (3.72 hectares) falls within the real estate; professional, scientific and technical activities; administrative and support service activities sector.

The data indicates that while the transport/storage and information/communication sector accounted for just 2 permissions, it accounted for the majority of employment floorspace (63.2%) granted permission during the monitoring period. This may be expected as transport/storage uses typically have significant floorspace requirements. The manufacturing sector accounted for the majority of permissions (6) and for a fifth of floorspace permitted (20.7%). There were a further 2 permissions in the wholesale and retail trade, repair of motor vehicles/motor cycles sector which accounted for 10.7% of employment floorspace permitted and 1 permission in the electricity, gas, steam & air

conditioning supply; water supply; sewerage, waste management and remediation sector (5.4% of employment floorspace permitted).

Comparable to last year's AMR, the manufacturing and transport/storage and information/communication sectors continued to account for the majority of employment permissions, albeit that the latter sector accounted for a higher proportion of floorspace permitted.

While there is no specific target relating to this indicator the Council monitors employment sectors coming forward in the County. This will assist in determining whether the Council's ambitions for growing identified key economic sectors, including knowledge intensive/high technology enterprises, are being achieved. As this is only the second monitoring period the conclusions drawn remain preliminary and the Council will continue to monitor this issue in future AMRs.

As noted above, a number of permissions were granted for other employment generating uses (i.e. non-B uses) during the monitoring period. In terms of employment sectors, it is useful to recognise that these were in different sectors to the B use class permissions identified above:

- Real estate, professional, scientific and technical activities, administrative and support service activities sector (0.33 hectares),
- Arts, entertainment and recreation, other service activities sector (0.02 hectares)
- Accommodation and food service activities (1.02 hectares).

This demonstrates that there are a range of other employment generating sectors coming forward in Monmouthshire.

6. 3 applications involving the loss of employment land were approved during the monitoring period, 2 of which related to a Costa Coffee unit and a drive-thru McDonald's restaurant at an identified business and industrial sites at Westgate Business Park, Llanfoist (SAE1d) (allocated for B1 and B2 uses). Although these are not traditional B use classes the proposals were considered to be acceptable on retail policy grounds in that potential impacts on the vitality and viability of Abergavenny town centre were considered to be minimal and there were no sequentially preferable sites. Furthermore it was considered that the proposals would generate employment opportunities and would not prejudice the Council's aspirations for the wider employment allocation. It was also noted that the site forms part of a wider 'commercial' development approved under outline consent in October 2010.

The other proposal granted permission was for an extension of the Aldi car park on a protected employment site at Mill Street Abergavenny (SAE2a). Given that the site was used for informal parking associated with the garage, it was considered that there would be no adverse impact on the viability of the garage. Furthermore, there was considered to be a need for additional parking at the Aldi store. The proposal was also deemed to enhance the character and appearance of the Conservation Area. On balance, therefore, the proposal was determined to be acceptable in principle.



Given that 3 proposals relating to the loss of allocated employment land were granted permission over the monitoring period, the trigger for this indicator has been met. However, as evidenced, the loss of the land is justified within the context and requirements of the LDP policy framework. It does not indicate any issue with the implementation of LDP policies and therefore no further investigation is required at present. The Council will continue to monitor such proposals in future AMRs to determine the effectiveness of the policy framework relating to this matter.

7. The 2015 Welsh Government Commuting Statistics indicate that 58.3% of the County's residents work in the area. Although less than the Welsh average of 69.4%, this is an improvement of last year's figure of 54.5%. This suggests that there has been some progress in meeting the aspiration to increase the proportion of resident workforce working within Monmouthshire over the Plan period. However, these figures should not be given too much weight as the data is based on a small sample survey and should therefore be treated with caution.

8. According to the 2015 Welsh Government Commuting Statistics, Monmouthshire has a net outflow of 900 commuters – with 17,800 commuting into the Authority to work and 18,700 commuting out. There was significant in-commuting from Torfaen (3,000), Newport (2,900), Blaenau Gwent (2,800) and from outside Wales (8,000). The main areas for out-commuting were Newport (3,900), Bristol (3,400), Cardiff (2,500) and Torfaen (2,100), with a further 6,400 commuting to other areas outside Wales. The high proportion of commuting to/from areas outside of Wales clearly reflects Monmouthshire's location as a border authority.

There is an aspiration to reduce levels of both in-commuting and out-commuting recorded in Monmouthshire over the Plan period. While levels of both in and out-commuting have fallen since the last monitoring period, the net outflow of commuters has increased to 900 (from 400). This suggests that the level of out-commuting has increased over the past year. 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.

**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.

6. No action required at present. Continue to monitor.

7. No action required at present. Continue to monitor.
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8. No action required at present. Continue to monitor.
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\*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 Background Paper for the period April 2015-March 2016

\*\*Planning permission granted for 3.72ha of land on the SAH4 Wonastow Road allocation for a B1/B8 use in March 2016. However as the outline permission for 6.5 ha of employment land at this site was included in the 2014 AMR this is not included in the 2015 AMR figures in order to avoid double counting.

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

## 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	Trigger for Further Investigation	Performance 1 April 2015 – 31 March 2016
1. Number of rural diversification and rural enterprise schemes* approved	No target	None	<b>10</b>

### Analysis

1. A total of 10 applications relating to rural enterprise/diversification were approved during the monitoring period. 6 of the applications were approved as rural enterprise schemes. While 3 of these schemes related to new build they were justified as they all related to the rural economy, one of which related to the construction of a veterinary surgery on a site opposite the newly built Cattle Market. The additional two schemes related to the erection of a blacksmiths workshop to support an equine business and the extension of an established kennel business. Two other rural enterprise applications related in the main to the conversion of existing buildings that were not linked to agriculture previously. A scheme for a wedding venue was approved between Mathern and Chepstow, this included 8 guest bedrooms and would consequently offer benefits to additional accommodation providers in nearby areas. The conversion of part of a forestry building near Penallt was approved for a related use accommodating an office and workshop to facilitate wood working. It was found to be a sustainable modest business use that would support the local economy while at the same time helping to manage woodland areas. The remaining application was for the completion of an approved domestic garage scheme and conversion to a walkers' café near the Skirrid.

The remaining 4 applications related to agricultural diversification. Two related to the conversion of agricultural buildings, each of which were located near Raglan. These conversions will have very different uses as one relates to an agricultural vehicle repair

garage and the other to a family activity use. The final two agricultural diversification applications related to an extended car park at an established rural skills centre and an internal manège to be used in association with existing eco-activities at a farm.

There was an increase in the amount of rural diversification and rural enterprise schemes approved over the monitoring period (10 schemes) when compared to the previous AMR (7 schemes), suggesting that Strategic Policy S10 and supporting development management policies are operating effectively. The Council will continue to monitor this indicator in future AMRs to determine the effectiveness of the 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	Trigger for Further Investigation	Performance 1 April 2015 – 31 March 2016
1. Number of tourism schemes approved <i>(includes extensions/conversions and new build)</i>	No target	None	<b>10 tourism schemes approved*</b>
2. Number of tourism facilities lost through development, change of use or demolition	Minimise the loss of tourism facilities	Loss of any 1 tourism facility in any 1 year	<b>0 tourism facilities lost</b>

### Analysis

1. 10 applications were approved for tourism uses during the monitoring period, 8 of which were for tourist accommodation facilities. These included 6 holiday lets (all conversions) in various settlements\*\*, an extension to an existing holiday lodge site at St Pierre Country Park for 5 lodges and a new build 60 bed hotel in Monmouth (Premier Inn). Collectively, these provide over 70 new bed spaces and will provide a further boost to the visitor accommodation available in Monmouthshire. A further two applications were approved for other tourism related uses, namely a walkers' café at Llandewi Skirrid and new play area at Llandegfedd Visitor Centre. The number of tourism facilities approved is comparable to those approved during the last monitoring period which indicates that the LDP tourism policy framework is operating to enable tourism development in the County.

It is also worth noting that a temporary application was permitted during the monitoring period for an outdoor leisure venue at Castle Meadows, Abergavenny to enable the County to host the National Eisteddfodd in July/August 2016.

The number of tourist facilities approved over the monitoring period suggests that the relevant Plan policies are operating effectively allowing such developments to take place in Monmouthshire. In response to an increasing number of enquiries regarding new forms of visitor accommodation including yurts, tepees and wooden pods i.e. glamping, an officer working group has reviewed the LDP policies to ensure that they support this growing area of sustainable tourism. The findings of this work will be reported back to the Council's Economy and Development Select Committee and the Council will prepare SPG during the next monitoring period to provide clarification on the interpretation/implementation of the existing policy framework in relation to such proposals.

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

2. There were no applications permitted relating to the loss of tourism facilities during the monitoring period, indicating that this indicator target and monitoring outcome to minimise the loss of tourist facilities has been achieved. This also compares favourably to last year's AMR when 5 such facilities were lost to alternative uses.

The Council will continue to monitor the loss of tourist facilities 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.

#### **Recommendation**

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

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

\*Predominantly visitor accommodation: 6 self-catering holiday lets (conversions); Holiday lodges (5); 1 hotel – collectively these provide over 70 bed spaces. Also 2 visitor facilities (café and play area).

\*\*Tintern, Tregare, Grosmont, Cwmcarvan, Mamhilad and Magor.

## 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

TAN12 has been updated to reflect the amendments to the requirements for Design and Access Statements. The updated TAN also incorporates the Energy Hierarchy from the Energy Efficiency Strategy for Wales and provides reference to Building for Life 12 Wales. The changes do not result in a requirement to make modifications to LDP policies.

Indicator	Target	Trigger for Further Investigation	Performance 1 April 2015 – 31 March 2016
1. Proportion of development on brownfield land as a percentage of all development permitted <i>(excludes householder, change of use and agricultural buildings)</i>	Increase proportion of development on brownfield land	No increase in proportion of development on brownfield land for 2 consecutive years <i>(2014-15: 28% /17.3ha)</i>	<b>16.8%</b> <b>10.51 ha</b>
2. Amount of development (by TAN15 category) permitted in C1 and C2 floodplain areas not meeting all TAN15 tests	All developments to be compliant with TAN15 requirements	Planning permission is granted contrary to TAN15 requirements	<b>0</b>
3. Number of new developments permitted that incorporate on-site renewable energy generation*	Increase in the number of new developments permitted incorporating	No annual increase	<b>8</b>

	renewable energy generation		
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	No annual increase	4**
<b>Analysis</b>			
<p>1. A total of 62.7 hectares of development was permitted over the monitoring period, 10.51ha of which was located on brownfield sites. This equated to 16.8% of all development (excluding householder, change of use and agricultural buildings) as being permitted on brownfield land. It is recognised that Monmouthshire has limited opportunities for development on such land. A large proportion of the brownfield development permitted (approximately 65% of the total) related to housing plots in existing residential curtilage/garden areas. The other permissions on brownfield sites varied from developments on employment land and on former domestic garage sites to solar PV panels at an existing rural business.</p> <p>The amount of development permitted on brownfield sites is lower than in the last AMR monitoring period. The trigger for further investigation relates to no increase in the proportion of development on brownfield land for two consecutive years. Accordingly, it will be important to monitor this indicator in the next AMR in order to ascertain whether the target of increasing the proportion of development on brownfield land is being met over a two year period.</p>			
<p>2. No applications have been granted planning permission contrary to TAN15 requirements in either Zone C1 or C2 floodplain over the monitoring period. Policy S12 is consequently functioning effectively in this respect. The Council will continue to monitor this indicator to determine the effectiveness of the policy framework relating to this issue.</p>			
<p>3. Eight applications were approved over the monitoring period for on-site renewable energy generation. One of the schemes related to a biomass boiler plant to support an established Hotel/Restaurant in Skenfrith, in order to provide the business with a sustainable source of heating. The additional seven schemes related to solar development. Three of which were for small scale solar power while the remaining four are considered to be solar farms. Of the solar farms a 2MW scheme has been permitted in Trostrey and two are located in the South of the County in Magor and Sudbrook. These are both 5MW schemes and will each provide sufficient energy to support approximately 1500 homes over 25 years. The final scheme was allowed on appeal and related to a 7.9MW Solar Farm on agricultural land near Shirenewton. This will provide the equivalent energy to that used by some 2000 households per annum.</p>			



The previous AMR had a total of two schemes. There has therefore been a substantial increase in the number of schemes permitted over the monitoring period compared to the previous year. This suggests that Strategic Policy S12 and its supporting policies are operating effectively in respect of provision of renewable energy. The Council will nevertheless continue to monitor this issue closely in future AMRs to determine the effectiveness of the policy framework relating to efficient resource use.

4. At the time of the last AMR there were no completions incorporating on-site renewable energy generation. This was to be expected as it was based on permissions approved during the previous monitoring period. Of the two applications approved in the previous AMR the biomass scheme is now operational. However development is yet to commence on the solar scheme. In addition to this a number of schemes permitted in the current monitoring period have however been completed and are operational. One of the small scale solar schemes has been constructed. The 5MW Solar Farm in Sudbrook is also operational. The biomass plant approved in Skenfrith has also been completed.

The completion and operation of 4 schemes suggests that Strategic Policy S12 and its supporting policies are operating effectively in respect of provision and completion of renewable energy. However, it has been clear that one of the greatest influences on renewable energy development was the Feed in Tariff (FIT), and noticeably fewer schemes are progressing since the FITs were reduced. The Council will nevertheless continue to monitor this issue closely in future AMRs to determine the effectiveness of the policy framework relating to efficient resource use.

**Recommendation**

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

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

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

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

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

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

## 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 over the monitoring period.

Indicator	Target	Trigger for Further Investigation	Performance 1 April 2015 – 31 March 2016
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	Any loss of non-allocated Greenfield land in any 1 year	<b>44.6ha</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	Any loss of open space due to development, not allocated in the development plan in any 1 year	<b>0.76ha</b>
3. Change in areas and populations of biodiversity importance due to development – including change in priority habitats and species / change in designated areas	As a minimum development causes no net loss of biodiversity of acknowledged importance	A recorded net loss in areas and populations of biodiversity importance due to development	<b>Data not available</b>

4. Developments permitted / completed that are within internationally / nationally important nature conservation areas*	None adversely affected	Recorded damage or fragmentation of designated sites / habitats	<b>0</b>
5. Developments granted permission that cause harm to the overall nature conservation value of locally designated sites	Minimise developments that would cause harm to the overall nature conservation value of locally designated sites	1 or 2 developments result in overall harm for 2 consecutive years, or 3 or more developments result in harm in any 1 year	<b>Data not available</b>
6. Number of new developments delivering habitat creation and restoration	Increase number of new developments delivering habitat creation / restoration	None	<b>1</b>
7. Sample of planning applications granted with the potential for significant landscape implications	All development to contribute to high quality well designed environment	Monitoring results are negative	<b>Data not available</b>

### Analysis

1. Over the monitoring period 44 permissions were granted on greenfield land which is not allocated for development in the LDP, totalling 44.6 hectares. This is significantly higher than the amount of non-allocated greenfield land permitted during the last monitoring period (26 hectares). This is predominantly due to the increase in larger scale renewable energy schemes permitted during the current monitoring period. Indeed, renewable energy schemes (solar PV arrays) accounted for the vast majority of non-allocated greenfield land permitted at 39.26 hectares (88%). These permissions (5) ranged from a small domestic solar array to solar farms, the largest of which being 17.76 hectares in Shirenewton. Whilst a significant area of non-allocated greenfield land is covered by these permissions, they were considered acceptable in principle as they will provide a form of renewable energy and justified on policy grounds. Fundamentally, these schemes relate to a temporary use of agricultural land; the land to be restored to its former status (typically after 25 years) and can continue to be grazed with the solar panels in situ.

The remaining 5.34 hectares of non-allocated greenfield land permitted over the monitoring period related to a range of uses. 10 permissions were for residential development (total 1.3 hectares) – these ranged from extensions to residential curtilages

to new dwellings which were considered acceptable in policy terms. 'Horsiculture' activities, including stables and riding arenas, accounted for a further 11 permissions (total 1.39 hectares) – these were considered to be an appropriate use of land in rural areas and comply with the LDP policy framework. There were also 3 permissions relating to rural diversification/enterprise (total 0.5 hectares) which were considered appropriate in policy terms, particularly in supporting rural businesses. Other proposals permitted included tourism, community uses, employment and ancillary development (0.52, 0.05, 0.1 and 0.68 hectares respectively), which were again considered to accord with LDP policies.

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

2. During the monitoring period 3 permissions were granted on areas of open space not allocated for development in the LDP, totalling 0.76 hectares. A proposal for a car park at Rockfield Road, Monmouth accounted for the majority this (0.53 hectares). Although designated as an area of amenity importance in the LDP under policy DES2, it was considered that the loss of this area would not be contrary to the criteria of policy DES2 and would not adversely impact on the Monmouth Conservation Area. Furthermore, it was considered that the provision of a car park in this area would take some pressure off the town centre car parks and help ease congestion within the town centre networks which would benefit the town centre in general terms.

The other two permissions resulting in the loss of non-allocated open space relate to residential development – 12 retirement apartments/5 supported living apartments at Old Hereford Road, Abergavenny (0.22 hectares) and a residential curtilage in Caldicot (0.01 hectares). With regard to the retirement apartments, the land is not afforded specific designation within the LDP as an area of amenity importance under policy DES2 and as the land was let out under licence to individual property owners in adjoining houses to extend their garden areas policies S5 and CRF3 (safeguarding existing open space) were not considered to be relevant. The principle of development was considered acceptable as the site is within the town development boundary and there is a proven local need for the type of accommodation proposed. The other permission relates to the change of use of a small area of unused Council land to residential curtilage. The area is not designated as amenity open space under policy DES2, is not used for a specific purpose and given compliance with other LDP policies the proposal was considered acceptable.

While the monitoring data indicates that there has been a loss of non-allocated open space during the monitoring period due to the aforementioned permissions and subsequently the trigger for this indicator has been met, the loss is justified within the context and requirements of the LDP policy framework as evidenced above. It does not

indicate any issue with the implementation of LDP policies and therefore no further investigation is required at present. The Council will continue to monitor such proposals in future AMRs to determine the effectiveness of the policy framework relating to this issue.

3. Given the difficulty of effectively measuring and monitoring this information, this indicator will be deleted from the LDP monitoring framework and excluded from subsequent AMRs.

4. There were no developments permitted or completed within internationally / nationally important nature conservation areas during the monitoring period, suggesting 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.

5. Unable to monitor as this information is not currently available. The potential for monitoring this indicator for the 2016-2017 period will be given further consideration in the next AMR.

6. One application related to the construction of two wildlife ponds in a small field behind a dwelling in Maryland, near Trellech. Despite the site being located within the Wye Valley AONB, the ponds will enhance wildlife interests in the locality and will have an acceptable impact on the rural landscape.

While only one application is included, it is likely 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.

7. Given the difficulty of effectively measuring and monitoring this information, this indicator will be deleted from the LDP monitoring framework and excluded from subsequent AMRs.

### **Recommendation**

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

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

3. Delete indicator.
4. No action is required at present. Continue to monitor.
5. Seek a way forward in order to monitor this issue effectively in the next monitoring period.
6. No action is required at present. Continue to monitor.
7. Delete indicator.

\*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	Trigger for Further Investigation	Performance 1 April 2015 – 31 March 2016
1. Amount of waste management capacity permitted expressed as a percentage of the total capacity required as identified in the Regional Waste Plan	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	Amount of B2 employment land falls below 5.6 ha	<b>Waste capacity permitted 0.24ha (i.e. 11% of 2.2 ha to 4% of 5.6 ha)</b>  <b>Identified potential waste management sites 26.86ha</b>

### Analysis

1. One application related to a waste management facility over the monitoring period. This related to a small recycling depot/storage facility on a former gas works in Abergavenny on a site of 0.24ha. The proposal relates only to small scale bulky household waste recycling of a maximum of 400 tonnes municipal waste. Progress is continuing to be made, therefore, in meeting the required provision of between 2.2 and 5.6 ha during the Plan period. There has been a reduction in the amount of land available for potential waste management sites (i.e. B2 employment sites and existing waste disposal or management sites) from the 35.4ha identified in the LDP to 26.86ha (due to the take up of some B2 employment land at Quaypoint, Magor and Westgate, Llanfoist). There remains, therefore, ample land available for potential waste management sites in relation to the maximum requirement of 5.6ha.

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



## Minerals

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

**Strategic Policy:** S15 Minerals

**LDP Objectives Supported:** 12

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

### Contextual Changes

#### Planning Policy Wales (PPW) (Edition 8, January 2015)

Chapter 14 Minerals. This new Chapter integrates into PPW the Welsh Government's planning policies for minerals development which were previously set out in Minerals Planning Policy Wales (2001). No changes to existing policy have been made as part of this integration exercise and Minerals Planning Policy Wales has been cancelled as a result. These changes do not result in a requirement to make modifications to current LDP policies.

Indicator	Target	Trigger for Further Investigation	Performance 1 April 2015 – 31 March 2016
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	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	If any such developments are permitted	<b>0</b>
<b>Analysis</b>			
1. No land-based minerals extraction took place in the County during the monitoring period. There has, therefore, been no reduction in the land bank, which relies on the reserves available at Ifton Quarry, Rogiet. This quarry has not been worked for some time but has the benefit of an existing planning permission. Given the importance of maintaining a 10 year land bank the Council will continue to monitor this issue closely in future AMRs.			

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

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

**Recommendation**

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

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

\*Additional Indicators LDP Manual

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

## Transport

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

Indicator	Target	Trigger for Further Investigation	Performance 1 April 2015 – 31 March 2016
1. Number of improvements to transport secured through S106 agreements	No target	None	<b>3 S106 agreements 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. The following transport improvements have been secured through S106 agreements over the monitoring period:
- Land south School Lane, Penperlleni (Phase 1):  
Improvements to Goytre Arms crossroads (£40,000)  
Green Travel Plan/ pedestrian improvements within the vicinity (£923 per dwelling, total £36,920).

- Land south School Lane, Penperlleni (Phase 2):  
Green Travel Plan / pedestrian improvements within the vicinity (£923 per dwelling, total £23,061)
- Land at Monmouth Road/ Greenway Lane, Trellech:  
Construction of pavements to connect the car park land to Trellech Primary School (£6,500)

As indicated above, a number of transport improvements have been secured via S106 agreements all of which relate to residential development. Two of the three S106 agreements relate to the LDP allocation at Penperlleni. In accordance with the LDP transport policy framework, the improvements seek to encourage sustainable forms of transport and ensure the developments meet sustainable transport planning principles.

While there is no specific target relating to this indicator, the Council is interested in monitoring the amount of transport improvements secured through S106 agreements. As may be expected, given that few of the allocated LDP sites have gained permission there has been a relatively small number of transport improvements secured via S106 agreements during the first two monitoring periods (a total of 6). However, as the LDP site allocations progress it is anticipated that an increased number of sustainable transport improvements will be secured through either the S106 or CIL processes. The Council will continue to monitor this issue in future AMRs.

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

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

**Abergavenny Rail Station Interchange:** Scheme included in new LTP as “Abergavenny rail station access & interchange improvements”. Abergavenny interchange / park & ride is included in the list of potential schemes identified by Transport for Wales (TfW) for delivery under the proposed South East Wales Metro. Further progress may depend on TfW appointment of an Operator and Development Partner due in early 2017.

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

**Chepstow Rail Station and Bus Station Interchange:** Scheme included in new LTP as “Chepstow rail station access & interchange improvements”. Chepstow station interchange /park & ride is included in the list of potential schemes identified by TfW for delivery under the proposed South East Wales Metro. Further progress may depend on TfW appointment of an Operator and Development Partner due in early 2017. Bus facilities at Chepstow station are also likely to be considered as part of the current study of a new potential TrawsCymru bus route linking Chepstow and Brecon. Network Rail is reviewing the accessible footbridge situation as there appear to be issues with the current

(steps-only) footbridge. Network Rail has also renewed the roof on the disused extension/toilet block, and MCC is looking into options to bring this back into use as a ticket office / tourist information point and toilet.

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

**Severn Tunnel Junction (STJ) Interchange:** Scheme included in new LTP as “Severn Tunnel Junction rail station access & interchange improvements”. New accessible footbridge, new ticket office and new northern car park extension completed in spring 2016. Options for improved walking & cycling access along Station Road and towards Caldicot as well as further south-side car park extension are being investigated. STJ station is also included in the schemes being considered by TfW’s Metro team. The STJ interchange / park & ride is also included in the list of potential schemes identified by TfW for delivery under the proposed South East Wales Metro. Further substantial progress may depend on TfW appointment of an Operator and Development Partner due in early 2017.

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

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

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

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

There has been some further progress towards the delivery of the LTP\* schemes detailed in Policy MV10 over the current monitoring period. Elements of the Severn Tunnel Junction interchange have been delivered (new accessible footbridge, new ticket office and new northern car park extension), together with some minor improvements in relation to the Monmouth Link Connect 2 scheme. As indicated above, a number of projects are included as potential schemes under the proposed South East Wales Metro, including Abergavenny rail station interchange and Chepstow rail station and bus station interchange. Further progress on these schemes may depend on the TfW appointment of an operator/development partner which is due in early 2017 and will be reported in the next monitoring period.

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

The LTP identifies a number of additional transport schemes which are programmed for delivery over the 2015-2020 period, including the Magor and Undy new walkway rail

station. Again, although not specifically identified in Policy MV10, the progress of such schemes will be monitored in future AMRs.

Given that the LTP is only in its second year, the conclusions drawn remain preliminary. The Council will continue to monitor the progress of the aforementioned schemes in future AMRs to determine whether they are being implemented in accordance with the LTP delivery timetable.

**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.

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

Indicator	Target	Trigger for Further Investigation	Performance 1 April 2015 – 31 March 2016
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 ancient	No adverse impact on the historic environment	Any development adversely affects the historic environment	<b>Refer to analysis (4) below</b>

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	1 or more planning consents are issued where there are outstanding objections from the Council's Conservation Team, Cadw or GGAT	<b>None recorded</b>

### Analysis

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

	LDP Base Date 2011	2014	2015
<b>Listed Buildings</b>	2146	2154	2153
<b>Scheduled Ancient Monuments</b>	169	164	164
<b>Historic Parks and Gardens</b>	44	45	45
<b>Archaeologically Sensitive Areas</b>	10	10	10
<b>Landscapes of Outstanding Historic Interest</b>	3	3	3

One Grade II Listed Building was delisted by Cadw over the monitoring period. This related to Thornwell Farmhouse in Chepstow. 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.

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

2. Eighteen Conservation Area Appraisals were adopted as Supplementary Planning Guidance during the monitoring period. At the time of the previous AMR only one Conservation Area had an up-to-date character appraisal. A total of 19 Conservation Area Appraisals have now been adopted and the target of 100% of identified draft Conservation Area Appraisals by 2016 has therefore been met.

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



3. Members of Planning Committee attend an annual design tour, the last design tour of which took place in September 2015. The 2015 design tour did not consider any applications approved under the LDP simply due to the time lag between LDP adoption and site completion.

Future design tours will include applications that were considered after the LDP was adopted, although it is appreciated that applications may take a number of years before they are completed. Where possible, the Council will continue to monitor this issue closely in future AMRs to determine the effectiveness of the policy framework relating to design.

4. Members of Planning Committee attend an annual design tour, the last design tour of which took place in September 2015. The 2015 design tour did not consider any applications approved under the LDP simply due to the time lag between LDP adoption and completion.

Future design tours will include applications that were considered after the LDP was adopted, although it is appreciated that applications may take a number of years before they are completed. Where possible, the Council will continue to monitor this issue closely in future AMRs to determine the effectiveness of the policy framework relating to developments with potential for significant impact on buildings of historic/archaeological interest, Scheduled Ancient Monuments and Conservation Areas.

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

**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.

### Methodology

- 6.1 The Sustainability Appraisal monitoring expands the assessment of the performance of the LDP against the Sustainability Appraisal (SA) Monitoring Objectives. The data collated includes a mix of qualitative and quantitative data with a commentary in the latter column to describe the progress and provide a recommendation. Not all of the indicators originally listed in the SA monitoring framework are included, information is only provided for those indicators where data is available. In addition to indicators that were amended or deleted in the previous AMR, a number of the indicators used in the last monitoring period have been further amended. The Amended/Deleted SA Indicators Table identifies any indicators that have been updated since the 2014-2015 Annual Monitoring Report and outlines the reasoning. In some instances information is no longer available, in other instances the data available is of insufficient detail to enable useful monitoring.
- 6.2 Indicators may have been amended where there is a data gap to allow for similar information to be collated, the text is italicised to identify indicators where a change has been made since the previous AMR. There is also overlap with some LDP indicators, these indicators are marked in bold and coloured green for clarity. This is intended to provide an indication of how the LDP monitoring and SA monitoring are interlinked. A brief commentary is provided although reference should be made to Section 5 LDP Policy Analysis for additional information.
- There are a number of SA indicators where information is not published annually, for example those based on the census. The purpose of the monitoring framework is to review changes on an annual basis, as a consequence these are not necessarily going to be useful moving forward in terms of future monitoring. They have been retained in order to provide a baseline, work has been undertaken to try and find alternative sources of information however none appear to be available.
- 6.4 The traffic light rating system used for the LDP Monitoring Indicators has not been taken forward for use with the SA Monitoring. Many of the SA objectives are aspirational. In addition, the LDP alone would not be the only factor that would need to be considered in achieving their aims. The SA Monitoring does not include targets as such, unlike the LDP monitoring, it would therefore prove difficult to interpret the commentary into a traffic light rating. The symbols associated with certain indicators identify the desired direction for change. The symbols refer to; (+) increase or more; (-) decrease, less or none and; (nc) no change. As this relates to the second SA monitoring since the adoption of the LDP it is compared to the baseline set in the previous AMR only, emerging trends will become more apparent in future AMRs. Accordingly, the direction of change is referred to as relevant in the commentary section. This is utilised to assess the LDP's progression towards meeting the identified sustainable development indicators.
- 6.5 Information contained in the SA monitoring framework in the main relates to a wide range of data produced internally, by various departments of the Council and externally from other organisations. Where data has been sourced externally, a footnote is provided to ensure the data source is easily identifiable.

## Sustainability Appraisal Monitoring

Headline	Objective	SA Indicators	Data	Commentary
Accessibility	Allow equitable access for all to jobs, services and facilities they need, in a way that reduces reliance on car use	<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. <i>Percentage of major* new development within 10 minute walk from a frequent and regular bus service (+)(excludes minerals, waste and renewable energy permissions)'</i></li> </ol>	<ol style="list-style-type: none"> <li>1. 21.9km**</li> <li>2. 16.7%**</li> <li>3. 58.3%*****</li> <li>4. Main Towns: 40.2%, Severnside: 8.1%, RSS: 37.2%, Rural General: 14.5%</li> <li>5. 100%</li> </ol>	<p><b>1 – 2.</b> The 2011 Census recorded 16.7% of people travelling to work by public transport, walking or cycling. The average travel to work distance is 21.9km. Data will not be published until the next census in 2021, as a consequence a meaningful comparison will not be able to be obtained until that time. The data will subsequently remain the same in future AMRs.</p> <p><b>3.</b> The Welsh Government travel to work statistics identify 58.3% of the Monmouthshire workforce remaining in their own area for work. This has increased by 3.8% since the previous AMR in line with the desired direction of change. 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 completions over the monitoring period equating to 40.2% of the overall figure. The Rural Secondary Settlements provided 37.2% and the Rural General which includes the Main Villages 14.5%. The Severnside Settlements provided the least contribution at 8.1% over the monitoring period as opposed to the previous monitoring period where they provided 43%. The Policy Analysis in Section 5 relating to the Spatial Strategy provides full analysis of this indicator.</p> <p><b>5.</b> Of the five applicable schemes, four related to residential uses and the remaining scheme to an employment use. All five schemes are located within a 10 minute walk of a frequent and regular bus service.</p> <p><b>Continue to monitor SA objective.</b></p>

Headline	Objective	SA Indicators	Data	Commentary
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><i>Density of housing permitted on allocated sites</i></b></li> <li>5. <b>The number of dwellings permitted and completed on strategic sites as identified in policy S3.</b></li> <li>6. <b>Number of affordable dwellings built through rural exception schemes</b></li> <li>7. <b>Number of dwellings provided in accordance with the settlement hierarchy set out in Policy S2</b></li> <li>8. <b>Housing land supply</b></li> </ol>	<ol style="list-style-type: none"> <li>1. 474 benchmark over 5 Year Period (2015 base date)</li> <li>2. 63</li> <li>3. 171</li> <li>4. 2 granted permission, densities of 30/34</li> <li>5. 340 dwellings permitted, 0 completed</li> <li>6. 0 completed</li> <li>7. See table in commentary section</li> <li>8. 4.1 Years</li> </ol>	<p>1. The Local Housing Market Assessment (LHMA) 2015 -2020 was published in April 2015. The new LHMA uses a different methodology to that used to provide evidence for the LDP. The results, therefore, are not directly comparable. The 474 figure should not be taken as a target for the delivery of affordable housing as new build homes are not the only supply of affordable homes in Monmouthshire. The Council is working with private landlords to increase the supply of private rented homes and to bring empty homes back into use. While the figure has decreased marginally from the previous AMR it is an indication of current projected need for affordable housing within the County and sets a benchmark the Council can work towards.</p> <p>2 – 5. There were 63 affordable home completions and 171 market dwelling completions over the monitoring period. Of the 2 allocated sites granted permission the average densities are at or above the density targets set in the LDP. This demonstrates an increase in the total dwelling completions from the previous AMR where 205 dwellings were completed, satisfying the desired direction of change. No Strategic Sites were completed over the monitoring period, however 340 dwellings were permitted in the Wonastow Road Reserved Matters application. The Outline permission for the site was included in the previous AMR.</p> <p>6. There were no completions relating to rural exception schemes over the monitoring period. The single dwelling build your own affordable home site referred to in the previous AMR has progressed further but is not yet completed.</p> <p>7. The table overleaf provides a breakdown of the 234 dwellings completion, in comparison with the settlement hierarchy set out in Policy S2. The Policy Analysis in Section 5 relating to the Spatial Strategy provides full analysis of this indicator.</p>

Headline	Objective	SA Indicators	Data	Commentary															
				<table border="1"> <thead> <tr> <th></th> <th>2015 – 2016</th> <th>Target</th> </tr> </thead> <tbody> <tr> <td><b>Main Towns</b></td> <td>40.2%</td> <td>41%</td> </tr> <tr> <td><b>Sevenside</b></td> <td>8.1%</td> <td>33%</td> </tr> <tr> <td><b>Rural Secondary</b></td> <td>37.2%</td> <td>10%</td> </tr> <tr> <td><b>Rural General</b></td> <td>14.5%</td> <td>16%</td> </tr> </tbody> </table> <p>8. The Monmouthshire Joint Housing Land Availability Study (JHLAS) for the 2015 period demonstrates that based on the residual method the County had 4.1 year housing land supply.</p> <p><b>Continue to monitor SA objective.</b></p>		2015 – 2016	Target	<b>Main Towns</b>	40.2%	41%	<b>Sevenside</b>	8.1%	33%	<b>Rural Secondary</b>	37.2%	10%	<b>Rural General</b>	14.5%	16%
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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. <i>Amount of open space created as a result of planning permissions</i>	1. 4.6ha	<p>1. A total of 4.6 hectares of open space was approved as a result of planning permissions over the monitoring period. This demonstrates that developments permitted through the planning process are successfully facilitating the provision of new open spaces.</p> <p><b>Continue to monitor SA objective.</b></p>															
Community	To support and promote the distinctive character of local communities and community cohesion	<p>1. <b>Number of community and recreation facilities granted planning permission (+)</b></p> <p>2. <b>Amount of community and recreation facilities lost to other uses.</b></p> <p>3. <b>Amount of public open space / playing fields lost to development which is</b></p>	<p>1. 5</p> <p>2. 0</p> <p>3. 0.76ha</p>	<p>1. Over the monitoring period a total of 5 applications were approved as either community or recreation facilities. Of which 2 were for a recreation use and 3 for community facilities. While 9 were approved in the previous monitoring period the results still indicate a gain and therefore a positive result, it would be unrealistic to expect an increase on the number from the previous AMR as the previous figure was considered to be high. For further detail refer to the Policy Analysis in Section 5 relating to Community and Recreation Facilities.</p>															

Headline	Objective	SA Indicators	Data	Commentary
		<p><b>not allocated in the development plan</b></p>		<p><b>2.</b> No community facilities were lost over the monitoring period. Three were lost in the previous AMR, the results of the current AMR are therefore positive. 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 3 permissions were granted on areas of open space not allocated for development in the LDP totalling 0.76 hectares. One related to an affordable housing site and another for a car park to help serve Monmouth town centre, both of which therefore effectively supporting the community in alternative ways. The final application related to a small extension of a garden area on previously disused land. The amount of public open space lost figure has almost halved in comparison to the previous monitoring period. For further detail refer to the Policy Analysis in Section 5 relating to Landscape, Green Infrastructure and Natural Environment.</p> <p><b>Continue to monitor SA objective.</b></p>
Biodiversity	Protect, value, manage and enhance healthy functioning ecosystems, habitats and natural species diversity, valuing nature conservation interests wherever they are found	<p><b>1. Developments permitted that cause harm to the overall Nature Conservation value of locally designated sites (-)</b></p> <p><b>2. Number of new developments delivering habitat creation and restoration</b></p> <p><b>3. Hectares of ancient woodland lost to development (-)</b></p> <p><b>4. Development permitted within internationally /</b></p>	<p><b>1.</b> Data not available</p> <p><b>2.</b> One application</p> <p><b>3.</b> Approximately 0.005ha ancient woodland potentially lost to development</p> <p><b>4.</b> Data not available</p>	<p><b>2.</b> One application related to the construction of two wildlife ponds in a small field behind a dwelling in Maryland, near Trellech. The ponds will enhance wildlife interests in the locality and will have an acceptable impact on the rural landscape. For further detail refer to the Policy Analysis in Section 5 relating to Landscape, Green Infrastructure and Natural Environment.</p> <p><b>3.</b> A small proportion of ancient woodland was potentially lost to development over the monitoring period. This related to the removal of a small number of unproductive fruit trees and a hazel tree to the rear of a residential property in order to provide space for domestic solar panels. This site does not however benefit from a local nature conservation designation and none of the trees</p>

Headline	Objective	SA Indicators	Data	Commentary
		<i>nationally important nature conservation areas.</i>		benefit from TPO status, no concerns relating to its loss were raised.  <b>1 &amp; 4.</b> The remainder of these indicators are unable to be monitored as this information is not currently available and the Monmouthshire LBAP is not up to date. The potential for monitoring these indicators for the 2016-2017 period will be given further consideration in the next AMR.  <b>Continue to monitor SA objective.</b>
Landscape	To maintain and enhance the quality and character of the landscape, including its contribution to the setting and character of settlements	<b>1.</b> Number of trees protected by TPOs lost to development (-)	<b>1.</b> One tree protected by TPO lost.	<b>1.</b> One Tree Preservation Order tree was lost to development over the monitoring period. An application was however made to remove the Beech tree which had died prior to the planning application being submitted, due to ground compaction. A replacement tree has been incorporated into the scheme to compensate.  <b>Continue to monitor SA objective.</b>
Built Environment	To maintain and enhance the built environment for both its visual character and distinctiveness and to create a better living environment.	<b>1.</b> <i>Planning permission granted for renewable and low carbon energy development.</i> <b>2.</b> <i>Number of new developments completed that incorporate on-site renewable energy generation. (i.e. permissions following LDP adoption that have been</i>	<b>1.</b> 8 <b>2.</b> 4 <b>3.</b> N/A	<b>1.</b> Eight applications were approved over the monitoring period for on-site renewable energy generation. One related to a biomass scheme and the additional seven schemes related to solar development. This compares to a total of two schemes in the previous AMR. For further detail refer to the Policy Analysis in Section 5 on Efficient Resource Use and Flood Risk.  <b>2.</b> A total of 4 renewable energy schemes have been completed and are now in operation. At the time of the last AMR there were no completions incorporating on-site renewable energy generation, this was to be expected as it was based on permissions approved during the previous monitoring period. Two of the completed

Headline	Objective	SA Indicators	Data	Commentary
		<p><i>completed over the 2015-2016 monitoring period)</i></p> <p><b>3. Sample of planning applications granted for developments with the potential for significant design / environmental implications.</b></p>		<p>schemes relate to biomass and the other two solar, one small scale and one large scheme. For further detail refer to the Policy Analysis in Section 5 on Efficient Resource Use and Flood Risk.</p> <p><b>3.</b> Members of Planning Committee attend an annual design tour. The last design tour took place in September 2015 but did not consider any applications approved under the LDP. Refer to the Policy Analysis in Section 5 on Place Making and Design for further details.</p> <p><b>Continue to monitor SA objective.</b></p>
Historic heritage	Understand, value, protect and restore, where necessary, the historic cultural heritage of the area, including features of the built and semi-natural environment	<p><b>1. Number of listed building and historic sites (-)</b></p> <p><b>2. Sample of planning applications granted for developments with the potential for significant impact on buildings of historic / archaeological interest, scheduled ancient monuments and conservation areas adversely affected by development.</b></p> <p><b>3. Number of conservation areas with an up-to-date character appraisal</b></p>	<p><b>1.</b> Listed Buildings: 2153, Scheduled Ancient Monuments: 164, Historic Parks &amp; Gardens: 45, Archaeological Sensitive Areas: 10 and Landscapes of Historic Importance: 3</p> <p><b>2.</b> N/A</p> <p><b>3.</b> 19 up to date Conservation Area character appraisals.</p>	<p><b>1.</b> One listed building was delisted by Cadw over the monitoring period reducing the Listed Building stock from 2154 to 2153. This related to the delisting of Thornwell Farmhouse in Chepstow. There were no changes in relation to Scheduled Ancient Monuments, Historic Parks and Gardens, Archaeologically Sensitive Areas or Landscapes of Outstanding Historic Interest over the monitoring period.</p> <p><b>2.</b> Members of Planning Committee attend an annual design tour. The design tour took place in September 2015 but did not consider any applications approved under the LDP. Refer to the Policy Analysis in Section 5 on Place Making and Design for further details.</p> <p><b>3.</b> A total of 19 Conservation Area Appraisals have been produced and adopted as SPG. Refer to the Place Making and Design Policy Analysis in Section 5 for further details.</p> <p><b>Continue to monitor SA objective.</b></p>



Headline	Objective	SA Indicators	Data	Commentary
Air	To reduce all forms of air pollution in the interests of local air quality and the integrity of the atmosphere to protect from climate change	<ol style="list-style-type: none"> <li>1. Number of locations where air quality exceeds objective levels per annum (-)</li> <li>2. Percentage of people employed using their car/van as their main way of commuting to and from work either by driving or as a passenger (-)</li> <li>3. Proportion of people employed travelling to work by public transport, walking or cycling (+)</li> </ol>	<ol style="list-style-type: none"> <li>1. 1 location in Chepstow</li> <li>2. 81.4%**</li> <li>3. 16.7%**</li> </ol>	<p><b>1.</b> The annual objective level of nitrogen dioxide was only exceeded in one location in 2015. This related to Hardwick Hill in Chepstow. It was the first year that there was no exceedance in Usk. The objective levels for PM10 and PM2.5 were also not exceeded over the 2015 calendar year. These along with Nitrogen Dioxide are the only pollutants monitored in Monmouthshire, due to vehicles being the main sources of pollution. Monitoring tubes are positioned in Chepstow, Llanfoist, Monmouth and Usk as these are the areas identified as having air quality issues.</p> <p><b>2 – 3.</b> The 2011 Census recorded 16.7% of people travelling to work by public transport, walking or cycling. The mode of commuting statistics are also taken from the 2011 Census identifying 81.4% of people employed as using their car/van as their main way of commuting to and from work. Data will not be published until the next census in 2021, as a consequence a meaningful comparison will not be able to be obtained until that time. This data will subsequently remain the same in future AMRs.</p> <p><b>Continue to monitor SA objective.</b></p>
Water quality	To maintain and improve the quality of ground, surface and coastal waters	<ol style="list-style-type: none"> <li>1. % of rivers reaching 'good' water quality status (+)</li> <li>2. Proportion of allocated sites and all other developments of over 10 dwellings/1ha that incorporate SUDS (+)</li> </ol>	<ol style="list-style-type: none"> <li>1. 32%***</li> <li>2. 4 of 5</li> </ol>	<p><b>1.</b> The Water Framework Directive (WFD) combines ecological and chemical status in its reporting, the surface water body will need to reach good status in both elements in order to reach an overall 'good status'. Of the rivers assessed across Monmouthshire, 32% were considered to have obtained 'good' status in 2015. NRW have changed their way of reporting and the dataset used in this monitoring period relates to a range in years, in this instance 2012-2014. While the figure has dropped since the last monitoring period conclusions cannot be drawn as the previous AMR related to a different dataset and approach to measuring water quality status.</p>

Headline	Objective	SA Indicators	Data	Commentary
				<p>2. Of the five applicable applications permitted, four related to residential schemes and the other to an employment site. The four residential schemes all incorporated SUDS ranging from on-site permeable paving to an open pond system for surface water drainage. The employment proposal did not incorporate SUDS into its development. This indicator was not monitored in the last AMR and comparisons cannot therefore be drawn. The results are nevertheless positive and the indicator will continue to be monitored in future AMRs.</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 water and river levels	1. Proportion of groundwater bodies reaching 'good' quantity status (+)	1. 100%***	<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 over the monitoring period. This remains the same as the previous monitoring period.</p> <p><b>Continue to monitor SA objective.</b></p>
Flood risk	Ensure that new development is designed and located to avoid the risk of flooding, and ensure the risk of flooding is not increased elsewhere	<p>1. <b>Number of permissions for development in Flood Zones C1 and C2 not meeting all TAN 15 tests (-)</b></p> <p>2. Proportion of allocated sites and all other developments of over 10 dwellings/1ha that incorporate SUDS (+)</p>	<p>1. 0</p> <p>2. 4 of 5</p> <p>3. 0***</p>	<p>1. No applications have been granted planning permission contrary to TAN15 requirements in either Zone C1 or C2 floodplain over the monitoring period. This is in line with the desired direction for change as one application was included in the previous AMR, this application was nevertheless determined to be justified.</p> <p>2. Of the five applicable applications permitted, four related to residential schemes and the other to an employment site. The four residential schemes all incorporated SUDS ranging from on-site permeable paving to an open pond system for surface water drainage. The employment proposal did not incorporate SUDS into its development. This indicator was not monitored in the last AMR</p>

Headline	Objective	SA Indicators	Data	Commentary
		<p><b>3. Instances where rivers experienced summer low flow (-)</b></p>		<p>and comparisons cannot therefore be drawn. The results are nevertheless positive and the indicator will continue to be monitored in future AMRs.</p> <p><b>3. There are three key river monitoring stations in Monmouthshire. Both the River Usk and River Wye Gauging Stations recorded flows below the 95<sup>th</sup> percentile over the monitoring period. The River Wye recorded 5 days and the River Usk 1 day. In both instances these were below the average of 18 days per year which is used as a typical indication of summer low flows. The Grosmont Gauging Station did not record any flows below the target level over the period. This is an improvement on data recorded in the previous AMR, while again this did not drop below 18 days per year the number of days decreased substantially.</b></p> <p><b>Continue to monitor SA objective.</b></p>
Minerals and waste	To ensure that primary materials and minerals are managed in a sustainable way, by safeguarding mineral areas, encouraging re-use and recycling and avoiding final disposal of resources	<p><b>1. Number of permitted permanent non-mineral developments on safeguarded sites that do not comply with Policy M2 (-)</b></p> <p><b>2. Proportion of Monmouthshire's household waste being recycled and composted (+)</b></p> <p><b>3. Amount of waste management capacity permitted expressed as a percentage of the total capacity required as</b></p>	<p><b>1. 0</b></p> <p><b>2. Data not yet available****</b></p> <p><b>3. ha permitted</b></p> <p><b>4. 0</b></p>	<p><b>1. No applications were granted for permanent non-mineral developments on safeguarded sites that did not comply with Policy M2 during the monitoring period.</b></p> <p><b>2. The information relating to Monmouthshire's total household waste has not yet been published and will not become available until October 2016. The previous AMR indicated 66.6% was recycled or composted. Once this information becomes available it will be included in the AMR.</b></p> <p><b>3. 0.24ha was permitted over the monitoring period. While this is a relatively low amount of development it indicates that progress is being made toward the total waste management capacity for the plan period. 26.86ha of the identified potential waste sites are remaining. For further detail refer to the Waste Policy Analysis in Section 5.</b></p>

Headline	Objective	SA Indicators	Data	Commentary
		<p>identified in the Regional Waste Plan</p> <p><b>4. Extent of primary land-won aggregates resources as a percentage of total capacity identified in the Regional Technical Statement.</b></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 existing land efficiently by tackling contamination and protecting higher grade agricultural soil	<p><b>1. Proportion of development permitted on greenfield land as a percentage of all development excluding householder, change of use and 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><b>1.</b> 83.2%</p> <p><b>2.</b> 44.6ha</p> <p><b>3.</b> 22dpha</p> <p><b>4.</b> 0</p>	<p><b>1.</b> A total of 62.70 hectares of development was permitted over the monitoring period, 52.19ha of which was on greenfield sites. This equated to 83.2% of all development (excluding householder, change of use and agricultural buildings) as being permitted on greenfield land. A high proportion is expected as Monmouthshire has limited opportunities for development on previously developed land. Furthermore, solar farms permitted over the monitoring period accounted for a significant proportion of development on greenfield land.</p> <p><b>2.</b> Over the monitoring period 44 permissions were granted on greenfield land not allocated for development in the LDP, totalling 44.6 hectares. This is significantly higher than the amount of non-allocated greenfield land permitted during the last monitoring period (26 hectares). This is predominantly due to the increase in larger scale renewable energy schemes permitted during the current monitoring period. 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 22 dwellings per hectare. This is similar to the previous AMR which related to a total of 21 dwellings per hectare, the results nevertheless indicate a gain from the previous monitoring period and therefore positive progress. Furthermore while the figure is</p>

Headline	Objective	SA Indicators	Data	Commentary
				<p>lower than the LDP target of 30 dwellings per hectare, only 4 applications for sites of over 10 were granted permission over the monitoring period. The majority of permissions related to infill plots in gardens, decreasing the density of developments overall.</p> <p><b>4.</b> No agricultural land at Grade 3a and better was lost to major development over the monitoring period. It should be noted that while three solar farms permitted over the monitoring period included land of Grade 3a and better, it is still possible for sheep to graze the land. Schemes relate to a temporary use of agricultural land and can be reversed back to agricultural land once they are decommissioned.</p> <p><b>Continue to monitor SA objective.</b></p>
energy	To secure energy efficiency improvements in all new buildings and encourage energy generation from renewable sources.	<p><b>1.</b> Number of new developments permitted that incorporate on-site renewable energy generation (excludes householder, change of use and agricultural buildings)</p>	<b>1.</b> 8	<p><b>1.</b> Eight applications were approved over the monitoring period for on-site renewable energy generation. One related to a biomass scheme and the additional seven schemes related to solar development. This compares to a total of two schemes in the previous AMR. For further detail refer to the Efficient Resource Use and Flood Risk Policy Analysis in Section 5.</p> <p><b>Continue to monitor SA objective.</b></p>
Employment	Provide a range of jobs within Monmouthshire that help meet the needs of the resident workforce	<p><b>1. Net employment land supply/ development and take-up of employment land (+)</b></p> <p><b>2. Amount of employment land lost to non-employment uses</b></p>	<p><b>1.</b> Supply 41.18ha, Take-up 1.131ha</p> <p><b>2.</b> 0.6ha</p> <p><b>3.</b> 58.3%*****</p> <p><b>4.</b> 21.9km**</p> <p><b>5.</b> Abergavenny: 5.8%,</p>	<p><b>1.</b> The Employment Land Background Paper identified 41.18ha of employment land available across the County. Whilst sufficient land is available, the take-up rate of employment land was limited to 1.131ha over the monitoring period. This nevertheless amounts to an increase when compared to the previous monitoring period which only amounted to 0.38ha and is consequently a positive progression. For further information refer to the Economy and Enterprise Policy Analysis in Section 5.</p>

Headline	Objective	SA Indicators	Data	Commentary
		<p><b>3. Proportion of resident workforce working in Monmouthshire (+)</b></p> <p><b>4. Average travel to work distance (-)</b></p> <p><b>5. Percentage of vacant units within CSA of each town and local centre</b></p>	<p>Caldicot: 7.6%, Chepstow: 10%, Monmouth: 7.9%, Magor: 0%, Raglan: 0%, Usk: 11.1%</p>	<p><b>2.</b> 3 applications relating to the loss of employment land were approved during the monitoring period, 2 of which related to a Costa Coffee unit and a drive-thru McDonald's restaurant at an identified business and industrial sites at Westgate Business Park, Llanfoist (SAE1d). However it is recognised that these uses generate jobs and were considered to accord with the extant outline planning permission on the site. The other proposal granted permission was for an extension of the Aldi car park on a protected employment site at Mill Street Abergavenny (SAE2a). The loss of the employment land is nevertheless justified within the context and requirements of the LDP policy framework. For further information refer to the Economy and Enterprise Policy Analysis in Section 5.</p> <p><b>3.</b> The Welsh Government travel to work statistics identify 58.3% of the Monmouthshire workforce remaining in their own area for work. This has increased by 3.8% since the previous AMR in line with the desired direction of change. However, these figures should not be given too much weight as the data is based on a small sample survey and should therefore be treated with caution.</p> <p><b>4.</b> The average travel to work distance is 21.9km. Data will not be published until the next census in 2021, as a consequence a meaningful comparison will not be able to be obtained until that time. This data will subsequently remain the same in future AMRs.</p> <p><b>5.</b> Vacancy rates recorded in the Central Shopping Areas (CSA) for all of the County's town and local centres are below the UK vacancy rate (12.4% March 2016, Local Data Company). For full details refer to the Retail Policy Analysis in Section 5.</p> <p><b>Continue to monitor SA objective.</b></p>

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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> <li>4. <b>Proportion of resident workforce working in Monmouthshire (+)</b></li> <li>5. <b>Number of people in-commuting to Monmouthshire</b></li> <li>6. <b>Number of people out-commuting from Monmouthshire</b></li> <li>7. Tourism expenditure (+)</li> <li>8. <b>Number of rural diversification/ enterprise schemes approved</b></li> <li>9. <b>Number of tourism schemes approved</b></li> <li>10. <b>Number of tourism facilities lost through development, change of use or demolition</b></li> </ol>	<ol style="list-style-type: none"> <li>1. See table in commentary section</li> <li>2. Main Towns: 0.95ha (3.72ha Wonastow Road), Severnside: 2.83ha, RSS: 0.48ha, Rural General: 0.22ha</li> <li>3. See table in commentary section</li> <li>4. 58.3%*****</li> <li>5. 17,800*****</li> <li>6. 18,700*****</li> <li>7. £186.65 Million *****</li> <li>8. 10</li> <li>9. 10</li> <li>10. 0</li> </ol>	<p>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.</p> <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>1.9</td> </tr> <tr> <td>SAE1e</td> <td>Ross Road, Abergavenny</td> <td>B1/B2</td> <td>1.5</td> </tr> <tr> <td>SAE1f</td> <td>Newhouse Farm, Chepstow</td> <td>B2/B8</td> <td>4.0</td> </tr> <tr> <td>SAE1g</td> <td>South Woodside, Usk</td> <td>B1</td> <td>1.3</td> </tr> <tr> <td>SAE1h</td> <td>Pill Row, Caldicot</td> <td>B1/B8</td> <td>1.0</td> </tr> <tr> <td>SAE1i</td> <td>Beaufort Park, Chepstow</td> <td>B1</td> <td>0.42</td> </tr> <tr> <td>SAE2l</td> <td>Wonastow Road, Monmouth</td> <td>B1/B2/B8</td> <td>0.55</td> </tr> <tr> <td>SAE2w</td> <td>Wales One, Magor</td> <td>B1/B2/B8</td> <td>0.57</td> </tr> <tr> <td>SAH2</td> <td>Crick Road, Portskewett</td> <td>B1</td> <td>1.0</td> </tr> <tr> <td>SAH3</td> <td>Fairfield Mabey, Chepstow</td> <td>B1</td> <td>2.8</td> </tr> <tr> <td>SAH4</td> <td>Wonastow Road, Monmouth</td> <td>B1</td> <td>2.78</td> </tr> <tr> <td>SAH5</td> <td>Rockfield Farm, Undy</td> <td>B1</td> <td>2.0</td> </tr> </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	1.9	SAE1e	Ross Road, Abergavenny	B1/B2	1.5	SAE1f	Newhouse Farm, Chepstow	B2/B8	4.0	SAE1g	South Woodside, Usk	B1	1.3	SAE1h	Pill Row, Caldicot	B1/B8	1.0	SAE1i	Beaufort Park, Chepstow	B1	0.42	SAE2l	Wonastow Road, Monmouth	B1/B2/B8	0.55	SAE2w	Wales One, Magor	B1/B2/B8	0.57	SAH2	Crick Road, Portskewett	B1	1.0	SAH3	Fairfield Mabey, Chepstow	B1	2.8	SAH4	Wonastow Road, Monmouth	B1	2.78	SAH5	Rockfield Farm, Undy	B1	2.0
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				<p><b>2.</b> The majority of permissions relating to employment over the monitoring period were located in the Severnside Area equating to 2.83ha. The Main Towns followed with 0.95ha however an additional 3.72ha was granted permission at Wonastow Road, Monmouth. The outline permission for this site was included in the previous AMR and it is consequently not included in the current figures to avoid double counting. The Rural Secondary Settlements and Rural General area accounted for a lesser number of permissions totalling 0.7ha over the monitoring period. 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 and Storage with manufacturing also accounting for a significant amount. A mix of B1 &amp; B8 use was also permitted at Wonastow Road, Monmouth (3.72 hectares), as the outline permission for this site was included in the previous AMR this is not included in the current figures to avoid double counting. For the full list of sectors and additional information refer to the Economy and Enterprise Policy Analysis in Section 5.</p> <table border="1" data-bbox="1249 1118 2078 1476"> <thead> <tr> <th data-bbox="1249 1118 1850 1161">Sector</th> <th data-bbox="1850 1118 2078 1161">Size(ha)</th> </tr> </thead> <tbody> <tr> <td data-bbox="1249 1161 1850 1198">Manufacturing</td> <td data-bbox="1850 1161 2078 1198">0.93ha</td> </tr> <tr> <td data-bbox="1249 1198 1850 1278">Wholesale &amp; retail trade; repair of motor vehicles and motor cycles</td> <td data-bbox="1850 1198 2078 1278">0.48ha</td> </tr> <tr> <td data-bbox="1249 1278 1850 1398">Electricity, gas, steam &amp; air conditioning supply; water supply; sewerage, waste management and remediation</td> <td data-bbox="1850 1278 2078 1398">0.24ha</td> </tr> <tr> <td data-bbox="1249 1398 1850 1476">Transport &amp; storage; information and communication</td> <td data-bbox="1850 1398 2078 1476">2.83ha</td> </tr> </tbody> </table>	Sector	Size(ha)	Manufacturing	0.93ha	Wholesale & retail trade; repair of motor vehicles and motor cycles	0.48ha	Electricity, gas, steam & air conditioning supply; water supply; sewerage, waste management and remediation	0.24ha	Transport & storage; information and communication	2.83ha
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Sector	Size(ha)								
Real estate activities; Professional, scientific and technical activities; Administrative and support service activities	(3.72ha Wonastow Road)								

Headline	Objective	SA Indicators	Data	Commentary
				<p><b>9 – 10.</b> A total of 10 tourism schemes were approved over the monitoring period ranging from individual holiday lets to a 60 bed hotel. No planning applications were approved which involved the loss of any tourism facilities over the monitoring period. The Visitor Economy Policy Analysis in Section 5 provides full detail of the type of tourism facilities gained over the monitoring period.</p> <p><b>Continue to monitor SA objective.</b></p>

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

\*\*Figure derived from Census 2011

\* Natural Resources Wales

\*\* Wastedataflow – Natural Resources Wales

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

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

**Amended/Deleted SA Indicators – These indicators have been updated since the 2014-2015 Annual Monitoring Report**

Headline	Original SA Indicator	Reason for amendment
Accessibility	Percentage of new development within 10 minute walk from a frequent and regular bus service (+)	It was noted in the last AMR that this indicator would be amended to relate to major development only. A definition of major development is provided in the footnote. Minerals, Waste and Renewable Energy applications are excluded and this has therefore been noted.
Health, safety & security	Quantity of amenity open spaces identified in DES2 and leisure centres (+)	This indicator has been amended in line with the Welsh Government Sustainable Development indicator in relation to the amount of open space created. The amount of public open space lost to development is already included under the Community headline.
Biodiversity	Number of new developments delivering or obligations for priority BAP habitats and species (+)	For consistency it is of benefit to use the same indicator as the LDP monitoring which relates to the number of new developments delivering habitat creation and restoration.
	Change in areas and populations of biodiversity importance due to development.	Given the difficulty of effectively measuring and monitoring this information, this indicator has been deleted from the LDP monitoring framework. It is therefore appropriate to delete this from the SA and exclude the indicator from subsequent AMRs.
	Development permitted within, or likely to adversely effect, internationally / nationally important nature conservation areas.	Was previously unable to monitor this indicator, it has been amended to relate to development permitted within those areas as this data is obtainable.
	Developments granted planning permission that cause harm to the overall nature conservation value of locally designated sites	This is a duplication of another SA indicator under the same headline. There is no benefit in retaining both indicators. The indicator has therefore been deleted.
Built Environment	Number of new developments permitted that incorporate on-site renewable energy generation	This indicator has been amended in line with the Welsh Government Sustainable Development indicators.
	Number of new developments completed that incorporate on-site renewable energy generation.	Additional information is set out in brackets to provide further clarification, this notes (i.e. permissions following LDP adoption that have been completed over the 2015-2016 monitoring period).
Historic heritage	Number of listed buildings demolished	This indicator has been amended in line with the LDP indicator. It is more valuable to monitor the change in number of listed buildings and other historic sites, the reasons for the change can be noted in the commentary and it would therefore become apparent if any have been demolished.
Land/soil	Hectares of agricultural soil at Grade 3a and better that is lost to development (-)	It was noted in the last AMR that this indicator would be amended to relate to major development only excluding LDP allocations and agricultural development. This information is more readily available. The Grade has been updated to 'Grade 3a and better' to reflect the definition of best and most versatile land in the Agricultural Land Classification.

## 7 Conclusions and Recommendations

- 7.1 This is the second AMR to be prepared since the adoption of the Monmouthshire LDP. Although the LDP has only been operational for 2 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 are certain elements of the Plan which are progressing more slowly than intended and are a matter of concern.
- 7.2 Section 5 provides a detailed assessment of how the Plan's strategic policies, and associated supporting policies, are performing against the identified key monitoring targets and outcomes and whether the LDP strategy and objectives are being delivered. This has enabled the Council to make an informed judgement of the Plan's progress in delivering the targets/monitoring outcomes and policies during this monitoring period. The table below provides a visual overview of the effectiveness of the Plan's policies during the current monitoring period based on the traffic light rating used in the assessment:

Targets / monitoring outcomes* are being achieved	<b>49</b>
Targets / monitoring outcomes* are not currently being achieved but there are no concerns over the implementation of the policy	<b>17</b>
Targets / monitoring outcomes* are not being achieved with subsequent concerns over the implementation of policy	<b>11</b>
No conclusion can be drawn due to limited data availability	<b>2</b>

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

### Key Findings

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

#### Strategy and Housing

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

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

### **Economy and Enterprise**

- The County has a total of 41.8ha of employment land available, indicating that sufficient employment land is maintained to meet the identified take up rate.
- There has been progress in terms of employment permissions within the County, with permissions granted for a range of employment uses on identified business and industrial sites (SAE1), protected employment sites (SAE2) and non-allocated sites (totalling 4.48 hectares). These were predominantly in Severnside. Permission was also granted for 3.72 hectares of land at the LDP strategic mixed-use site at Wonastow Road Monmouth.
- A number of rural diversification and rural enterprise schemes have been approved (10).
- The Council approved proposals for a total of 10 tourism facilities, 8 of which related to tourist accommodation. There were no applications permitted involving the loss of tourism facilities.

### **Retail and Community Facilities**

- Vacancy rates in the central shopping areas in all of the County's town and local centres remain below the national average.
- The proportion of A1 retail uses within the towns' Primary Shopping Frontages generally accord with the thresholds identified in the Primary Shopping Frontages SPG.
- A total of 5 community and recreation facilities have been granted planning permission and no applications were permitted involving the loss of community/recreation facilities.

### **Environment**

- There has been no loss of listed buildings or historic sites and no development permitted which would have an adverse impact on the historic environment.
- Progress is being made towards the total waste management capacity for the LDP period and there has been no reduction in the minerals land bank.
- A total of 8 schemes incorporating on-site renewable energy generation were permitted (excluding householder, change of use and agricultural use).
- There were no developments permitted in C1/C2 floodplain areas which did not meet TAN15 tests.

- 7.4 This indicates that much of the policy framework is operatively effectively allowing appropriate development to take place and that good progress has been made in implementing the LDP.
- 7.5 The analysis also indicates that there are various policy indicators which are not being achieved but there are no corresponding concerns over policy implementation (amber traffic light rating). Further investigation has determined that there are justified reasons for the performance recorded and this is not representative of any fundamental issue with the implementation of the policy framework or strategy at this time. The most significant findings in relation to these are as follows:

#### **Housing**

- There has been limited progress with the delivery of allocated Main Village sites (SAH11). However, as two additional Main Village sites have been approved subject to the signing of a legal agreement it is considered that progress is being made towards meeting the identified LDP target.

#### **Economy and Enterprise**

- 3 applications involving the loss of B use class employment land were approved, totalling 0.56 hectares. However, the loss was justified within the context and requirements of the LDP policy framework.

#### **Environment**

- 16.8% (10.51ha) of development permitted was on brownfield land (excluding householder, change of use and agricultural buildings). While this is lower than the proportion recorded during the last monitoring period the trigger for further investigation has not been met. This will be closely monitored in the next AMR.
- 44.6 hectares of non-allocated greenfield land was granted planning permission which is significantly higher than that permitted during the last monitoring period. However, this is predominantly due to the increase in larger scale renewable energy schemes permitted during the current monitoring period, all of which were justified on policy grounds and relate to a temporary use of agricultural land.

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

#### **Strategy and Housing**

- A total of 234 new dwelling completions (general market and affordable) were recorded during the current monitoring period. This, coupled with the 205 completions recorded during the last monitoring period, equates to a total of 439 completions since the Plan's adoption. This is significantly below the identified LDP target of 488 completions per annum.

- A total of 63 affordable dwelling completions were recorded during the current monitoring period. This, together with the 17 affordable dwelling completions recorded during the previous monitoring period, amounts to a total of 80 affordable dwelling completions since the Plan's adoption. This is significantly below the identified LDP target of 96 affordable dwelling completions per annum.
- The Monmouthshire Joint Housing Land Availability Study (JHLAS) for the 2015-16 period demonstrates that the County had 4.1 years housing land supply (based on the residual methodology prescribed in TAN1).
- There has been limited progress with the delivery of allocated strategic housing sites. With the exception of the Wonastow Road site, none of the strategic sites have obtained planning permission since the Plan's adoption.
- Permissions and completions in Severnside settlements were considerably below the identified LDP targets.

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

7.8 In terms of housing delivery, the 7 LDP strategic housing sites were due to deliver approximately 2020 units out of the total need of 4500 units, with the remainder provided via allocated Urban sites (SAH8 Tudor Road, Wyesham and SAH9 Coed Glas, Abergavenny), SAH10 rural secondary settlement sites, SAH11 main village sites, and other windfall sites. Progress on the delivery of the LDP strategic housing sites is provided in the policy analysis section for Policy S3 which demonstrates a Plan-period shortfall of 615 dwellings from the strategic sites.

7.9 It is essential that the lack of a 5 year housing land supply is addressed to enable the Plan's overall housing requirement to be met. The monitoring evidence indicates that the housing land supply position is unlikely to improve in the short term and it is highly unlikely that Monmouthshire will re-gain a 5 year supply under the current Plan. Accordingly there is a need for additional site allocations to increase the supply of

housing land. An early review of the adopted Plan is therefore considered necessary as a result of the need to address the shortfall in the housing land supply and facilitate the identification and allocation of additional viable and deliverable housing land.

- 7.10 The lack of progression of allocated strategic housing sites (other than Wonastow Road) has obvious implications for the housing land supply and is also a matter of concern, albeit that progress is being made in bringing many of these sites forward and there is no evidence to suggest that the allocations are not deliverable (as detailed in Section 5). It is therefore unlikely to be necessary to review the appropriateness of the majority of the existing LDP allocations, however this will be considered in further detail as part of the Plan review. Nevertheless, the slower than anticipated delivery rate does suggest that there is a need for additional site allocations which are viable and easily deliverable and genuinely contribute to the 5 year housing land supply.
- 7.11 The lower than anticipated permissions and completions recorded in Severnside settlements is also attributable to the slower than anticipated progression of allocated strategic housing sites in this area. However, this is considered to signal a temporary issue, rather than an issue with the suitability or effectiveness of the strategy itself.
- 7.12 While it is recognised that an early review would be in advance of the statutory 4 year review (due in 2018), given the importance attached to the land supply issue an early review is considered necessary. This would also assist in seeking to avoid ‘planning by appeal’ and ad hoc development coming forward outside the development plan system and not in accordance with the Plan’s strategy. However, it is also recognised that adopting a pragmatic approach to the determination of departure applications for residential development sites will assist in this context (as recognised in TAN1, paragraph 6.2).
- 7.13 In view of this, it is considered that an early review of the LDP is necessary because of the housing land supply shortfall. It is not considered that any other aspects of the Plan need reviewing at this time.

#### **Supplementary Planning Guidance**

- 7.14 Progress has been made with the preparation and adoption of supplementary planning guidance to help to facilitate the interpretation and implementation of LDP policy which is detailed in Section 3. SPG preparation/adoption will continue in the next monitoring period.

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

- 7.15 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.
- 7.16 Some of the most notable findings specific to the SA during the current monitoring period include:



- 100% of major new development approved during this monitoring period is located within a 10 minute walk from a frequent and regular bus service.
- 4.6ha of open space created as a result of planning permissions.
- One tree protected by a Tree Preservation Order lost to development.
- One location where annual objective levels of nitrogen dioxide was exceeded.
- 4 of 5 allocated sites and all other developments of over 10 dwellings/1ha incorporated SUDS into the scheme.
- 100% of groundwater bodies have 'good' quantity status.
- 0 instances where rivers across the County experienced summer low flow.
- 0 hectares of agricultural land at Grade 3a and better lost to major development.
- 6.6% increase in tourism expenditure (£186.65 million).

7.17 The SA monitoring provides a short term position statement on the performance of the Plan against a number of sustainability indicators. As such it is compared to the baseline data set out in the previous AMR only and emerging trends will become more apparent in future AMRs.

### **Recommendations**

7.18 The 2015-16 AMR indicates that good progress has been made in implementing many of the Plan's policies and that overall the strategy remains sound. However, the AMR also indicates that the LDP's key housing provision policies are not functioning as intended and the lack of a 5 year housing land supply is a matter of concern that needs to be addressed if the Plan's housing requirements are to be met. An early review of the LDP is therefore considered necessary because of the housing land supply shortfall. The Plan revision is likely to involve the identification/allocation of additional viable and easily deliverable sites to boost the land supply. As there are no concerns with other Plan policies at this stage it is not considered necessary to review other aspects of the Plan at this time.

7.19 Recommendations:

1. Commence an early review of the Monmouthshire LDP as a result of the need to address the shortfall in the housing land supply and facilitate the identification/allocation of additional housing land. This will involve the production of a Review Report which will set out and explain the scope of the Plan revision required.
2. Submit the second AMR to the Welsh Government by 31 October 2016 in accordance with statutory requirements. Publish the AMR on the Council's website.
3. Continue to monitor the Plan through the preparation of successive AMRs.

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monmouthshire  
sir fynwy

## Future Generations Evaluation (includes Equalities and Sustainability Impact Assessments)

<p><b>Name of the Officer</b> completing the evaluation Mark Hand</p> <p><b>Phone no:</b> 01633 644803 <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>Submit the adopted Monmouthshire Local Development Plan (LDP) second Annual Monitoring Report (AMR) to the Welsh Government in accord with statutory requirements and to publish the Report on the Council's website.</p>
<p><b>Name of Service</b></p> <p>Planning (Planning Policy)</p>	<p><b>Date Future Generations Evaluation form completed</b></p> <p>08/09/2016</p>

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**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.





Well Being Goal	How does the proposal contribute to this goal? (positive and negative)	What actions have been/will be taken to mitigate any negative impacts or better contribute to positive impacts?
	<p><b>Informative:</b> The LDP was adopted by the Council in February 2014 and sets out the Council's vision and objectives for the development and use of land in Monmouthshire, together with the policies and proposals to implement them over the ten year period to 2021.</p> <p>As part of the statutory development plan process the Council is required to prepare an Annual Monitoring Report (AMR). The AMR monitors the effectiveness of the LDP strategy and policies. It allows the Council to assess the LDP's impact on the social, economic and environmental well-being of the County and identifies any significant contextual changes that might influence the plan's implementation or review.</p>	


Well Being Goal	How does the proposal contribute to this goal? (positive and negative)	What actions have been/will be taken to mitigate any negative impacts or better contribute to positive impacts?
	<p><i>The AMR records the effectiveness of the LDP strategy and policies against an established monitoring framework, including a range of sustainability objectives. As such the purpose of an AMR is to <b>record</b> impact rather than make a direct impact <b>on</b> characteristics.</i></p> <p><i>In order to monitor LDP performance consistently, Plans need to be considered against a standard set of monitoring indicators and targets. These are contained within the LDP Monitoring Framework prepared in accord with Welsh Government regulations and guidance.</i></p> <p><i>The key conclusion from the second AMR is that there is a need to review the Plan. The 2015-16 AMR concludes that while good progress has been made in implementing many of the Plan's policies and that overall the strategy remains sound, a number of key housing provision policy targets are not being met which indicates that these policies are not functioning as intended. The lack of a 5 year housing land supply is a matter of concern that needs to be addressed if the Plan's housing requirements are to be met.</i></p> <p><i>An early review of the LDP is therefore considered necessary because of the housing land supply shortfall. As there are no concerns with other Plan policies at this stage the AMR concludes that is not considered necessary to review other aspects of the Plan at this time. The Plan revision is likely to involve the identification/allocation of additional viable and easily deliverable sites to boost the land supply.</i></p> <p><i>The AMR is required to be prepared each year following plan adoption, providing an annual evaluation of plan performance and year by year comparison. The findings of this second AMR have been analysed and compared to the findings in last year's report allowing emerging trends to be identified and reported on.</i></p>	
<p><b>A prosperous Wales</b> 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>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 this survey will inform the 2017 AMR. The results of the AMRs will identify trends and allow remedial action to be taken, if necessary, to ensure the LDP objectives are</p>

Well Being Goal	How does the proposal contribute to this goal? (positive and negative)	What actions have been/will be taken to mitigate any negative impacts or better contribute to positive impacts?
	<b>Negative:</b> None.	being delivered, those objectives being directly related to creating a prosperous Wales.
<p><b>A resilient Wales</b> 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.</p>	<p>Continue to monitor biodiversity throughout the County to inform the 2017 AMR.</p> <p>The Planning Policy Service will liaise with the Countryside Service to seek a way forward to monitor indicators for which data is currently unavailable and report on in the 2017 AMR. 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, those objectives being directly related to creating a resilient Wales.</p>
<p><b>A healthier Wales</b> 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 air and water quality.</p> <p><b>Negative:</b> None.</p>	<p>Continue to monitor sustainability indicators throughout the County to inform the 2017 AMR. 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. Creating healthy communities forms part of delivering sustainable development.</p>
<p><b>A Wales of cohesive communities</b> 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.</p> <p><b>Negative:</b> None.</p>	<p>Continue to monitor indicators to inform the 2017 AMR. 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. Creating healthy communities forms part of delivering sustainable, resilient and cohesive communities.</p>

Well Being Goal	How does the proposal contribute to this goal? (positive and negative)	What actions have been/will be taken to mitigate any negative impacts or better contribute to positive impacts?
<p><b>A globally responsible Wales</b> 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.</p>	<p>The SA/SEA monitoring frameworks provide a baseline position. Future AMRs will examine LDP impacts over a longer period and evidence the emergence of any trends at different spatial scales.</p> <p>Continue to monitor indicators to inform the 2017 AMR.</p>
<p><b>A Wales of vibrant culture and thriving Welsh language</b> Culture, heritage and Welsh language are promoted and protected. People are encouraged to do sport, art and recreation</p>	<p><b>Positive:</b> The AMR monitors the implementation of the Plan as a whole, including impact on community 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.</p>	<p>Continue to monitor indicators throughout the County to inform the 2017 AMR. 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><b>A more equal Wales</b> 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.</p>	<p>Continue to monitor indicators throughout the County to inform the 2017 AMR. The results of the second AMR identifies an issue with housing sites being delivered and housing land supply. This affects the ability of our communities to secure appropriate and affordable accommodation. It is therefore recommended that LDP review commences. Creating a more equal Wales forms part of delivering sustainable development.</p>

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

Sustainable Development Principle	How does your proposal demonstrate you have met this principle?	What has been done to better to meet this principle?
 <p>Balancing short term need with long term and planning for the future</p>	<p><i>We are required to look beyond the usual short term timescales for financial planning and political cycles and instead plan with the longer term in mind (i.e. 20+ years)</i></p> <p>This second AMR measures short/medium term impacts since Plan adoption and provides a baseline for 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 next LDP.</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 in the 2017 AMR and will consider actions required in light of the AMR findings. The AMR indicates that the Plan's objectives are not being delivered, specifically in terms of housing sites coming forward, and therefore officers recommend that there is a need to review the Plan.</p>
 <p>Involving those with an interest and seeking their views</p>	<p><i>Who are the stakeholders who will be affected by your proposal? Have they been involved?</i></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 consultation on this AMR. The recommended review of the LDP will be taken forward through extensive stakeholder engagement, expanding on the methods used previously.</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 concludes that a review of the LDP is necessary ahead of any formal statutory review requirement.</p>

Sustainable Development Principle	How does your proposal demonstrate you have met this principle?	What has been done to better to meet this principle?
 <p>Positively impacting on people, economy and environment and trying to benefit all three</p>	<p><i>There is space to describe impacts on people, economy and environment under the Wellbeing Goals above, so instead focus here on how you will better integrate them and balance any competing impacts</i></p> <p>The AMR measures the impact of the LDP on the social, economic and environmental well-being of the County.</p>	<p>The AMR concludes that a review of the LDP is necessary ahead of any formal statutory review requirement.</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 2017 AMR.</p>



**3. 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.

<b>Protected Characteristics</b>	<b>Describe any positive impacts your proposal has on the protected characteristic</b>	<b>Describe any negative impacts your proposal has on the protected characteristic</b>	<b>What has been/will be done to mitigate any negative impacts or better contribute to positive impacts?</b>
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	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	The AMR includes indicators that monitor health and access to community facilities and open space.
Gender Reassignment	None	None	N/A
Marriage or civil partnership	None	None	N/A
Race	None	None	N/A
Religion or Belief	None	None	N/A
Sex	None	None	N/A
Sexual Orientation	None	None	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?
Welsh Language	None	None	<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>The AMR will be published in Welsh and English.</p>

4. Council has agreed the need to consider the impact its decisions has on important responsibilities of Corporate Parenting and safeguarding. Are your proposals going to affect either of these responsibilities? For more information please see the guidance note <http://hub/corporatedocs/Democratic%20Services/Equality%20impact%20assessment%20and%20safeguarding.docx> and for more on Monmouthshire's Corporate Parenting Strategy see <http://hub/corporatedocs/SitePages/Corporate%20Parenting%20Strategy.aspx>

	Describe any positive impacts your proposal has on safeguarding and corporate parenting	Describe any negative impacts your proposal has on safeguarding and corporate parenting	What will you do/ have you done to mitigate any negative impacts or better contribute to positive impacts?
Safeguarding	None	None	N/A
Corporate Parenting	None	None	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 Monmouthshire County Council publications including:

- Monmouthshire LDP 'Retail Background Paper', February 2016.  
<http://www.monmouthshire.gov.uk/app/uploads/2016/03/Retail-Background-Paper-2015.pdf>
- Monmouthshire LDP 'Employment Background Paper', June 2016.  
<http://www.monmouthshire.gov.uk/app/uploads/2016/06/Employment-Land-Background-Paper-June-2016.pdf>
- Monmouthshire 'Joint Housing Land Availability Study', July 2016.  
<http://www.monmouthshire.gov.uk/app/uploads/2016/07/JHLA-Study-2016.doc.pdf>

Additional data has been provided by colleagues in the Conservation, Countryside, Economic Development, Housing, Waste and Transport Services.

External sources of data include Welsh Government, Cadw, Natural Resources 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?**

*This section should give the key issues arising from the evaluation which will be included in the Committee report template.*

**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 review.

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 second AMR to be prepared since the adoption of the LDP and is based on the period 01 April 2015 – 31 March 2016. The findings of this second AMR have been analysed and compared to the findings in last year's report allowing emerging trends to be identified and reported on.

The AMR concludes that a review of the LDP is necessary ahead of any formal statutory review requirement.

**Negative** – None. There are no implications, positive or negative, for corporate parenting or safeguarding.

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

<b>What are you going to do</b>	<b>When are you going to do it?</b>	<b>Who is responsible</b>	<b>Progress</b>
Commence LDP review.	Seek Cabinet approval October 2016  Prepare Review Report and timetable late 2016/early 2017 for submission to Welsh Government	Head of Planning Planning Policy Team	Report on in third AMR 2017. Political reporting in 2016/17. Preparation of LDP Review Timetable and Community Involvement Scheme and Delivery Agreement.

**8. Monitoring: The impacts of this proposal will need to be monitored and reviewed. Please specify the date at which you will evaluate the impact, and where you will report the results of the review.**

**The impacts of this proposal will be evaluated on:**

In 2017 the third AMR will be prepared and reported to Planning Committee and Cabinet Member prior to 31/10/2017. This is the deadline for AMR submission to the Welsh Government in line with statutory requirements.

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<b>SUBJECT:</b>	<b>FUTURE MONMOUTHSHIRE: PROPOSED NEW DELIVERY OPTION FOR TOURISM, LEISURE, CULTURE AND YOUTH SERVICES</b>
<b>MEETING:</b>	<b>CABINET</b>
<b>DATE:</b>	<b>5<sup>TH</sup> OCTOBER 2016</b>
<b>DIVISION/WARDS AFFECTED:</b>	<b>All</b>

**1. PURPOSE:**

- 1.1 To propose that a Full Business case is developed to explore the options for the Leisure, Tourism, Culture and Youth Services following an independent options appraisal by Anthony Collins Solicitors

**2. RECOMMENDATIONS:**

- 2.1 It is recommended that Cabinet agrees the following:
- To give full consideration to the appended Strategic Outline Case based on the independent findings of Anthony Collins Solicitors;
  - To agree to move to the next stage of developing a Full Business Case for further consideration by Members.
  - To continue the staff, community and service user consultation process;

**3. KEY ISSUES: BACKGROUND**

- 3.1 In 2014, Cabinet approved an initial investment of £30,000 to commission Amion Consulting to undertake a comprehensive review of the future options for our Cultural services. The purpose of the review was to identify future delivery options with an overall objective of improving, sustaining and developing local services to enable them to become more self-reliant and resilient. During the review it became apparent that cultural services overlapped many of the wider tourism, leisure and culture services so rather than view cultural services independently, it made sense to view the inter-dependencies at a service wide and local level. In addition, analysis of experiences of other local authorities with new operating models, has demonstrated that critical mass in achieving economies of scale, cross subsidisation and mutual support are critical success factors as well as an opportunity to rationalise service delivery.
- 3.2 In October 2015 Cabinet approved the release of £60,000 from the Invest to Redesign fund to finance the supplementary work needed to mobilise the Leisure, Events, Youth and Outdoor Leisure services. In addition, in May 2016 Cabinet approved the 'Future Monmouthshire' a strategic programme of 'whole-authority' work 'to create the capacity and foresight to develop solutions to some of the county's biggest challenges, this proposal forms part of this strategic programme.
- 3.3 This report gives full consideration to the independent findings of Anthony Collins Solicitors, appointed to undertake the supplementary work for this proposal, as detailed in the appended Strategic Outline Case.
- 3.4 This report has been scrutinised by a Joint Meeting of the 4 Select Committees on 19<sup>th</sup> September 2016 which concluded the following:
- The Joint Select Committee were concerned that the level of detail provided to them in seeking their agreement to proceed with the alternative service delivery model, (particularly in relation to likely costs in continuing to the next phase) did not assist them in reaching a decisive conclusion. However, Members supported the philosophy and agreed that the opportunities for

an alternative service delivery model should be explored, subject to the Cabinet and officers giving consideration to the following:

- Resources: The Committee has reservations as to the resources required to progress the work further and the resources required to deliver the model itself. The Joint Select Committee requests that a financial breakdown be provided to Members to outline this detail.
- Governance: Members strongly agree that the governance and accountability framework needs to be determined at an early stage and recommend that officers explore a range of accountability structures/models for consideration by Members.
- Managing public expectation: Members agreed that the Council needs to give consideration as to how it can ensure that the public's needs are reflected in services delivered through an alternative service delivery model.
- Staffing: The Committee is concerned that there will be implications for staff in any alternative arrangement and recommends that an analysis of the staffing options (secondment or TUPE) be fully explored for further Member consideration.
- Scrutiny: The Joint Select Committee requests that their proposals together with the draft Business Case be brought to a future meeting of the Joint Select Committee in due course prior to being considered by the full Council.

We acknowledge and we will give consideration to the concerns raised at the meeting regarding resources, governance, managing public expectation, staffing and scrutiny and will provide the information within the Full Business case that will now be developed and presented to the next Joint Select Committee meeting. Prior to the next Joint Scrutiny Meeting, we propose to hold an all members seminar to explore with members various models of governance and accountability for alternative service delivery models.

#### **4. REASONS**

With increasingly constrained resources the Council needs to identify and consider new ways of working and operating in order to 'maintain locally accessible services' as the demand for local services continue to grow. New options and operating models for service delivery are therefore required if the Authority is to become more effective and efficient. The Council's Tourism, Leisure, Culture, Outdoor Learning and Youth Service has a combined budget of £2.639m with approximately 441 staff. Although initially the services in scope included Community and Adult Education and Museums a deeper assessment of these services has concluded there is a significant amount of transformational work to be undertaken within the Council prior to their full consideration to include current service offer, premises, staffing ratios and funding. The list of services for this proposal therefore include: Leisure, Fitness and Outdoor Education; Youth services; Countryside services to include managing access to the countryside, visitor sites, biodiversity issues and outdoor learning and play; Tourism Marketing, Development, Visitor Information provision and Events; and Management and marketing of Monmouthshire's Visitor Attractions to include Caldicot Castle, Tintern Old Station and Shire Hall, Monmouth.

Over the last four years these Services have contributed over £1.65m of revenue savings to the Council and generated £17 m of income. However there are no more efficiencies to be made and given the current period of austerity if these services are to remain in the Council the implications are shown in the table below:



Year	MTFP Allocation £000's	Expected Net Cost £000's	Funding Shortfall £000's
2016/17	2,639	2,902	263
2017/18	2,598	2,906	308
2018/19	2,554	2,919	365
2019/20	2,509	2,934	425
2020/21	2,462	2,945	483

- Footnote – expected costs include; inflation at projected CPI rates, impact on demand of annual price increases of 2.5% and known current pressures

The table shows a significant gap between the net costs of the services and the Medium Term Financial Plan (MTFP) allocation. The MTFP is currently showing a shortfall of 12% over the next four year period and if this was to be applied proportionally to all services would further increase the funding gap by 2020/21 to £542k. In order to meet the budget targets, there would need to be reduction in services for 2017/18 by 10% which rises to 20% in 2020/21. This is the scale of the huge challenge facing these Services given the increasing demands and expectations.

4.1 The objectives of Anthony Collins have been to consider the right mix of Services and the best new Delivery Option to help the Council address the projected £542k funding shortfall over the next four year period. A full analysis of options (**Appendix Three of the Strategic Outline Case**) has resulted in four recommended Principle Delivery Options namely:

- Delivery Option One: Do Nothing
- Delivery Option Two: Transform the Services 'in house'
- Delivery Option Three: Move the Services into an Alternative Delivery Model (ADM); and
- Delivery Option Four: Outsource the services to a third party.

The Pros and Cons of each of the four delivery options were then measured in order to assess the strategic, economic, commercial, financial and management case for change. In addition a wider analysis was undertaken, informed via a Due Diligence process. Best practice research was also carried out to find other Councils who have implemented innovative Delivery Options. In addition the Options were also assessed against their ability to meet the Council's four key priorities whilst also providing enhanced opportunities to:

- Increase flexibility and agility in responding to needs and change;
- Freedom to market and trade its services;
- Improve Services through innovation and a culture of enterprise;
- Introduce lean processes that reduce duplication of effort and increase use of technology and self-service, making it easier for residents to access services and obtain information and advice;
- Empower and motivate staff thus raising productivity;
- Access funding and tax efficiencies currently outside the scope of the Council; and
- Offer higher levels of engagement and achieve economies through collaboration and partnership.

#### 4.1 FINDINGS

As one of the Council's key priorities is to 'maintain locally accessible services' the options appraisal needed to assess which of the principle Delivery Options could create the potential for growth and sustainability for the services as well as an analysis of the legal and governance structures available and make recommendations on:

- Growth and investment opportunities;
- Skills gaps;

- HR including TUPE and future pension arrangements;
- Procurement routes for awarding services;
- Asset/leasehold transfer implications;
- Stakeholder engagement to maximise staff, community and service user involvement.

The result of the appraisal and subsequent recommendation from Anthony Collins is Delivery Option Three which is to establish a new ADM for the TLC and Youth Services based on the financial savings and income generation potential that this offers as well as opportunity for the Council to still direct future Service delivery. This is based on the following observations:

- Delivery Options one and two to 'Do Nothing' or 'Transform in House' are not viable as it will not allow the Council to meet its saving requirements. The Council would therefore need to either to reallocate funds from other Services (putting extra pressure in other areas) or it would need to reduce Service delivery to allow the savings to be met;
- Delivery Option four to 'Outsource to a third party' has some attractive qualities however the market is likely to present a solution that will take time to implement, may only cherry pick certain Services and given future funding uncertainties, could be significantly inflexible.

Delivery Option Three to 'Establish a New ADM presents a radically new way of working for the Council but one which has been tried and tested in other Local Authority Areas. Whilst there are risks, the ADM does present the best opportunity to sustain and potentially improve services during this period of financial uncertainty. A successful move of the TLC and Youth Services to an ADM could also herald a way forward for other Council services with the advantage that structures and experience are already in place.

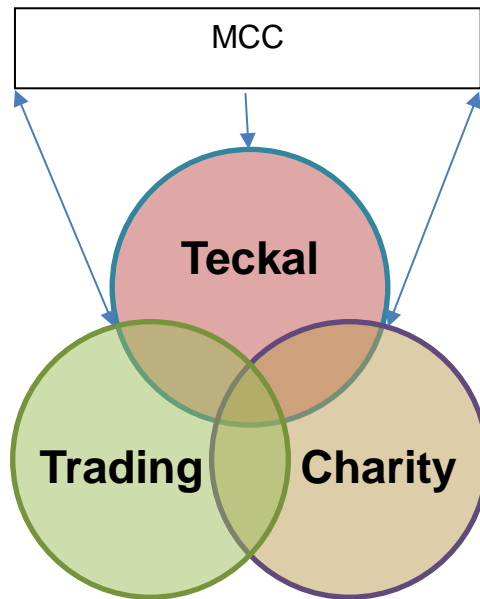
4.2 Should the recommendation be to move to Full Business Case then the next steps would be as follows:

- To agree the scope of the ADM and which services will be transferred at inception and those Services which will be considered for future phases;
- To continue the staff, community and service user consultation process;
- To agree to the internal recruitment of a shadow core staffing structure to take the process forward;
- To produce a Full Business case

In addition, at the point when the Full Business plan is presented for approval then some further key decisions will be required in relation to:

- The level of control required by the Council;
- The level of funding that will be required from the Council and the identification and availability of alternative funding;
- The organisational support for combining these Services;
- Whether assets are to be transferred or licensed.

4.3 In agreeing to establish the proposed flexible group structure the Council will also need to consider what type of vehicles (companies) will best serve its aims, a full list of which can be found in **Appendix Three** of the appended Strategic Outline Case. The recommended options for the Council will be presented as part of the draft business plan to be submitted for approval early in 2017.



**5. RESOURCE IMPLICATIONS:**

There are no resource implications as funding has already been approved to take the commission to full business plan stage. If the decision is to move ahead to an ADM then further resources would be required, which will be identified within the Full Business Plan.

**6. CONSULTEES**

Senior Leadership Team  
 Select Committee  
 Cabinet

**7. BACKGROUND PAPERS**

**Appendix A** – Strategic Outline Case

**Appendix B** - Interim Management Structure

**Appendix C** – Future Generations Evaluation

**Appendix D** - Welsh Government Action Plan – Alternative Delivery Models in Public Service Delivery

**8. FUTURE GENERATIONS IMPLICATIONS**

The completed Future Generations Evaluation can be found in Appendix C however the main positive and negative impacts of the proposal are as follows:

The purpose of the proposed new Delivery Option is to ensure much valued local services are maintained and by their nature continue to provide employment, growth and an increasingly skilled workforce. The proposed new Delivery Option will enable services to be kept open but with more community focus and coordination, helping knit communities together. Activities in establishing the ADM will require positive engagement and coordination with community focused services as well as income generation and investment in key aspects of the business to ensure the culture and business thrives. Incorporated services will contribute greatly to our local culture, heritage and art with the promotion of activity, health and wellbeing forming part of its key drivers.

9. **AUTHORS:** Cath Fallon – Head of Economy and Enterprise; Ian Saunders – Head of Tourism, Leisure and Culture; Marie Bartlett – Finance manager; Tracey Thomas – Youth Service Manager

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## Strategic Outline Case

### Future Monmouthshire: Proposed New Delivery Option for Monmouthshire County Council's Tourism, Leisure and Cultural and Youth Services

**Authors:** Cath Fallon, Head of Innovation and Economy  
Ian Saunders, Head of Tourism, Leisure and Culture  
Marie Bartlett, Finance Manager  
Tracey Thomas, Youth and Community Manager

**Consultants:** Anthony Collins, Solicitors

**Date:** 16<sup>th</sup> August 2016

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## Strategic Outline Case

### Proposed New Delivery Option for Monmouthshire County Council's Tourism, Leisure and Cultural Services

#### 1. Executive Summary

Local Authorities across the UK are facing unprecedented financial pressures. Monmouthshire County Council's central grant from the Welsh Government is reducing and its current projections suggest that it needs to find circa 12% or £14m of savings over the next four years. The Council will therefore not be able to continue to meet the needs of its service users unless it makes significant changes to the way it delivers its services and takes some tough decisions to live within its means.

In 2014, Cabinet approved a comprehensive review of the Council's Cultural services to identify future delivery options with an overall objective of improving, sustaining and developing local services to enable them to become more self-reliant and resilient. It soon became apparent that not only did cultural services overlap many of the wider tourism and leisure services but analysis of experiences of other local authorities with new operating models demonstrated that critical mass in achieving economies of scale, cross subsidisation and mutual support are all critical success factors as well as an opportunity to rationalise service delivery. So, in October 2015, Cabinet approved the supplementary work needed to assess the current portfolio of Leisure, Events, Youth and Outdoor Leisure (TLC) Services and in December 2015, Anthony Collins Solicitors were appointed to undertake an independent options appraisal of the in-scope services.

The Tourism, Leisure and Culture (TLC) Services in scope include:

- Leisure, Fitness and Outdoor Education
- Youth services provision
- Countryside services
- Tourism Marketing, Development, Visitor Information provision and Arts, Events; and
- Management and marketing of Monmouthshire's Visitor Attractions

Other services currently in scope but not being considered as part of this initial proposal include Community Adult Education and Museums. Although initially considered, a deeper assessment of these services has concluded that there is a considerable amount of service transformational work to be undertaken within the Council, prior to full consideration. This work will consider current service offer, premises, staffing ratios and funding.

With combined budget/costs of circa £2.639m and approximately 441 staff, these Services have contributed over £1.65m of revenue savings and generated £17m of income over the last four years and there are no more efficiencies to be made. Given the current period of austerity, if these services remain within the Council, the Medium Term Financial Plan has a four year funding shortfall of 12% which if applied proportionally to all Services, would further increase the funding gap for the services in scope by 2020/21 to £542k. In order to meet these budget targets, there would need to be reductions by up to 20% by 2020/21. This is the scale of the huge challenge facing these services given increasing demands and expectations.

The objectives of this proposal have therefore been to consider the right mix of Services to be included and the best Delivery Option to help the Council address the projected £542k funding shortfall over the next four year period and it may not be possible to maintain all of the services in their current form whatever option is chosen. Anthony Collins identified and considered a range of Delivery Options for the Services and from this recommended four Principle Delivery Options for the Services have been identified, namely:

- Delivery Option One: Do Nothing

- Delivery Option Two: Transform the Services ‘in house’
- Delivery Option Three: Move the Services into an Alternative Delivery Model; and
- Delivery Option Four: Outsource the services to a third party.

The pros and cons of each of the four delivery options were then measured in order to assess the strategic, economic, commercial, financial and management case for change. In addition a wider analysis was undertaken, informed via a Due Diligence process. Best practice research was also carried out to find other Councils who have implemented innovative Delivery Options. In addition the Options were also assessed against their ability to meet the Council’s four key priorities whilst also providing enhanced opportunities to:

- Increase flexibility and agility in responding to needs and change;
- Freedom to market and trade its services;
- Improve Services through innovation and a culture of enterprise;
- Introduce lean processes that reduce duplication of effort and increase use of technology and self-service, making it easier for residents to access services and obtain information and advice;
- Empower and motivate staff thus raising productivity;
- Access funding and tax efficiencies currently outside the scope of the Council; and
- Offer higher levels of engagement and achieve economies through collaboration and partnership.

The result of the assessment and subsequent recommendation from Anthony Collins Solicitors is Delivery Option Three which is to establish a new Alternative Model for the TLC Services. This is based on the financial savings and income generation potential that this offers as well as opportunities for the Council to still direct future Service delivery.

This is based on the following observations:

- Delivery Options one and two to ‘Do Nothing’ or ‘Transform in House’ are not viable as it will not allow the Council to meet its saving requirements. The Council would therefore need to either to reallocate funds from other Services (putting extra pressure in other areas) or it would need to reduce Service delivery to allow the savings to be met;
- Delivery Option four to ‘Outsource to a third party’ has some attractive qualities however the market is likely to present a solution that will take time to implement, may only cherry pick certain Services and given future funding uncertainties, could be significantly inflexible. This option does also not guarantee locally provided services.

Delivery Option Three to ‘Establish a New Alternative Delivery Model’ presents a radically new way of working for the Council but one which has been tried and tested in other Local Authority Areas. Whilst there are risks, the ADM does present the best opportunity to sustain and potentially improve services during this period of financial uncertainty. A successful move of the TLC Services to an ADM could also herald a way forward for other Council services with the advantage that structures and experience are already in place.

Should the recommendation to establish an ADM be approved then the next steps would be as follows:

- To agree the principle recommendation made by Anthony Collins which is to establish a new Alternative Delivery Model (ADM) based on a group structure as detailed in **Appendix Two**;
- To agree the scope of the ADM and which services will be transferred at inception and those Services which will be considered for future phases;
- To continue the staff, community and service user consultation process;
- To agree to the internal recruitment of a shadow core structure to take the ADM process forward and establish the ADM;
- To produce a draft business plan for the ADM for approval prior to establishment; and

- To establish funding to finance the supplementary work needed to finalise this piece of work.

## **2. Strategic Context and the case for Change**

### **2.1 Background**

In 2014, Cabinet approved a comprehensive review of the Council's Cultural services. The purpose being to identify future delivery options with an overall objective of improving, sustaining and developing local services to enable them to become more self-reliant and resilient. It soon became apparent that not only did cultural services overlap many of the wider tourism and leisure services but analysis of experiences of other local authorities with new operating models demonstrated that critical mass in achieving economies of scale, cross subsidisation and mutual support are all critical success factors.

In October 2015, Cabinet approved the supplementary work needed to assess the current portfolio of Leisure, Events, Youth and Outdoor Leisure (TLC) Services and in December 2015; Anthony Collins Solicitors were appointed to undertake an independent options appraisal of the in-scope services.

### **2.2 The Scale of the TLC Services Challenge**

#### **2.2.1 The need to find significant financial savings**

Local Authorities across the UK are facing unprecedented financial pressures. The Council's central grant from the Welsh Government is reducing and its current projections suggest that it needs to find circa 12% or £14m of savings over the next four years. The Council will therefore not be able to continue to meet the needs of its service users unless it makes significant changes to the way it delivers its services and takes some tough decisions to live within its means.

The Council currently provides tourism, leisure, cultural and youth services (the "Services") which include:

- Leisure, Fitness and Outdoor Education comprising of four on school site leisure centres and three outdoor education venues, two of which are Council owned;
- Youth services provision across five sites to include the delivery of open access activities, an education programme, counselling services, etc.;
- Countryside services to include managing access to the countryside, visitor sites, biodiversity issues and outdoor learning and play;
- Tourism Marketing, Development, Visitor Information provision, Arts and Events; and
- Management and marketing of Monmouthshire's Visitor Attractions to include Caldicot Castle, Tintern Old Station and Shire Hall, Monmouth.

With combined budget/costs of around £2.639m and approximately 441 staff, these Services have contributed over £1.65m of revenue savings and generated £17m of income over the last four years. However there are no more efficiencies and given the current period of austerity if these services are to remain in the Council, the implications are detailed in **Table One** that follows, demonstrating a significant gap between the net costs of the services and the Medium Term Financial Plan (MTFP) allocation.

The MTFP is currently showing a shortfall of 12% over the next four year period and if this was to be applied proportionally to all Services would result in a further increase in the funding gap by 2020/21 to £542k. Therefore in order to meet the budget targets, there would need to be reduction in the cost of services for 2017/18 by 10%, rising to 20% in 2020/21.



The assets included within the scope of this report currently has a maintenance backlog of £4.78m which indicates there is a significant requirement for investment. The ability to access and service capital requirements is a key requirement in sustaining service delivery and avoiding a declining asset base.

**Table One: Service Funding Shortfall**

Year	MTFP Allocation £000	Expected Net Cost £000	Funding Shortfall £000's
2016/17	2,639	2,902	263
2017/18	2,598	2,906	308
2018/19	2,554	2,919	365
2019/20	2,509	2,934	425
2020/21	2,462	2,945	483

- Footnote – expected costs include; inflation at projected CPI rates, impact on demand of annual price increases of 2.5% and known current pressures. This does not take account of the impact of the significant investment required to maintain existing services.

### 2.2.2 Growth in Demand for the Services

However, declining budgets are just one of the challenges for the Council. Other challenges include demography, localism, the Well-being of Future Generations (Wales) Act and Inequality. Using demography as an example, life expectancies are rising across the country leading to an increased demand for public services. In Monmouthshire:

- The number of over 85 year olds will increase by 184% by 2036 yet the number of under 18s will decrease by 19% by 2036. This increased life expectancy will drive a greater complexity of need as older people are more likely to have medical conditions. And, with a decreasing number of younger residents there is likely to be a decrease in the potential for growth of the working age population, leading to a decrease in council tax income to pay for services.
- In addition both adult and childhood obesity is increasing in Wales, which will have a long term impacts on quality of life placing further pressure on public services.

### 2.2.3 Requirements of the Well Being of Future Generations (Wales) Act 2015

The Well Being of Future Generations (Wales) Act 2015, introduced by the Minister for Communities and Tackling Poverty sets out a framework for Welsh Public Authorities requiring them to show how they are working towards well-being goals that will ensure the needs of the present are met without compromising the ability of future generations to meet their own needs. The Act puts in place seven well-being goals that public bodies must work to achieve and take into consideration across all their decision-making as detailed in illustration one that follows. As a direct result of the Act any plans for the future delivery of Services will need to ensure that that the seven well-being goals are addressed.

## Illustration One: Seven Well-being Goals of the Well-Being of Future Generations (Wales) Act 2015



### 2.2.4 Rising Expectations of Service Users

Advances in customer services and technology also mean Service Users have higher expectations of public service and increasingly expect to:

- Interact with services 24/7 and access information and services through self-service platforms; Make appointments for face to face meetings at a time and location convenient to them;
- Receive a highly personalised service that addresses them as an individual and involves them in decision making;
- Experience a joined up service, both across Council Services and between the Council and its partner organisations.

All of this means that Service users will not be content with the Council's current service offer in the future. Although these advances will present opportunities for the Council to use new technologies to meet people's needs more effectively there is a clearly a need to ensure that every aspect of the Services are fit for future purpose.

### 2.2.5 How this Proposal will address the TLC Challenge

The Council has already made a number of changes to address these challenges focussing on improving efficiency, effectiveness and value for money in the Tourism Leisure and Culture (TLC) Services. For example:

- A successful 'Invest to Save' programme in Leisure Services whereby an investment of £250,000 in fitness suites lead to a return of £100,000 in the same year enabling on going and sustained growth in leisure memberships;

- Increasing commercial drive through innovation and enterprise whilst also increasing fitness levels, for example the introduction of the 'My Wellness' Cloud accounts;
- Optimising use of assets by broadening use such as offering visitor attractions as wedding venues and concert venues;
- Developing new and existing partnerships such as working with the Aneurin Bevan Trust by increasing participation in the National Exercise Referral scheme;
- Regular data and performance monitoring to measure success and inform business decisions leading to enhanced service delivery and customer benefits; and
- Innovation through better use of technology such as encouraging more Service users to take up Direct Debit payments for services

These changes have helped to deliver £1.65m of revenue savings and generated £17m of income however the Council has approached the limit of savings that can be achieved. There is therefore a need to consider new ways to deliver these Services whilst also ensuring that it continues to provide opportunities for local people to lead more active lifestyles.

In October 2015 Cabinet approved supplementary work to mobilise the TLC Services within the context that any proposals would still ensure that it continued to address its four key priorities of *Education, Protecting Vulnerable People, Supporting Enterprise, Entrepreneurship and job creation* and *Maintaining locally accessible service*. **Appendix One** details how the Services currently deliver against the Council's priorities.

Any proposal for a new Service Delivery model would therefore need to ensure that it not only continues to meet the Council's priorities but also provides enhanced opportunities to:

- Increase flexibility and agility in responding to needs and change;
- Freedom to market and trade its services;
- Improve Services through innovation and a culture of enterprise;
- Introduce new processes that reduce duplication of effort and increase use of technology and self-service, making it easier for residents to access services and obtain information and advice;
- Empower and motivate staff thus raising productivity;
- Access funding and tax efficiencies currently outside the scope of the Council; and
- Offer higher levels of engagement through collaboration.

Cabinet also agreed this work would consider a full range of Delivery Options which include:

- Doing Nothing;
- Transforming the Service in House;
- Moving the Services into an Alternative Delivery Model; and
- Outsourcing the Services to a Third Party.

### **3. Developing a new Delivery Option**

#### **3.1 Proposal Objectives**

The objectives of the proposal are to:

1. Consider the right mix of Services to be included in the proposal
2. To identify the best Delivery Option applying the lessons learned throughout the development of the proposal.

This Proposal needs to identify the best possible delivery option to help the Council address the projected £542k funding shortfall over the next four year period. This document presents the findings from the first phase of work undertaken by Anthony Collins Solicitors.

### 3.2 In Scope Services

The Tourism, Leisure and Culture Services in scope for this proposal include:

- Leisure, Fitness and Outdoor Education
- Youth services provision
- Countryside services
- Tourism Marketing, Development, Visitor Information provision, Arts and Events; and
- Management and marketing of Monmouthshire’s Visitor Attractions

Other services currently in scope but not being considered as part of this initial proposal include Community Adult Education and Museums. Although initially considered, a deeper assessment of these services has concluded that there is a considerable amount of service transformational work to be undertaken within the Council, prior to full consideration. This work will consider current service offer, premises, staffing ratios and funding.

It makes sense to bring these services together as having undertaken a service assessment, it is clear there are distinct synergies amongst them, confirming the rationale that bringing them together as one entity would have been benefits as illustrated in **Table Two** below :

**Table Two: Service Assessment**

Service Objectives	Strengths & Opportunities	Weaknesses and Risks
Supporting an active and healthy Monmouthshire and a healthy lifestyle.	Excellent facilities with a wide range of activities & programmes.	Deteriorating condition of key sites & infrastructure and reducing staff capacity to address these issues.
Raising the profile of Monmouthshire regionally, nationally and internationally with a view to increasing visitor spend and extending the visitor season.	Professional industry qualified & knowledgeable staff with a customer focused approach.	Investment needed to keep visitor offer fresh & encourage return visits.
A desire to become more financially sustainable by increasing visitor numbers, adding value to existing products and developing new products to attract new markets.	Proven ability to draw in funding with wider opportunities to develop joint funding bids with in scope Services to reduce duplication and maximise value against resource deployed.	Competition from neighbouring local authorities & private facilitators.
Providing learning experiences to enable young people to fulfil their potential as empowered individuals & members of communities.	Opportunities for coordinated & complementary marketing & new product development as part of a wider Monmouthshire Visitor Attractions & Museums Offer.	Pressure on budgets (expenditure), efficiency savings, inflated income targets.
Supporting volunteering to increase community participation levels and enhance service delivery.	Opportunities for further exploration of commercial concessions & partnerships & additional complementary services to enhance income streams.	Local Authority political & decision making processes can hamper innovation & creativity.

However the full scope of the Delivery Option will be decided at a later date, informed by which Services the Council will choose to release for transformation. Therefore the scope of the Delivery Option is likely to extend beyond the priority services for reform in the future and as such will need to be flexible enough to incorporate any future Service change proposals.

## 4. Proposal Methodology

### 4.1 Baseline Service Assessment

A baseline profile of in scope Services has been developed by Anthony Collins and associates bringing together information via a Due Diligence process which has included an analysis of:

- Service plans and budgets;
- Latent demand surveys for leisure services;
- Audience development and business plans for visitor attractions;
- Staff skills and gaps analysis;
- HR implications assessment including TUPE and future pension arrangements;
- VAT and tax implications summary;
- An assessment of legal structures and associated governance arrangements;
- State Aids Assessment;
- Growth and investment and income generation pipeline assessment; and
- Asset/leasehold transfer implications; and
- A full programme of staff and Service user engagement (see **Appendix Two**).

Best practice research was also carried out to find other Councils who have implemented innovative Delivery Options focusing on the in scope Services including [Vivacity](#) in Peterborough, [Newportlive](#) and [Torfaen Leisure Trust](#).

### 4.2 Delivery Options

In identifying a possible delivery option Anthony Collins identified and considered a range of Delivery Options for the Services, the full list of which can be found in **Appendix Three**. From this list Anthony Collins Solicitors have recommended **four Principle Delivery Options** for the Services have been identified, namely:

- Delivery Option One: Do Nothing
- Delivery Option Two: Transform the Services ‘in house’
- Delivery Option Three: Move the Services into an Alternative Delivery Model; and
- Delivery Option Four: Outsource the services to a third party.

**Table Three** below provides a more detailed overview of these four Principle Delivery Options:

**Table Three: Principle Delivery Options**

Delivery Option	Description	Type of Organisation
<b><u>One:</u></b> Services remain in house	Services will continue to operate ‘in house’ in accordance with the existing service delivery model	In House
<b><u>Two:</u></b> Transform the Services in house	The broad service delivery model remains the same however the Council would need to engage in a full service review to identify how the services could be delivered more efficiently and effectively to deliver the savings requirements.	In House
<b><u>Three</u></b> Move the Services into an Alternative Delivery Model	A <b>group structure</b> made up of different types of models as described in Table Three above. This structure will enable flexibility in the future should there be an appetite for community engagement and or service user ownership which could be delivered through a more co-operative or	Three different models of the group structure:  A Local Authority trading company or ‘Teckal’ company operating to service the Council’s needs, an ‘internal’

	<p>joint venture.</p> <p>In establishing its group structure the Council will need to consider what type of legal entities best serves its aims e.g. Community Interest Companies, Company limited by shares, Company limited by guarantee, Community Benefit Society or Charitable Incorporated Organisation.</p> <p>These options will be given full consideration should Management Option Three be approved.</p>	<p>facing company.</p> <p>As Teckal companies are only able to generate 20% of their income from other sources a <b>trading company</b> will conduct 'external' facing, trading activities.</p> <p>A <b>charitable company</b> will enable certain services to benefit from other charitable sources/donations to presently accessible to the Council. It may enable business tax relief and would enable the other companies in the group to 'gift aid' profits to be reinvested in charitable purposes, thereby mitigating the impact of corporation tax charges.</p>
<p><b>Four:</b></p> <p><b>Outsource the services to a third party</b></p>	<p>The Council would no longer operate the Services directly but would commission a third party (or parties) to deliver the Services. The Council's role would be to contract manage the delivery and the Council would remain responsible to its citizens for the Service they receive which might cause issues in ensuring the Council and Welsh Government's priorities for Service delivery are met although adequate contract provisions could prevent this.</p> <p>Any future Service changes need to be covered in the original procurement to ensure they are lawful which cause inflexibility although could be covered by adequate contract provisions but may result in a higher budget for the Services, inhibiting the Council from making the savings.</p>	<p>A Commercial Organisation would operate the Services commercially; the Council would have no control over the operation.</p> <p>Not all of the Services would be attractive to a commercial organisation e.g. some attractions would carry associated costs which may make them difficult to procure.</p> <p>Staff TUPE costs and risks along with pension liabilities may limit interest from bidders which could lead to the main bidders being charitable or non-profit organisations which may not have the commercial expertise or the balance sheet strength to take on the Services.</p>

## 5. The Vision for a new Delivery Option

### 5.1 The Vision

Any new Delivery Option for the Services is based on a shared responsibility between the Council and the Communities that it serves. There will therefore be a need to ensure that it meets the Council's four key priorities whilst also providing enhanced opportunities to:

- Increase flexibility and agility in responding to needs and change;

- Freedom to market and trade its services;
- Improve Services through innovation and a culture of enterprise;
- Introduce new processes that reduce duplication of effort and increase use of technology and self-service, making it easier for residents to access services and obtain information and advice;
- Empower and motivate staff thus raising productivity;
- Access funding and tax efficiencies currently outside the scope of the Council; and
- Offer higher levels of engagement through collaboration

## **5.2 How would a new Delivery Option work?**

Any new Delivery Option will need to deliver a greatly improved service for Monmouthshire Service users. It will need to improve what is currently done in terms of the customer service experience and even more importantly how its culture and working practices:

## **5.3 Customer Experience**

Any new Delivery Option will need to deliver a greatly improved service for Monmouthshire's communities, providing a service that is:

- Responsive to Customer Needs – any issues should be resolved quickly;
- Joined up with other agencies – if someone needs to be referred to the National Exercise Referral Scheme they should receive a joined up, seamless response;
- Effective – visitors should leave Service areas feeling satisfied having had a worthwhile experience;
- Focused on continual improvement – Service users should feel their views are being listened to if they feel the Service can be improved.

## **5.4 Culture Change**

In order to deliver the best for Monmouthshire's Communities culture change will be required at an individual, team and organisational level. To support culture change Service staff will need to learn and practice new skills, receive feedback and have opportunities to continually develop their confidence and ability through peer support and supervision. This will enable staff in any new Delivery Option to develop outcomes-based support plans and to manage Service Users expectations through clear and positive messaging. Working outside previously 'siloes' Service areas will assist this.

## **5.5 Staff Teams**

Strong staff teams will need to be nurtured to support and motivate each other to persevere as the new culture develops. Maintaining motivation within teams as they learn to work differently and in more challenging ways will also require strong leadership.

## **5.6 Working with partner organisations**

The culture of how any new Delivery organisation interacts with the community and voluntary organisations will also need to change. Councils can often be seen as the key decision maker as they control funds and therefore make decisions unilaterally which often does not foster a culture of collaboration. Any new Delivery organisation will need to act differently in order to motivate the voluntary sector to work with it and will need to build partnership based on trust and transparency.

The Council will also need to be prepared to take a low profile in terms of the branding and 'ownership' of any new delivery option. To realise the benefits it must be designed, implemented and owned by all partners.

## **5.7 Service Users**

The success of any new Delivery Option will also depend upon the willingness of service users to re-think their expectations and interact with the Services in a different way. With this in mind a 'What Matters'

consultation will be carried out with Service Users as well as an assessment of previous consultations to establish trends, changes in service delivery and how services have responded to community need to date in order to establish a baseline for future service interaction (further details can be found in **Appendix Two: Engagement Process**).

## 6. Assessment of the Delivery Options and their Potential Impact

In assessing the benefits that a new Delivery Option could deliver to the Council a full list of assessment criteria has been developed which can be found below, however there are two features of any new Delivery Option that make the speed and scale of the benefits less certain:

- The success of any new Delivery Option will depend heavily upon the culture change and the extent to which staff, residents, service users and partners are prepared to embrace it; and
- Any new Delivery Option will influence demand for Council funded services but it cannot control it. Uncertainty will always surround how much demand there will be the TLC Services in the future.

These caveats withstanding, the pros and cons of each of the four delivery options recommended by Anthony Collins have been detailed below:

- Delivery Option One: Do Nothing;
- Delivery Option Two: Transform the Services ‘in house’;
- Delivery Option Three: Move the Services into an Alternative Delivery Model; and
- Delivery Option Four: Outsource the services to a third party

These options have been measured against criteria as determined in **Table Four** that follows which have been grouped in order to assess the strategic, economic, commercial, financial and management case for change, further analysis of which will follow.

**Table Four: Assessment Criteria**

Assessment Criteria	Description
<b>STRATEGIC CASE</b>	
<b>Council Priorities</b>	Ability of the Delivery Option to achieve the Council’s priorities set out in the Single Integrated Plan.
<b>Engagement</b>	If there are any requirements to undertake consultation before implementation, e.g. staff, stakeholders, the public.
<b>ECONOMIC CASE</b>	
<b>Sustainability</b>	How the Delivery Option allows the Services to be sustainable and for delivery to continue over the period of 2016/17 to 2021/22.
<b>COMMERCIAL CASE</b>	
<b>Service Improvement</b>	How the Delivery Option could allow for improvement of and innovation in the Services.
<b>Experience</b>	The skills and experience of the Council in relation to the Delivery Option.
<b>STAFF SATISFACTION</b>	
<b>Staff</b>	The effect on staff engaged in the provision of the services (including the application of TUPE).
<b>FINANCIAL CASE</b>	
<b>Savings</b>	The contribution that the Delivery Option can make to the Council meeting to fund the key services.
<b>MANAGEMENT CASE</b>	
<b>Cost/Resources</b>	The costs to the Council associated with implementing the Delivery Option and the additional resources that will likely be required, and/or any costs benefits in implementing the option (e.g. the ability to generate income).
<b>Time</b>	The timescales for implementation of the Delivery Option. The Council ideally needs the Delivery Option implemented by 1st September 2017.



## 6.1 Ability of the Delivery Options to meet Monmouthshire County Council and National Strategic Objectives

The ability of each of the four Delivery Options to meet the Council and National Strategic Priorities has been assessed along with any requirements to undertake consultation before implementation, e.g. staff, stakeholders, the public.

Clearly the option to ‘**Do Nothing**’ would require no immediate change in council priorities or engagement activities however ‘**Transformation in house**’ may result in statutory services being prioritised over the TLC Services which could be a risk to any transformation process and therefore would require full service reviews and consultation to assess the impact on the people of Monmouthshire.

Analysis of the other two delivery options is more complex and therefore detailed in the tables below:

**Table Five: Assessment of Delivery Options: Ability to meet Strategic Objectives and Engagement Requirements**

Ability to Meet Council Priorities	Transfer to ADM	Outsource to Third Party
<b>Pros</b>	<ul style="list-style-type: none"> <li>• Opportunity to adjust services via the LA owned TECKAL company</li> <li>• Would still have adherence to various key drivers and Acts.</li> </ul>	<ul style="list-style-type: none"> <li>• Need to ensure expectations are clearly set out and the company is accountable.</li> </ul>
<b>Cons</b>	<ul style="list-style-type: none"> <li>• For the ADM to succeed must be and an acceptance that more commercial activity can sometimes cause conflict, focus of the ADM would be on sustainability and growth.</li> </ul>	<ul style="list-style-type: none"> <li>• Council one step removed from delivery may cause issues in ensuring the Council’s vision for the Services is delivery.</li> <li>• Can be mitigated by ensuring that adequate contract management provisions are included in the contract(s).</li> <li>• Could be reputation damage to the Council or a feeling from Service Users of selling out of responsibilities.</li> </ul>
<b>Engagement Requirements</b>		
<b>Pros</b>	<ul style="list-style-type: none"> <li>• Council needs to consider if it has sufficient information to assess the impact of the change on the people of Monmouthshire. If not, then there may be a need to consult.</li> <li>• Transferring service delivery to third party means third party needs to access assets (e.g. buildings) associated with the Services. Council to undertake a State aid analysis on any provision of assets – this is most likely to be relevant to the trading company and the charitable entity because the Teckal entity will be treated like an in-house department.</li> <li>• In the event of asset transfers appropriate protections/restrictions on use would need to be included to protect continued public use.</li> <li>• State aid considerations apply to any</li> </ul>	<ul style="list-style-type: none"> <li>• Council would no longer operate the Services directly but would commission a third party (or parties) to deliver the Services. Council’s role would be to contract manage delivery and would remain responsible to the people of Monmouthshire for the service they receive.</li> <li>• Given the nature of the Services, there may be a need to consult on the nature of the specification/procurement model to ensure that the needs of service users are taken into account.</li> <li>• Additional market engagement to ensure Council goes out to the market with an attractive proposal.</li> <li>• Transferring service delivery to a third party means third party needs to access assets (e.g. buildings) associated with the Services. Council would need to build into</li> </ul>

	<p>support (services or financial) that the Council would make available the entities providing services to the “market”.</p> <ul style="list-style-type: none"> <li>• In the context of property the Council needs to ensure that any disposal achieves best consideration.</li> </ul>	<p>the procurement process, what it is making available and on what terms. Asset transfers are unlikely in a procurement context but consideration should be given to leases/licences. Council must undertake a State aid analysis on any provision of assets – making clear the assets available in the procurement process should mitigate this. In the context of property the Council needs to ensure that any disposal (which could include a lease) achieves best consideration.</p>
		<ul style="list-style-type: none"> <li>• Not all Services would be attractive to commercial operators. Some (e.g. Leisure) would be easy to outsource as there is a long history and a relatively mature market but some less attractive due to associated costs and risks which might make them very difficult to procure e.g. Caldicot Castle.</li> <li>• TUPE costs and risks along with potential pension liabilities may limit interest from bidders, could lead to the main bidders being charitable or non-profit organisations which may not have the commercial expertise or the strength of balance sheet to take on the services.</li> <li>• The ADM could develop innovative and creative new partnerships with commercial operators, whereas it is more difficult to specify the development of such arrangements through procurement.</li> </ul>

## 6.2 Economic Case for change

In assessing the economic case for change in terms of the best and future needs of the service and optimal value for money sustainability is the key issue.

Clearly the ‘Do Nothing’ option is not sustainable as in the absence of savings or alternative funding sources the Council will not be able to sustain the Services. There will be no scope of improvement which will result either in significant service reduction and/or the end of Service provision.

If Services are to be transformed ‘In house’ then a full Service review may result in some savings/income generation which may in turn, make the Services more sustainable. However, to make the Services sustainable a Council backed Investment strategy underpinned by financial commitment would be required in order to improve the building stock, equipment and maintenance budgets. It is therefore accepted that a level of improvement to the delivery of the Services may be achieved through the full service review however this is unlikely to be at a level to achieve the overall savings target. Therefore service reductions remain highly likely with consequent staff reductions.

There is therefore a need to consider the pros and cons of transferring the Services into an ADM or outsourcing to a third party as detailed in **Table Six** that follows:

**Table Six: Assessment of Delivery Options – Economic Case for Change**

Assessment of Sustainability	Transfer to ADM	Outsource to Third Party
<p><b>Pros</b></p>	<ul style="list-style-type: none"> <li>• Establishing the Group presents the Council with the greatest opportunity to:               <ul style="list-style-type: none"> <li>(a) refine the delivery of Services Council through the Teckal company ensuring it is done effectively and efficiently to contribute to the savings target;</li> <li>(b) ensure the continued delivery of certain aspects of the Services by taking a more commercial approach through the trading company and access funding pools not available to the Council, to a charity or to the Teckal company;;</li> <li>(c) preserve the non-commercial delivery of certain of the Services through the charitable entity which will have the ability to bid for different sources of funding and potentially benefit from Gift Aid (the Council is not currently able to do this).</li> </ul> </li> <li>• Splitting the Services across these different delivery vehicles should help sustain the Services overall and allow (to the extent permitted) some level of cross subsidy.</li> <li>• Income generation through the trading arm, and the additional sources of funding that ADMs provide should ensure that the Services continue.</li> <li>• Early work on income generation suggests that there is scope to bring in significant new funding to the Services. To do this will require a substantial level of investment – again the ADM would have access to sources of social capital that are not available to the Council.</li> <li>• ADM would not necessarily be required to distribute profits to shareholders. It should consequently have a trading advantage over commercial competitors.</li> </ul>	<ul style="list-style-type: none"> <li>• Private sector efficiencies (e.g. economies of scale) might reduce operating costs and contribute to savings.</li> <li>• Companies would commit to operating cost and levels of operational delivery levels at the commencement of the contract so there would be a level of confidence built into the agreement.</li> </ul>
<p><b>Cons</b></p>	<ul style="list-style-type: none"> <li>• Risk that income generation will not be as forecasted and that the Group will become loss making. If this happens then the Council would need to look at other options to compensate.</li> </ul>	<ul style="list-style-type: none"> <li>• Private sector will price in risk and profit elements may result in a higher budget for the Services. This would not allow the Council to achieve savings. Could be mitigated by including requirements for income generation/sharing within the contract(s). Failure to generate sufficient income then the risk could potentially be shared with the contractor(s).</li> </ul>

### 6.3 Commercial Opportunities

Given the ‘Scale of the Challenge’ from a budgetary perspective i.e. a projected reduction in Services of 20% by 2020/21 the need to identify new Delivery Options to enable commercial opportunities is a key driver in the case for change. Alongside this is the need for service improvement whilst also considering service delivery experience to enable the best chance of success.

#### The ‘Do Nothing’ Option

In assessing the ‘Do Nothing’ option Services staff are professional, industry qualified and knowledgeable and have continued to deliver service improvements, having already contributed over £1.65m of revenue savings and generated over £17m of income to date. However there are no more efficiencies to make and the ability to deliver further improvements over the future years is limited. In the absence of savings or alternative sources of funding the Council will not be able to continue to fund the Services ad infinitum resulting in service reduction or withdrawal and consequently no scope for service improvement nor to deliver in a more commercial manner.

#### Transforming Services in House

There is the potential for some level of service improvement arising from the full service review and investment will be required from the Council to underpin the development of new delivery methods. Transforming services inside the Council does give rise to opportunities to improve understanding of cost, data and Performance Indicators and to build on driving a business culture. However working within the existing confines of the Services and Council operations could mean that the level of service improvement is inhibited when compared with the ADM model particularly as the Council is limited in the sources of funds that it can access and in the amount and types of trading that it can carry out. This therefore reduces the range of potential ways in which services might be developed and delivered in future. In order to survive and thrive, the Services need to be commercial in its approach, fleet of foot, able to adapt quickly to trend and customer demand. They also need access to a continued level of investment and maintenance when required and an ability to be proactive and make business decisions quickly to increase income opportunities, at present decision making can be a lengthy process (although normally positive and supportive).

In comparison the pros and cons of transferring the Services into an ADM or outsourcing to a third party are detailed in **Table Seven** below:

**Table Seven: Assessment of Delivery Options – Commercial Opportunities**

Assessment of Commercial Opportunities	Transfer to ADM	Outsource to Third Party
<b>Service Improvement</b>		
<b>Pros</b>	<p>Moving to the Group structure outside of the Council’s normal processes should enable greater flexibility, innovation and agility in responding to the changes of the future.</p> <p>The group structure would allow the staff to develop a more radical approach to the management and operation of Services, breaking down silos and developing cross cutting expertise in more commercial service provision and marketing. It would become a lean, efficient and highly motivated organisation.</p> <p>The new entity would be free to market services to two target audiences:</p>	<p>Service improvement targets could be built into the contract(s). Use of the private sector might delivery innovation in the delivery of the Services.</p> <p>To be assured of innovation and commitment on investment a long contract would be required.</p>

	<p>1. the 2 million plus annual visitors to the county</p> <p>2. other local authorities, public and private bodies</p> <p>These audiences offer the potential of new income into the county from outside, which can be used to sustain services for the residents of Monmouthshire.</p>	
<b>Service Delivery Experience Pros</b>	<p>Once a decision is taken to establish the Group, then set up of the entities can be achieved more quickly than a procurement process.</p> <p>The external professional advisers for this project are already in place and so there is no need to procure additional support.</p> <p>The Council will need to consider if for example it enters into a time limited management contract with a third party which has commercial expertise. This may involve a procurement exercise and staffing issues.</p>	The Council has experience of procurement processes. Additional external support can be obtained where needed.
<b>Service Improvement</b>		
<b>Cons</b>	<p>The Council would be removed from the day to day operation of the services to varying degrees. It would have influence on the two companies (and in particular the Teckal company) but there would be much lighter touch involvement in the operation of the charity. This would be a culture change for the Council but will enable the benefits set out in this analysis to be achieved.</p> <p>Although the Council would not be involved in day to day operation, in the minds of the people of Monmouthshire it would still be responsible for the Services. The reputational risks need to be appropriately protected against. The Council's involvement in the establishment and governance arrangements should contribute to these protections.</p>	<p>The Council is one step removed from delivery which might cause issues in ensuring the Council's vision for the Services is delivery. This can be mitigated by ensuring that adequate contract management provisions are included in the contract(s).</p> <p>Any future changes to the Services need to be covered in the original procurement to ensure that they are lawful. Given the uncertainty that currently exists in the public sector this could cause inflexibility. This can be mitigated with a suitable procurement process and detailed contract change provisions.</p> <p>If a long contract is offered there is a risk that the quality and expectations of Council and Communities are not being represented. There would be a cost to client management and potential reputation damage</p>
<b>Service Delivery Experience Cons</b>	<p>Whilst the establishment of the entities can be achieved comparatively quickly, creation of plans and alignment of governance requirements may take longer.</p> <p>This is a new area for the Council and so external advice is required – legal, tax, business management etc.</p> <p>This option will require a large amount of officer time to ensure that the plans for “go live” are in place and that as smooth a</p>	The Council is not experienced in full service procurement processes. Additional external support will need to be obtained where needed.

	<p>transition as possible can be achieved. Elements of the work for options 2) and 4) – specifications, service review are needed.</p> <p>Establishment costs need to be factored into the savings across the five year period. This means the entities need to generate income in excess of that set out above – £2million to £2.5million.</p> <p>If the new entity secures capital investment, the costs of this money also need to be taken into account.</p>	
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#### 6.4 Staff Satisfaction

Staff are key to the success of any organisation and the Council will not make a decision that will put staff in jeopardy. It is therefore essential that the four Delivery Options are considered carefully when it comes to staff satisfaction.

##### The ‘Do Nothing’ Option

Initially the ‘Do Nothing’ option would appear to be the more stable and familiar environment for staff because there is no immediate change to their circumstances. However, as time goes on the questionable sustainability of the services due to the austerity measures may lead to staffing issues as staff could be at risk of redundancy and the Council will bear the associated costs. This lack of long term stability will therefore impact upon staff morale and emotional wellbeing as staff in services where there is little scope to do things differently will become frustrated with their lack of urgency to do anything except manage decline.

##### Transforming Services in House

Again, this option may initially provide a familiar and stable environment for staff however a full service review may also result in some level of unease amongst staff pending the publication of the results. In addition, a shortfall in meeting the savings requirements may result in service reductions and consequently staff reductions, this lack of long term stability will inevitably impact upon staff morale and emotional wellbeing as staff may be frustrated by a process which limits their capacity to innovate and develop new ways of working.

In comparison, the pros and cons of transferring the Services into an ADM or outsourcing to a third party are detailed in **Table Eight** below:

**Table Eight: Assessment of Delivery Options – Staff Satisfaction**

Assessment of Staff Satisfaction	Transfer to ADM	Outsource to Third Party
Pros	<p>Staff would be freed (to an extent) from local authority process and timescales resulting in more innovative working. Local authority pay restrictions would not apply and this could result in staff incentive pay to drive performance which would need to be factored in to the income generation to ensure there is no risk to meeting the savings.</p>	<p>Moving to the private sector could provide new opportunities for staff and exposure to new ways of working. Staff would be freed from public sector pay restraints however wage growth would need to be factored into the financial assessment and measured against the savings requirements.</p>

<b>Cons</b>	Staff would likely transfer to the new entities under TUPE which may cause staff unease and uncertainty. However this can be mitigated by information provision and involvement in the process design. There is a need to engage with relevant staff unions and time will need to be allowed for any transfer under TUPE and the necessary consultation.	Staff would most likely transfer under TUPE to the new provider(s). [A separate note has been prepared by Anthony Collins on TUPE procedures and timescales.]  This transfer might result in unease (moving from the public sector into the private sector) and a lack of stability. Comprehensive engagement and information provision should help allay concerns. The relevant staff unions should be engaged with.
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### 6.5 Financial Savings

Given the scale of the revenue savings already made and the fact that there are no more efficiencies to be made - the ability of the proposed new Delivery Options to deliver financial savings is key, particularly given the 12% funding gap and 20% reduction in services already predicted in order to meet current budget targets.

#### The 'Do Nothing' Option

Under current operating conditions some aspects of the Services are assisted by wider budgets held across larger Council portfolios. However, operating under the existing model and with no changes in the Services, will not enable the Council to meet its savings targets therefore, unless other funding sources become available the Council will experience a funding shortfall and Services will become unsustainable. At present year after year, budgets are being cut and there is limited investment in non- statutory services. Areas such as tourism, leisure, museums are struggling to keep open and will need to close in some instances to make savings required therefore the 'Do nothing' option is not an option if savings are to be made.

#### Transforming Services in House

A Services review may result in savings/income generation and the Council also has a good track in attracting grants. This could lead to more efficient systems with Services running in a more business-like fashion leading to financial savings. A Services team restructure will also bring services together rather than working independently. However, the savings generated through a service review are unlikely to meet the savings target in full given the reductions in budgets that have already been experienced; there will therefore be a need for further service reductions to meet any shortfall. While there is scope for income generation, the Council will not be able to take full advantage of this given its limited ability to generate a profit. In addition, Monmouthshire's relatively small population of circa 92,000 means that the Council would have to generate approximately £6 per head per year in charges, to cover the income lost from service budgets – i.e. to get the same level of services they receive now. This is likely to be politically unpalatable and practically unrealistic.

In comparison, the pros and cons of transferring the Services into an ADM or outsourcing to a third party are detailed in **Table Nine** below:

**Table Nine: Assessment of Delivery Options – Financial Savings**

<b>Assessment of Financial Savings</b>	<b>Transfer to ADM</b>	<b>Outsource to Third Party</b>
<b>Pros</b>	Establishing the Group ADM presents the Council with the greatest opportunity to: (a) refine the delivery of Services back to the Council through the Teckal company to contribute to the savings target; (b) ensure the continued delivery of certain aspects of the Services by taking a more commercial approach through the trading company and access funding pools	Private sector economies of scale might reduce operating costs & contribute to savings.  If private sector tendered for business savings and investment for infrastructure and risk would fall to the contractor.  If the outsourcing is a success other services could be commissioned to provide savings in

	<p>not available to the Council, to a charity or to the Teckal company;;</p> <p>(c) preserve the non-commercial delivery of certain of the Services through the charitable entity which will have the ability to bid for different sources of funding and potentially benefit from Gift Aid (the Council is not currently able to do this).</p> <p>Splitting the Services across these different delivery vehicles should help sustain the Services overall and allow (to the extent permitted) some level of cross subsidy.</p> <p>Income generation through the trading arm, and the additional sources of funding that ADMs provide should ensure that the Services continue.</p> <p>Early work on income generation suggests that there is scope to bring in significant new funding to the Services. To do this will require a substantial level of investment – again the ADM would have access to sources of social capital that are not available to the Council.</p> <p>The new ADM would not necessarily be required to distribute profits to shareholders. It should consequently have a trading advantage over commercial competitors.</p> <p>The new ADM if established could be a platform/landing base or opportunity for further services in the future if providing the correct culture, opportunities and efficiencies</p>	<p>the future.</p>
<p><b>Cons</b></p>	<p>There is a risk that income generation will not be as forecasted &amp; that the Group will become loss making. If this happens then the Council would need to look at other options to compensate.</p> <p>Charging for services (or charging more for services than is currently the case) is unlikely to be popular with Monmouthshire residents.</p> <p>Depending on the relationship and contract with the Council the savings should be locked in meaning that additional whole authority cuts would not be available to services inside the ADM.</p>	<p>The private sector will price in risk and profit elements, this may result in a higher budget for the Services. This would <u>not</u> allow the Council to achieve savings. This could be mitigated by including requirements for income generation/sharing within the contract(s). If there was a failure to generate sufficient income then the risk could potentially be shared with the contractor(s).</p>



## 6.6 Management Case

Finally, in evaluating the management case of each of the four Delivery Options with a view to determining which of them are most achievable and can be delivered in accordance with accepted best practice the criteria for time, cost/resource have been assessed.

### The 'Do Nothing' Option

As the Services Business Plans and Performance Indicators are timed into the political and financial cycles which are expected in delivering services inside Local Authority there is no impact in terms of timing. An element of staff consultation has been completed regarding the Delivery Options including a due diligence exercise and “what matters” consultations with customers and staff and stakeholders including unions. This process has been ongoing for nine months since the start of the proposal assessment process and will continue over the coming months.

### Transforming Services in House

Resources will need to be allocated to undertake the full service review however these will be considerably less resources than those needed to implement the ADM model or to undertake a public procurement process. The services have been under review for many years and various plans and recommendations are in need of implementation, in some cases these are connected to cost and funding bids. If transformation inside the Council is the preferred option then the time required to investigate would be increased as other aspects of council plans and procedures impact on the end service delivery such as websites, systems and procedures outside the gift of the service management team.

As detailed above an amount of consultation has already been completed for all Services however this will need to be extended in order to undertake a full Services review. Some service transformation is likely to be completed by the teams and managers but to continue without additional resources whilst operating services would be a massive challenge.

In comparison, the pros and cons of transferring the Services into an ADM or outsourcing to a third party are detailed in **Table Ten** below:

**Table Ten: Assessment of Delivery Options – Management Case**

Assessment of Management Case	Transfer to ADM	Outsource to Third Party
<b>Pros</b>	<p>Once a decision is taken to establish the Group, then set up of the entities can be achieved more quickly than a procurement process.</p> <p>The external professional advisers for this Delivery Option are already in place so there is no need to procure additional support.</p> <p>The Council will need to consider if it needs to tender support for a partner with commercial expertise. This may involve a procurement exercise and staffing issues.</p> <p>An amount of consultation has been completed for all services including due diligence, “what matters” to customers and staff and stakeholders. This process has been ongoing for 9 months since the start of the project and will continue over the</p>	<p>Costs are likely to be less than with the move to an ADM, unless a complex procurement route is chosen. The resources needed will vary depending on the procedure chosen.</p> <p>An amount of consultation has already been completed over the last nine months and will continue over the coming months.</p>

	<p>coming months.</p> <p>The initial work undertaken and team's research into establishing a new way of delivering services has already been agreed by the Council. The services are already starting to collaborate to ensure all tasks and engagement costs are minimised.</p>	
<b>Cons</b>	<p>Whilst the establishment of the entities can be achieved comparatively quickly, creation of plans and alignment of governance requirements may take longer.</p> <p>This is a new area for the Council and so external advice is required – legal, tax, business management etc.</p> <p>This option will require a large amount of officer time to ensure that the plans for “go live” are in place and that as smooth a transition as possible can be achieved.</p> <p>Establishment costs need to be factored into the savings across the five year period. This means the ADM needs to generate income in excess of that set out above – £2million to £2.5million.</p> <p>If the ADM secures capital investment, the costs of this money also need to be taken into account.</p>	<p>Undertaking a procurement process could take upwards of nine months from start to award (with implementation time in addition). There is a requirement for a significant amount of work prior to publication of an advert. As noted, there may be requirements for market and service user engagement prior to advertisement. This timescale assumes a simple procurement process (absent any dialogue with tenderers). Using one of the more complex procurement procedures may result in more innovative and tailored solutions but will take longer and cost more (in terms of internal and external support).</p> <p>Procurement can be an expensive process – albeit with much of the costs hidden. The procurement costs of a single open tender were estimated at c£45,000 (of which £8,000 was borne by the public sector employer) in 2011/12, in research conducted by the Centre for Economics and Business Research.</p> <p>If contractors fail the Council is left with a costly process of taking services back in house.</p>

## 7. Overall assessment of Delivery Options

Clearly each of the four delivery options carries with it some key differences, advantages and disadvantages. **Table Eleven** offers an overview of the key areas, key benefits and disadvantages of each of the four delivery options and an indication of the financial implications to ease an overall assessment.

**Table Eleven: Overall Assessment of the Four Delivery Options**

Do Nothing		
Benefits	Disadvantages	Financial Implications
<ul style="list-style-type: none"> <li>• Council experienced at delivering services;</li> <li>• Services have continued to deliver improvements over the past years and have performed strongly but their ability to deliver further improvement is limited;</li> <li>• Stable option for staff ;</li> <li>• Full control of Service delivery.</li> </ul>	<ul style="list-style-type: none"> <li>• Council will be unable to meet savings targets unless other funding sources become available;</li> <li>• Limited investment could result in service reduction or some Services needing to close to make savings required;</li> <li>• No scope for service improvement;</li> <li>• Lack of long term</li> </ul>	<ul style="list-style-type: none"> <li>• Projected reduction in Services of 20% by 2020/21</li> </ul>

	<p>sustainability could impact on staff morale;</p> <ul style="list-style-type: none"> <li>• Lack of freedom to operate to full commercial advantage;</li> <li>• Other council priorities may take precedence leading to further service decline;</li> <li>• Although predominantly supportive decision making can be lengthy when services need to be fleet of foot and able to adapt quickly to trend and customer demand;</li> <li>• Limited opportunities to grow Service delivery.</li> </ul>	
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<b>Transform In House</b>		
<b>Benefits</b>	<b>Disadvantages</b>	<b>Financial Implications</b>
<ul style="list-style-type: none"> <li>• Opportunity to restructure teams and structures to bring Services together;</li> <li>• May result in savings/income generation. MCC also has a good track in attracting grants;</li> <li>• Could lead to more efficient systems and running council services like a business with a more commercial feel;</li> <li>• Opportunities to improve understanding of cost, data and PI's and build on driving a culture of business.</li> <li>• Investment strategy &amp; commitment backed by MCC would be required to ensure services remain sustainable, building stock improved along with equipment and maintenance budgets;</li> <li>• Resources needed to enable review however these will be considerably less resources than those needed to implement the ADM model or to undertake a public procurement process;</li> <li>• Implementation of previous reviews required cost implications &amp; funding bids required;</li> <li>• May result in some level of unease amongst staff pending the publication of the results.</li> </ul>	<ul style="list-style-type: none"> <li>• Council priorities must be to deliver statutory services so if budgets are prioritised the ability to keep services funded and open to the level required for transformation is at risk;</li> <li>• Savings generated unlikely to meet the savings target in full given previous service reductions leading to staff reductions;</li> <li>• Limited scope for additional income generation due to profit restrictions on a LA;</li> <li>• Limited funding sources reducing the potential for service redevelopment and delivery;</li> <li>• Impact of review on others aspects of the Council i.e. websites, systems and procedures ;</li> <li>• Lack of long term stability impacting upon staff morale and emotional wellbeing;</li> <li>• Staff may be frustrated by a process which limits their capacity to innovate and develop new ways of working.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Savings unlikely to meet the target in full given the reductions in budgets that have already been experienced;</li> <li>▪ Further service reductions required to meet any shortfall therefore projected reduction in Services of 20% by 2020/21;</li> <li>▪ While there is scope for income generation, the Council will not be able to take full advantage of this given its limited ability to generate a profit.</li> </ul>

<b>Move Services to an Alternative Delivery Model</b>		
<b>Benefits</b>	<b>Disadvantages</b>	<b>Financial Implications</b>
<ul style="list-style-type: none"> <li>• Council could adjust services via the LA owned TECKAL company ;</li> <li>• Will enable greater flexibility, innovation and agility ;</li> <li>• Opportunity to refine Services to enable savings;</li> <li>• More commercial approach, opportunity to bring in significant additional funding outside scope of the Council;</li> <li>• Investment required in Services but ADM could access sources of social capital not available to the Council;</li> <li>• Enable staff to develop commercial service provision and marketing becoming a lean, efficient and highly motivated organisation;</li> <li>• Not necessarily required to distribute profits to shareholders so trading advantage over commercial competitors;</li> <li>• Could be a landing base for further services in the future;</li> <li>• Ability to market services to other sectors generating new income to sustain services for Monmouthshire residents;</li> <li>• Local authority pay restrictions would not apply and this could result in staff incentive pay to drive performance – this would need to be factored in to the income generation to ensure there is no risk to meeting the savings.</li> </ul>	<ul style="list-style-type: none"> <li>• Council priorities would be adhered to but commercial activity could cause conflict as focus of the ADM would be on sustainability and growth;</li> <li>• Risk that income generation will not be as forecasted &amp; that the Group will become loss making;</li> <li>• Council removed from the day to day operation of Services although would have influence particularly in the Teckal company;</li> <li>• Establishment costs need to be factored into the savings across the five year period. This means the entities need</li> <li>• Staff would likely transfer under TUPE, unions to be engaged to reduce any unease and uncertainty.</li> </ul>	<ul style="list-style-type: none"> <li>• £231k per annum savings from business rate relief;</li> <li>• Potential for additional efficiencies and income generation;</li> <li>• Potential for donations, legacies, gift aid, etc.</li> </ul>

<b>Outsource Services to Third Party</b>		
<b>Benefits</b>	<b>Disadvantages</b>	<b>Financial Implications</b>
<ul style="list-style-type: none"> <li>• May reduce operating costs &amp; contribute to savings;</li> <li>• Short term risk would fall to the contractor ;</li> <li>• May deliver innovation in the delivery of the Services.</li> <li>• An amount of consultation</li> <li>• Transferring service delivery</li> <li>• Moving to the private sector could provide new opportunities for staff and exposure to new ways of working. Staff would be freed from public sector pay restraints. Wage growth would need to be factored into the financial assessment and measured against the savings requirements;</li> </ul>	<ul style="list-style-type: none"> <li>• Council would no longer operate the Services yet would remain responsible to residents for the service they receive;</li> <li>• Could be reputation damage to the Council or a feeling of selling out responsibilities;</li> <li>• Not all Services will be attractive to a private sector contractor s so may still remain in house;</li> <li>• Private sector will price in risk and profit elements, this may result in a higher budget for the Services also profits will be distributed outside the County;</li> <li>• Any future changes to the Services need to be covered in the original procurement ,</li> </ul>	<ul style="list-style-type: none"> <li>• May achieve £231k per annum savings from business rate relief depending on nature of business;</li> <li>• Potential for additional efficiencies and income generation;</li> </ul>

	<p>given the uncertainty that currently exists this could cause inflexibility;</p> <ul style="list-style-type: none"> <li>• Undertaking a procurement process could take upwards of nine months from start to award (with implementation time in addition);</li> <li>• Procurement can be an expensive process;</li> <li>• If contractors fail the Council is left with a costly process of taking services back in house;</li> <li>• Council has limited experience of full service procurement processes. Additional external support will need to be obtained ;</li> <li>• The TUPE costs and risks along with potential pension liabilities may limit interest from bidders;</li> <li>• ADM could develop innovative and creative new partnerships with commercial operators, whereas it is more difficult to specify the development of such arrangements through procurement;</li> </ul>	
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**8. Recommendations and Next Steps**

**8.1 Recommendations**

The next stage is to give full consideration to the contents of this proposal and to consider the principle recommendation from Anthony Collins Solicitors which is to agree Delivery Option Three , to establish a new Alternative Model for the TLC Youth Services based on the financial savings and income generation potential that this offers as well as opportunity to direct Service delivery.

This is based on the following observations:

- Delivery Options one and two to ‘Do Nothing’ or ‘Transform in House’ are not viable as it will not allow the Council to meet its saving requirements. The Council would therefore need to either to reallocate funds from other Services (putting extra pressure in other areas) or it would need to reduce Service delivery to allow the savings to be met;
- Delivery Option four to ‘Outsource to a third party’ has some attractive qualities however the market is likely to present a solution that will take time to implement, may only cherry pick certain Services and given future funding uncertainties, could be significantly inflexible.

Delivery Option Three to ‘Establish a New Alternative Delivery Model’ presents a radically new way of working for the Council but one which has been tried and tested in other Local Authority Areas. Whilst there are risks, the ADM does present the best opportunity to sustain and improve services during this period of financial uncertainty. A successful move of the TLC Services to an ADM could also herald a way forward for other Council services with the advantage that structures and experience are already in place.

Note however that Delivery Options three and four are not mutually exclusive for example there are the possibilities of:

- the ADM procuring from third parties to benefit from the commercial sector expertise where it would be helpful; and
- The outsourcing approach being used in such a way as to procure a partner to develop an ADM approach.

## **8.2 Next Steps**

Should the recommendation to establish an ADM be approved then the next steps would be as follows:

- To agree to the internal recruitment of an interim core structure to take the process forward and establish the ADM;
- To agree funding for the next stage of the process which will be identified in the final business plan
- To agree the group structure of the ADM from the list as detailed in **Appendix Three**;
- To agree the final scope of the ADM and which services will be transferred an inception and which ones will be considered for the next phase;
- To produce a draft business plan for the ADM for approval prior to establishment.

## Appendix One: Council Priorities and Current Service Delivery

Council Priority	Current Service delivery
<b>Education</b>	<ul style="list-style-type: none"> <li>• Providing learning experiences to enable young people to fulfil their potential as empowered individuals &amp; members of communities through the provision of an adequate Youth and Outdoor Education Service.</li> </ul>
<b>Protecting Vulnerable People</b>	<ul style="list-style-type: none"> <li>• Supporting an active and healthy Monmouthshire and a healthy lifestyle through the participation in physical activity and the provision of a GP Exercise Referral Scheme.</li> <li>• Offering a bespoke packages to those most vulnerable NEET 16-24 year olds in order to sustain education, employment or training and reduce the potential for youth unemployment.</li> <li>• Offering a youth counselling service to support the County's most vulnerable young people during difficult times.</li> <li>• Offering training via volunteer programmes to promote community participation and cohesion.</li> </ul>
<b>Supporting Enterprise, Entrepreneurship and job creation</b>	<ul style="list-style-type: none"> <li>• Raising the profile of Monmouthshire regionally, nationally and internationally with a view to increasing visitor spend and extending the visitor season.</li> <li>• Increasing visitor numbers to leisure centres and visitor attractions by adding value to existing products and developing new products to attract new markets.</li> <li>• Create links with local businesses to provide opportunities to buy and sell services.</li> </ul>
<b>Maintaining locally accessible services</b>	<ul style="list-style-type: none"> <li>• Providing a full range of leisure services in Monmouthshire towns.</li> <li>• Investing in buildings to create quality spaces that will attract greater visitor numbers and improve financial viability.</li> </ul>

## Appendix Two: Engagement Process

### Engagement process

Engagement has been integral from the initial stages to the final product achieved. Staff are our greatest asset and it is important that they have the opportunity to be involved in the journey. As with any change there will be fears, challenge and opportunities discovered, and when they do it is important that they are dealt with along the way.

Engagement processes to date	Purpose
Bringing together of leisure, outdoor education and youth service	To ascertain synergies; duplication and conducting a 'What Matters' exercise with staff on the processes of the ADM; what they needed from the process and concerns they had
Bringing together of Cultural services as a result of the Amion report	To respond to findings of report and improve services for the future
The creation of 'Change Ambassadors', a group of staff who have volunteered to assist in the process, with an equal membership from all service areas	Ambassadors will ensure staff and volunteers are fully involved in the change process and have access to appropriate communication channels
Regular meetings with nominated Members	To inform Members of progress made at each stage; to ensure messages and direction are clear and meet expectations
Regular meetings with Union representatives	To inform union representatives of progress being made at stages and opportunity for them to raise queries
Engaging with our service users to establish 'What Matters' to them on the services they use	Paper and on-line surveys were distributed to services users to 'dip-test' what was important to them. Circa 1200 surveys completed and responses being analysed

Communication is key and must be clear, honest and concise for those receiving. Through a growing network, regular email updates have been sent out to service staff, SLT, Members and Unions to ensure key messages are relayed as quickly to as many people as possible. Face to face meetings have been arranged when appropriate to engage staff, SLT and Members and have the opportunity to discuss key stages reached.

### Employee Engagement

Employees come first – we will take care of our employees and they in turn, will take care of the customer. If they believe in the organisation and what we are trying to do, they will feel more confident about the long-term prospects. Ultimately making them engaged and offering the optimum customer experience. It's a virtuous circle.

Employee engagement will take varying formats to ensure all are able to have an input at each stage.

To assist in the communication to staff, we have engaged the Change Ambassadors. The Change Ambassadors group have worked with the project team to:-

- Act as champions in promoting the progress of the ADM project within their service areas by ensuring that progress is regularly reported back to colleagues
- Ensure the engagement with staff and volunteers is two-way, direct, transparent, open and easily understood.
- Ensure staff and volunteers feel included, listened to, valued and involved in the change process
- Ensure feedback from staff and volunteers is shared with the ADM team as necessary
- Assist in the facilitation of staff engagement events
- Create communication channels that are appropriate and meet the needs of staff and volunteers



The role of the Change Ambassadors will be critical in assisting us during this process and supporting service user events in the future.

**Using previous intelligence and data from services**

We know that all services have all engaged in the past with their customers however we are aware that we hold data in many places and formats. Once we have identified the sources of its intellectual property and anecdotal feedback, we will analyse the findings, and with employees discuss what information could be useful to inform future processes.

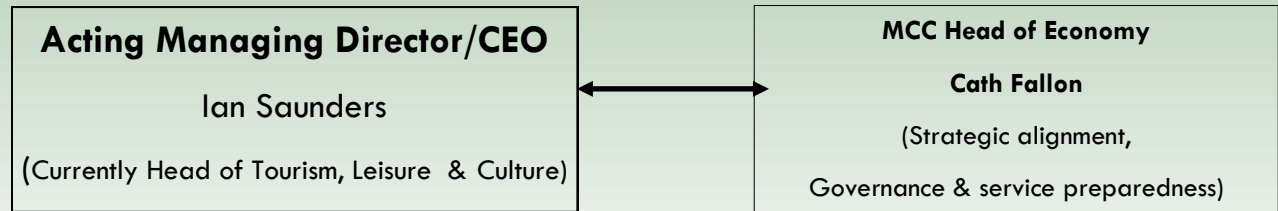
### Appendix Three: Potential Delivery Options for the Services

Delivery Option	Description	Type of Legal Vehicles
<b>In-House Provision</b>	Services will continue to operate in-house in accordance with the existing service delivery and staff.	In-House Direct Provision
<b>An Alternative Delivery Model formed from one or range of Delivery Options Below:</b>		
<b>Organisation owned by the Council – Teckal</b>	Teckal company operates the service to meet the council needs. A commercial company, operating with more freedom, 80% of its income comes from the Council.	In-House Direct Provision but with own Board of Directors
<b>Community Interest Company</b>	A company set up with a social purpose, using any profits and assets for public good.	If CIC limited by shares, can declare dividend out of profits if: <ul style="list-style-type: none"> <li>• approved by shareholders via resolution; and</li> <li>• lower than the aggregate dividend cap (35% of distributable profits).</li> </ul> <p>If CIC limited by guarantee, no dividends.</p>
<b>Company Limited by Shares</b>	A company with 'share capital' which shareholders are obliged to contribute a share of the profits based on their shareholding.	Not for profit or profit making for shareholders via dividends
<b>Company limited by Guarantee</b>	This company does not have to be charitable and the Council could be the sole shareholder but it would need to demonstrate its independence, can provide flexibility between operating a profit and protecting the assets of an organisation.	No Shareholders so no dividends to pay however, profits cannot be distributed to members if registered as a charity.
<b>Community Benefit Society</b>	Not registered with the Charity Commission but 'exempt' charities which operate for the benefit of communities	CBSs - profits not distributed to members.
<b>Charitable Incorporated Organisation</b>	Charitable and registered by Charity Commission, liability of trustees and members is limited. CIOs get mandatory relief on business rates and other tax reliefs.	Restricted – CIO income must: <ul style="list-style-type: none"> <li>• be applied solely towards the promotion of its objects</li> <li>• not be paid or transferred directly or indirectly by way of dividend, bonus or otherwise by way of profit to any of its members.</li> </ul>
<b>Delivery by an external organisation</b>		

<b>Outsource to a Commercial Organisation</b>	A Commercial Organisation to deliver the Services. The Council's role would be to contract manage the delivery and the Council would remain responsible to its citizens for the Service they receive	Profit Making
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**Interim Structure**  
(to include an Administrative Apprentice)



**Finance Lead**

**Marie Bartlett**

(Internal Secondment)

**Responsibilities:**

- Undertake cost analysis of in scope services to include identification of indirect costs to assess true costs of service;
- Undertake viability assessment of commerciality of services;
- Analysis of available funding approaches & procurement options;
- Negotiate lease agreements/purchases with MCC Asset Management
- Development of Investment strategy
- To monitor and be lead on Anthony Collins and advisors relationship

**Market Development & Commercial Lead**

(Internal Secondment at Business Plan stage)

**Responsibilities:**

- Lead the ADM through the commercial landscape;
- Drive down costs by identifying efficiencies whilst improving customer experiences;
- Develop & deliver a comprehensive & costed marketing plan
- Identify opportunities to commercialise existing services;
- Identify new market opportunities;
- Develop new products;
- Identify future trends & customer expectations

**Operations Transition Lead**

(Internal Secondment at Business Plan stage)

**Responsibilities:**

- Manage & facilitate the transition from business plan to operations.
- Identify efficiencies in current services & new opportunities for commercial development.
- Monitor, evaluate progress and timelines
- To review existing contracts and agreements currently in place.
- To review and implement new operating procedures in line with industry standards and H&S requirements

**Engagement Lead**

**Tracey Thomas**

(Internal Secondment)

**Responsibilities:**

- Develop & deliver a programme of staff engagement activities with all ADM services;
- Develop and deliver programme of community engagement activities for all associated services;
- Ensure ADM complies with MCC political process to include Member engagement, production of associated reports, etc. in line with proposed ADM governance arrangements;
- Work with MCC HR team in staff TUPE arrangements, Union engagement, etc.
- Develop & deliver an ADM volunteer engagement programme and identify how the ADM can capitalise the ROI for volunteers

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<p><b>Name of the Officer</b> Ian Saunders</p> <p><b>Phone no:</b>07876545793 <b>E-mail:</b> <a href="mailto:iansaunders@monmouthshire.gov.uk">iansaunders@monmouthshire.gov.uk</a></p>	<p><b>To consider a new Delivery Option for Tourism, Leisure, Culture and Youth Services</b></p>
<p><b>Name of Service:</b> Enterprise including Tourism, Leisure, Culture and Youth</p>	<p><b>Date Future Generations Evaluation</b> 25<sup>th</sup> August 2016</p>

***NB. Key strategies and documents that may help you identify your contribution to the wellbeing goals and sustainable development principles include: Single Integrated Plan, Continuance Agreement, Improvement Plan, Local Development Plan, People Strategy, Asset Management Plan, Green Infrastructure SPG, Welsh Language Standards, etc***

Does your proposal deliver any of the well-being goals below?

Well Being Goal	Does the proposal contribute to this goal? 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> Efficient use of resources, skilled, educated people, generates wealth, provides jobs</p>	<p>To ensure much valued local services are maintained and by their nature provide employment, growth and an increasingly skilled workforce.</p>	<p>Keeping services open but with more community focus and coordination – helping knit communities together.</p> <p>Positive engagement and coordination with community focused services.</p> <p>Income generation and investment in key aspects of the business will ensure the culture and business thrives and there is sustained growth.</p>
<p><b>A resilient Wales</b> Maintain and enhance biodiversity and ecosystems that support resilience and can adapt to change (e.g. climate change)</p>	<p>Close working with countryside and planning and ensuring our green spaces and cultural heritage is supported.</p>	<p>Any new Delivery Option will also seek to develop partnerships and support landscape scale action, provide expert advice and seek to access new forms</p>




Well Being Goal	Does the proposal contribute to this goal? Describe the positive and negative impacts.	What actions have been/will be taken to mitigate any negative impacts or better contribute to positive impacts?
	New Delivery Option managing all of its greenspaces and property to maintain and enhance biodiversity and promote resilience (in the context of it being a new entity).	of funding to secure partnership action.
<p style="writing-mode: vertical-rl; transform: rotate(180deg);"><b>Proposed</b></p> <p><b>healthier Wales</b> people's physical and mental wellbeing is maximized and health impacts are understood</p>	<p>Positive impact by ensuring quality services are provided by offering events and opportunities to encourage a fit and healthy lifestyle through leisure, sport, outdoor education, countryside and cultural access.</p> <p>The new offer will ensure that events and activities are also well signposted and the benefits of such activities demonstrated.</p>	<p>Working with key partners through the Public Service Board will ensure that physical and mental health through activity is widely available and that the new Delivery Option is central to this by working directly with its communities. The work inside Creating An Active and Healthy Monmouthshire Group to connect to key acts such as Social Services Wales (Act) the Wellbeing Future Generations, Environment Act and also key strategies and drivers such as obesity including the Gwent Child Obesity Strategy, Get Wales Moving (replacing Climbing Higher), etc. Schools Sports Surveys will be undertaken biannually along with work across Active Gwent Sport Development/Youth Teams, cultural services, cycling and walking product, and exercise referral should all contribute to a positive impact. The new Delivery Option will have the ability to package the offer and market across our communities.</p>
<p><b>A Wales of cohesive communities</b> Communities are attractive, viable, safe and well connected</p>	<p>The formation of a new Delivery Option will sustain and grow services. A known benefit of a new delivery option is improved community engagement and connection with local priorities - this can lead to service improvements and continuing to understand what matters to our customers and partners.</p>	<p>To ensure the new Delivery Option has a structure which focuses on encouraging community cohesion as one of its social drivers.</p> <p>An extensive customer survey on, 'what matters', has been undertaken across all our services where, more than 1000 returns have been obtained.</p>





Well Being Goal	Does the proposal contribute to this goal? Describe the positive and negative impacts.	What actions have been/will be taken to mitigate any negative impacts or better contribute to positive impacts?
<b>A globally responsible Wales</b> Taking account of impact on global well-being when considering local social, economic and environmental wellbeing	The formulation of a new Delivery Option will have delegated responsibility to ensure high standards are met and maintained that do not conflict with the global drivers.	Any decisions taken by the new Delivery Option will take into account global and well-being issues as part of its day to day processes.
<b>A Wales of vibrant culture and thriving Welsh language</b> Culture, heritage and Welsh language are promoted and protected. People are encouraged to do sport, art and recreation	The new Delivery Option will incorporate services which contribute greatly to the local culture, heritage and art, this will include the promotion and protection of the Welsh language which will form part of the core value and aim of the new organisation.	One of the key drivers of the new Delivery Option will be the promotion of activity, health, culture and art and its structure and key developments will reflect that.  The ability to react to the current markets and trends will enable the new organisation to position itself to meet the outcomes.
<b>Page 203</b> <b>more equal Wales</b> People can fulfil their potential no matter what their background or circumstances	The new Delivery Option will provide services for all age ranges and deliver a comprehensive package for all of its communities.	With the ability to better market and understand data there will be opportunities to target areas of the community that may not currently be aware of the offer.  The ability to extend our current work towards access to facilities and services can be rolled out consistently across all service areas.

**2. 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?
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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>Business plans, investment opportunities, community, staff and member engagement are part of the next phase of developing the new Delivery Option for the future. During this period there is still a need to ensure the services continue to function.</p>	<p>The reducing budgets and savings have led to some service areas reducing core hours of operation. There has been a concerted effort to assist by mobilising volunteers, making efficiencies and generating income. Where possible using existing staff were we have had vacancies.</p>
 <p>Collaboration</p> <p>Working together with other partners to deliver objectives</p>	<p>The services have some key partners from funding, grants and delivery of service. Some key partners include other LA's, Public Health Wales, NRW, Sport &amp; Art Wales, Visit Wales, Town &amp; Community Council, Youth Offer partnership, Creating Active &amp; Healthy Monmouthshire, Schools, Unions. During the new Delivery Option engagement process all major stakeholders and partners will be involved.</p>	<p>The next phase of the new organization will include a full engagement programme for which resources and an interim structure will be put in place to move things forwards.</p>
 <p>Involvement</p> <p>Involving those with an interest and seeking their views</p>	<p>The next phase of the establishment of the new Delivery Option will include a full engagement programme and resources and structure will be put in place.</p>	<p>The engagement process will be constantly reviewed and evaluated to ensure the views of all those who have an interest are taken into account.</p> <p>An initial staff engagement day was organized following, the business mandate for 2016/17. All service areas were invited to participate and contribute to how they would like to be kept up-to-date and involved as we start to look at the process and present the options. A number of 'staff champions' have stepped forward to help with the process to communicate and support teams on the ground. An electronic newsletter is sent to all staff periodically when there is any further information or progress to share. This ensures all staff are receiving a consistent message and the champions have something to share with teams and collect any feedback in necessary.</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>Putting resources into preventing problems occurring or getting worse</p> <p>Prevention</p>	<p>The business plans for each service are being developed with the site teams and managers. In the plans there are opportunities for growth and investment.</p> <p>If this is not done the services will be managing decline and income targets will not be maintained causing a downward spiral.</p>	<p>The new Delivery Option will develop a new staffing structure and investigate how best to mobilise it's incredible talented teams across the various business opportunities and services.</p>
 <p>Considering impact on all wellbeing goals together and on other bodies</p> <p>Integration</p>	<p>The opportunity to develop a new way of delivering services and sustaining their long term future should give the opportunity to better connect wellbeing outcomes to other partners and bodies. All the services being considered contribute to the wellbeing goals although some are more clearly defined than others. It is important that the services are able to clearly demonstrate and understand their input into the wellbeing goals – it is also important to consider the impact.</p>	<p>One of the key drivers of the new Delivery Option will be the promotion of activity, health, culture and art and its structure and key developments will reflect that.</p>

**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. For more detailed information on the protected characteristics, the Equality Act 2010 and the Welsh Language Standards that apply to Monmouthshire Council please follow this link: <http://hub/corporatedocs/Equalities/Forms/AllItems.aspx> or contact Alan Burkitt on 01633 644010 or [alanburkitt@monmouthshire.gov.uk](mailto:alanburkitt@monmouthshire.gov.uk)

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?

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	Consider the impact on our community in relation to this e.g. how do we engage with older and younger people about our services, access issues etc. Also consider what issues there are for employment and training.	n/a	Asking our customers and partners what matters to them will evidently improve our services. If we are in a position in the future to redesign and invest in facilities we will see an improved offer.
Disability	What issues are there are around each of the disability needs groups e.g. access to buildings/services, how we provide services and the way we do this, producing information in alternative formats, employment issues.	n/a	Asking our customers and partners what matters to them will evidently improve our services. If we are in a position in the future to redesign and invest in facilities we will see an improved offer.
Gender reassignment	Consider the provision of inclusive services for Transgender people and groups. Also consider what issues there are for employment and training.	n/a	Asking our customers and partners what matters to them will evidently improve our services. If we are in a position in the future to redesign and invest in facilities we will see an improved offer.
Marriage or civil partnership	Same-sex couples who register as civil partners have the same rights as married couples in employment and must be provided with the same benefits available to married couples, such as survivor pensions, flexible working, maternity/paternity pay and healthcare insurance	n/a	Asking our customers and partners what matters to them will evidently improve our services. If we are in a position in the future to redesign and invest in facilities we will see an improved offer.

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?
Pregnancy or maternity	<i>In employment a woman is protected from discrimination during the period of her pregnancy and during any period of compulsory or additional maternity leave. In the provision of services, goods and facilities, recreational or training facilities, a woman is protected from discrimination during the period of her pregnancy and the period of 26 weeks beginning with the day on which she gives birth</i>	n/a	Asking our customers and partners what matters to them will evidently improve our services. If we are in a position in the future to redesign and invest in facilities we will see an improved offer.
Race	<i>Think about what the proposal will do to promote race equality with the aim of: eliminating unlawful discrimination, promoting equality of opportunity and promoting good relations between persons of different racial groups. Also think about the potential to affect racial groups differently. Issues to look at include providing translation/interpreting services, cultural issues and customs, access to services, issues relating to Asylum Seeker, Refugee, Gypsy &amp; Traveller, migrant communities and recording of racist incidents etc.</i>	n/a	Asking our customers and partners what matters to them will evidently improve our services. If we are in a position in the future to redesign and invest in facilities we will see an improved offer.
Religion or Belief	<i>What the likely impact is e.g. dietary issues, religious holidays or days associated with religious observance, cultural issues and customs. Also consider what issues there are for employment and training.</i>	n/a	Asking our customers and partners what matters to them will evidently improve our services. If we are in a position in the future to redesign and invest in facilities we will see an improved offer.

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?
Sex	<i>Consider what issues there are for men and women e.g. equal pay, responsibilities for dependents, issues for carers, access to training, employment issues. Will this impact disproportionately on one group more than another</i>	n/a	Asking our customers and partners what matters to them will evidently improve our services. If we are in a position in the future to redesign and invest in facilities we will see an improved offer.
Sexual Orientation	<i>Consider the provision of inclusive services for e.g. older and younger people from the Lesbian, Gay and Bi-sexual communities. Also consider what issues there are for employment and training.</i>	n/a	Asking our customers and partners what matters to them will evidently improve our services. If we are in a position in the future to redesign and invest in facilities we will see an improved offer.
Welsh Language	<i>Under the Welsh Language measure of 2011, we need to be considering Welsh Language in signage, documentation, posters, language skills etc. and also the requirement to promote the language.</i>	n/a	Our staff are engaging in improving their ability to communicate through the medium of Welsh. There is support for this centrally via a scheduled training programme to ensure our teams are in a good position to deliver the core aims within a set timeframe.

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4. Council has agreed the need to consider the impact its decisions has on important responsibilities of Corporate Parenting and safeguarding. Are your proposals going to affect either of these responsibilities? For more information please see the guidance <http://hub/corporatedocs/Democratic%20Services/Safeguarding%20Guidance.docx> and for more on Monmouthshire's Corporate Parenting Strategy see <http://hub/corporatedocs/SitePages/Corporate%20Parenting%20Strategy.aspx>

	Describe any positive impacts your proposal has on safeguarding and corporate parenting	Describe any negative impacts your proposal has on safeguarding and corporate parenting	What will you do/ have you done to mitigate any negative impacts or better contribute to positive impacts?

Safeguarding	<i>Safeguarding is about ensuring that everything is in place to promote the well-being of children and vulnerable adults, preventing them from being harmed and protecting those who are at risk of abuse and neglect.</i>	n/a	We will continue to prioritise our safeguarding measures, reflect on current practice and continue to train staff to the appropriate levels.
Corporate Parenting	<i>This relates to those children who are 'looked after' by the local authority either through a voluntary arrangement with their parents or through a court order. The council has a corporate duty to consider looked after children especially and promote their welfare (in a way, as though those children were their own).</i>	n/a	We will continue to work with our partners to assist in any way we can and add value to the current provisions.

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

Page 209	<p>The Cabinet report proposing the consideration of a new Delivery Option is founded upon the following reports:</p> <ul style="list-style-type: none"> <li>• Amion report regarding the Future Options for MCC's Cultural Services;</li> <li>• The Medium Term Financial Plan;</li> <li>• Anthony Collins Strategic Outline Case;</li> <li>• MCC Strategic Outline Case;</li> <li>• Outline Business Case produced by Kevin Ford working as an associate with Anthony Collins</li> </ul>
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**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?**

<p>The purpose of the proposed new Delivery Option is to ensure much valued local services are maintained and by their nature continue to provide employment, growth and an increasingly skilled workforce. The proposals will enable services to be kept open but with more community focus and coordination, helping knit communities together. Activities in establishing the new Delivery Option will require positive engagement and coordination with community focused services as well as income generation and investment in key aspects of the business to ensure the culture and business thrives. Incorporated services will contribute greatly to our local culture, heritage and art with the promotion of activity, health and wellbeing forming part of its key drivers.</p>
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**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	Progress
Produce and present Strategic Outline Case	September 2016	Ian Saunders	On target
Subject to approval Draft Business Plan will be developed	September – December 2016	Ian Saunders	
Subject to approval Full Business Plan will be developed	December – March 2017	Ian Saunders	
Subject to approval the ADM group structure will be established	April 2017	Ian Saunders	
Subject to approval the ADM will go live	September 2017	Ian Saunders	

8. **MONITORING:** The impacts of this proposal will need to be monitored and reviewed. Please specify the date at which you will evaluate the impact, and where you will report the results of the review.

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The impacts of this proposal will be evaluated on:	Ongoing
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9. **VERSION CONTROL:** The Future Generations Evaluation should be used at the earliest stages of decision making, and then honed and refined throughout the decision making process. It is important to keep a record of this process so that we can demonstrate how we have considered and built in sustainable development wherever possible.

Version No.	Decision making stage	Date considered	Brief description of any amendments made following consideration
1	<i>Principle of the new Delivery Option to be approved</i>	<i>September 2016</i>	<i>This will demonstrate how we have considered and built in sustainable development throughout the evolution of a proposal.</i>





Llywodraeth Cymru  
Welsh Government

## Alternative delivery models in public service delivery

March 2016

# **Alternative delivery models in public service delivery: An action plan**

## 1 - Purpose

The purpose of this Action Plan is to provide a clear national framework within which decisions can be made locally on the appropriateness of alternative delivery models in specific service areas. It also sets out the practical support available to public service organisations, their workforce, citizens and communities in making decisions about how services should be designed and delivered.

The well-being principle set out in the Well-being of Future Generations (Wales) Act 2015 underpins this framework and the support we are making available, in particular:

- *long-term and prevention* - the wider environment within which proposals for new models are considered, and then established, is conducive for ongoing sustainability and success and new models are properly tested before being adopted
- *involvement* - the interests of citizens, communities and the workforce are properly considered and protected throughout
- *collaboration* - consideration is given to building on existing collaborations and arrangements
- *integration* - when considering alternative delivery models the opportunities to secure multiple benefits against the goals are maximised

We advocate cooperative and mutual models of delivery and other alternative delivery models only as an alternative to ceasing or privatising services, as a 'least worst' option. It will be important that public bodies thoroughly test the scope for ongoing public provision and ensure the outcome of those considerations is transparent and open to scrutiny.

There are four important pre-conditions for ongoing work to develop a stronger framework for change and better support which are:

- Accountability to local government or other relevant public body
- Protection of employee terms and conditions
- Continuation of trades union recognition
- Consideration of the requirements of the Welsh Language Standards as provided by the Welsh Language (Wales) Measure 2011

The Action Plan focuses on alternative delivery models and specifically enabling good, well-informed decisions to be made locally about whether an alternative delivery model is appropriate and sustainable for particular services in a particular place. The primary focus is on alternative delivery models in the context of Local Government but the Plan encompasses wider public service activity and many of the actions will support action across the public service as a whole.

The Action Plan is framed within the Well-being of Future Generations Act's drive to work towards shared national goals, effective integration of objectives, collaboration and involvement but it does not set out, and is not intended to set out, the way in

which the public services should approach partnerships and engagement more broadly.

## **2 - Context**

Public services are transforming. Some of that change is a response to financial pressures and Welsh Government is clear that, where reductions in budgets mean hard choices and the possible loss or reduction of services, alternative approaches must be part of the solution.

There is, however, a more fundamental purpose underlying the transformation which is taking place, and that is public services recognising the benefits of services that are designed, owned and delivered with citizens and with their workforce. It creates an approach that is about empowerment, about grounding services in communities and making sure they are responsive to what people really need to live fulfilled lives; and, importantly, about empowering public servants to be innovative and have a real stake in the work they do.

It means that public bodies are letting go of control and developing much more nuanced approaches to ensuring vital services are provided. The emerging picture is one that sees direct delivery, effective commissioning through a range of mechanisms, establishing new organisations to deliver and brokering provision with a range of parties all playing a part. This would include the full range of public service organisations for example Local Authorities, Health Boards and Housing Associations as well as third sector providers.

This is a transformation which is already happening. New models of delivery are being developed and rolled out across Wales and beyond and, as we set out in the 'Reforming Local Government: Power to Local People' White Paper and enshrined in legislation in the Social Services and Well-being (Wales) Act 2014, these approaches are part of a powerful history of activist communities in Wales choosing to engage co-operatively to find collective solutions.

Our tradition of activist communities in Wales is something we can draw on now as we seek to define the nature of public service in the context of austerity. Just as Aneurin Bevan and his colleagues in the Tredegar Workmen's Medical Aid Society were providing a service in the public interest, we can acknowledge that people are working in the public interest and not-for-private-profit in a range of organisations that are holding public service values and are generating public value.

### **Well-Being of Future Generations (Wales) Act 2015**

The Well-being of Future Generations (Wales) Act 2015 aims to improve the social, economic, environmental and cultural well-being of Wales and provides a common set of goals for the public service in Wales to aim for. It requires the public bodies listed in the Act think more about the long term, work better with people and communities and each other, look to prevent problems and take a more joined-up approach.

Welsh Government, Local Government and other public bodies subject to the Act need to consider its requirements and how they can maximise the contribution to all of the goals in everything that they do; and this includes the development of alternative delivery models. The Act provides a framework within which proposals for alternative delivery models can be tested both in terms of whether the approach maximises the contribution against the goals and in how it stacks up against the five ways of working in the sustainable development principle. The extent to which alternative delivery models can demonstrate a long-term approach, prevention of problems getting worse, integration of objectives, collaboration in delivery and involvement of all interested parties are key tests of the appropriateness of them being taken forward.

### **Co-operative and Mutuels Commission**

The Co-operative and Mutuels Commission's Report documents the contribution that co-operatives and mutuels make to the economy. Co-operatives and mutuels are not only concerned with making a private profit, they also offer a more ethical and sustainable alternative to many challenges facing our economy and offer many solutions to the Welsh Government's priorities of redressing disadvantage and protecting the environment. The Commission presented a strong case for co-operatives and mutuels to play a much greater role in the Welsh economy and Welsh life.

The Commission looked at the ongoing delivery of public services in Wales and their related pressures. With many people demanding a greater say in the public services they receive, the Commission's view was that rising need and demand for public services, together with a more participative approach, requires a transformation in how they are provided. There needs to be innovation in service delivery, greater participation by service users and stringent financial management. The Commission sees co-operatives and mutuels playing a vital role in this process, not as a means of cutting costs but as a way of encouraging innovation, developing new sources of income and, crucially, meeting people's needs.

In February 2015 the Minister for Economy, Science and Transport reconvened the Commission to review the steps that have been taken to implement their recommendations. The update report from the Commission was published on the 11 February 2016. In its update report the Co-operative and Mutuels Commission welcomed the fact that key players in the co-operative and mutual sector were gearing up jointly to take on increasing intervention and delivery responsibilities.

The specific findings will be considered as part of the future development of the Action Plan.

### **'Reforming Local Government: Power to Local People' White Paper**

The White Paper 'Reforming Local Government: Power to Local People' set out the Welsh Government's policy intention that mutualism, co-operation and shared ownership with communities should be at the heart of the transformation of public services.

The White Paper also highlighted the challenges Local Authorities may face in stimulating opportunities for social and community enterprise.

In response to these challenges, the Welsh Government proposes enabling Local Authorities to use the general power of competence as a firm legal basis for developing alternative delivery models, and to review the powers of Local Authorities to delegate functions under the Deregulation and Contracting Out Act 1994. The White Paper also set out proposals to empower communities to initiate action themselves. It proposed giving community bodies a range of rights which will enable them to become involved in local services and take responsibility for community assets.

### **Social Services and Well-being (Wales) Act 2014**

Part 2, section 16 of the Social Services and Well-being (Wales) Act 2014 introduces a duty on local authorities to promote the development, in their area, of social enterprises and co-operative organisations or arrangements to provide care and support (which includes support for carers) and preventative services. A local authority must also promote the availability in its area of care and support and preventative services from third sector organisations (whether or not they are social enterprises or co-operative organisations). Section 16 of the Social Services and Well-being (Wales) Act is due to be commenced in April 2016.

The local authority must promote the involvement of people for whom these care and support or preventative services are to be provided, in the design and operation of that provision.

The duty to promote means that local authorities must take a proactive approach to planning and delivering models that will meet the well-being needs of all people – children, young people and adults - in promoting models which are based on social values. Well-being outcomes underpin the whole system, and the development of any type of service must always focus on this aim.

Regulations and a code of practice have been developed to support local authorities in delivering on this duty.

The Code of Practice on Part 2 of the Social Services and Well-being Wales Act 2014 includes a chapter titled Creating the Right Environment. This chapter states that *"Local authorities with local health board partners **must** establish regional forums to support social value based providers to develop a shared understanding of the common agenda, and to share and develop good practice. The aim of this forum is to encourage a flourishing social value sector which is able and willing to fulfil service delivery opportunities."*

An action plan to further support local authorities in delivering on their duty is in place and the key components of the social services plan are set out in this Action Plan in *Section 5 Making it happen: Actions*.

Health boards, through the primary care clusters, will increasingly draw in local government, the third sector and local communities to explore and put in place new service delivery models to bring service providers together to deliver sustainable, integrated and person-centred services closer to home.

### ***'Is the Feeling Mutual?' report***

In order to address the gaps in specialist expertise which were identified by the Welsh Co-operative and Mutuals Commission, and deliver on the policy intentions set out in the 'Reforming Local Government: Power to Local People' White Paper, the Minister for Public Services and the Minister for Economy, Science and Transport jointly commissioned work to support the practical development of mutual models in public services delivery.

A review was commissioned through the Wales Co-operative Centre and led by Keith Edwards. The results were presented in the report 'Is the Feeling Mutual?'<sup>1</sup>, which drew on extensive engagement with a wide range of people including senior public service leaders, both officers and elected members; the Wales TUC and Trade Union representatives and representatives from the wider co-operative and mutual sector.

The report provided a comprehensive overview of the issues and it:

- provides a summary of the issues and the case for public service co-operatives and mutuals (chapter 1, 2 and 6 of the report)
- confirms the position of, and potential role in driving change of, all the key organisations with an interest, including those currently not supportive of public service co-operatives and mutuals (chapter 3 of the report)
- summarises proposals to enable transformation (chapter 4 of the report) which are expanded on in more detail in the Annex to the report
- sets out examples of public service co-operatives and mutuals or other models that could be drawn on (chapter 5 of the report)
- provides proposals for next steps to enable co-operatives and mutuals in the public sector (Annex of the report)

### **Consideration within public bodies**

Public bodies across Wales have been considering the future shape of service delivery in the areas they are responsible for. This had led both to the consideration of the possible role of alternative delivery models and to a number of new models being established.

There is significant insight and learning which can be drawn from this experience.

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<sup>1</sup> 'Is the Feeling Mutual? – new ways of designing and delivering public services in Wales' (Keith Edwards, Wales Co-operative Centre) - <http://gov.wales/topics/improvingservices/publications/is-the-feeling-mutual-report/?lang=en>

The report 'Is the Feeling Mutual?' summarises some examples and there are further case studies, outputs of conference events and sources of advice available on the Good Practice Wales website<sup>2</sup>.

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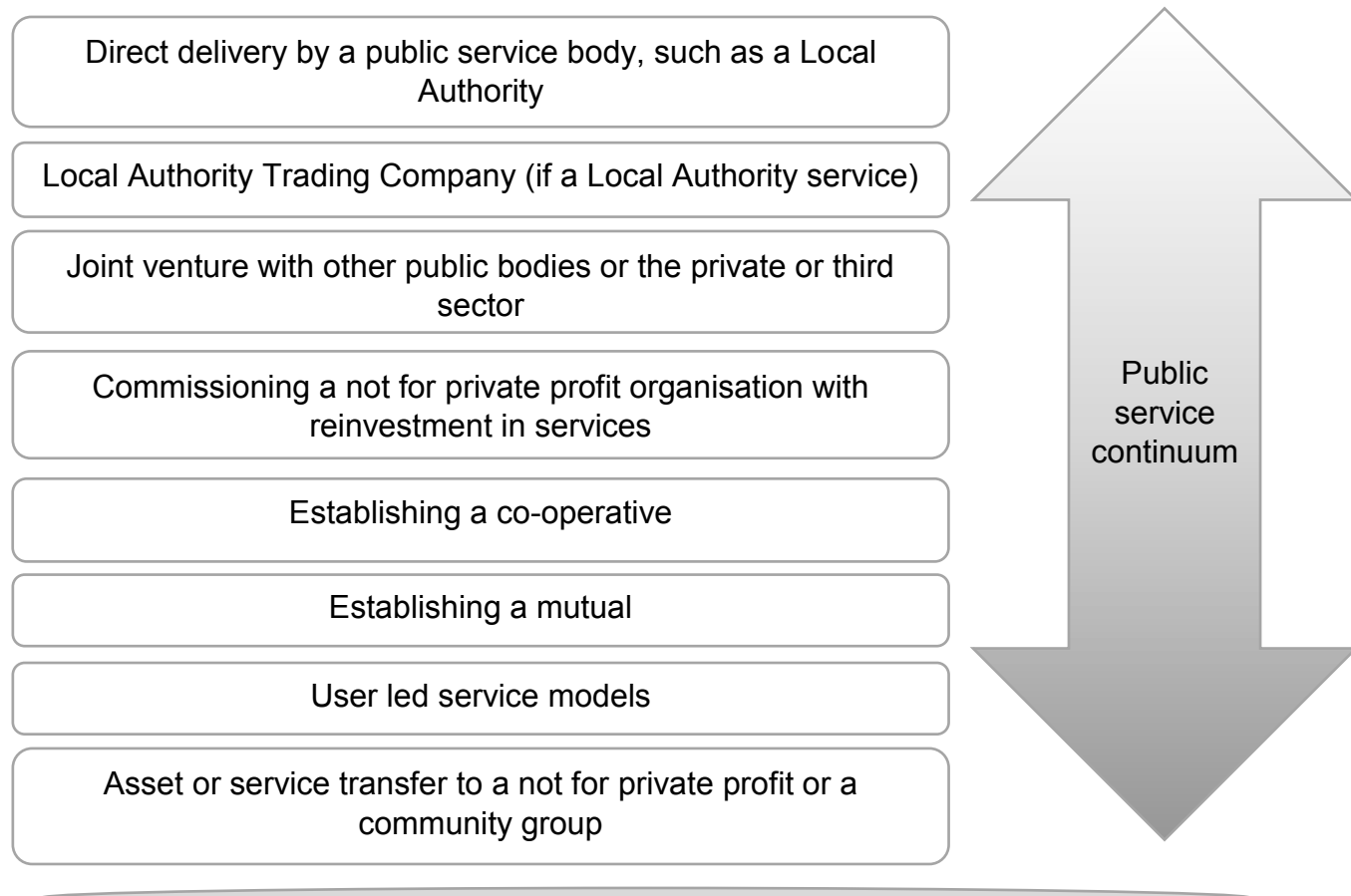
<sup>2</sup> Good Practice Wales website - <http://www.goodpractice.wales/home>



### 3 – Scope of Action Plan

The scope of this Action Plan is the role of co-operatives, mutuals and alternative delivery models in public service delivery, where they offer an alternative to ceasing services or privatisation.

It covers the full continuum of models some of which are illustrated below:



The different models offer different opportunities, benefits and limitations. The selection of the appropriate model for any service area in any given place should be based on a thorough assessment of the local circumstances and engagement with citizens about what they want. That process should lead to an informed consideration of which model will best fit those specific circumstances and meet the objectives of the commissioner, the new organisation, citizens and the workforce.

It may be the case that there are new services being developed within the local community, or existing co-operatives, user-led services, social enterprises or mutuals which should be recognised and considered for the opportunities which they bring. For example, new or existing services could be identified through the process of undertaking a population needs assessment, a requirement on local authorities and local health boards under the Social Services and Well-being (Wales) Act 2014. The Local Well-being Assessments under the Well-being of Future Generations (Wales) Act 2015 may also highlight other opportunities. Although decisions on which services might be suitable for delivery via an alternative delivery model are best taken locally, based on the experience of public bodies so

far, it is possible to identify areas where there is likely to be more scope for such a model to be successful. These can be summarised as follows:

Discretionary / at risk services that might otherwise be lost  
(Example: leisure services)

Service areas where there is significant market provision and scope to grow activity and enable insourcing which would secure more not for private profit provision  
(Example: aspects of social care)

There are different stages in the development of alternative delivery models and we want to support effective and informed decision making at each stage. The broad scope of each stage summarised below:

*Creating the conditions within a public body* – this is the process by which an organisation thinks through where it wants to place itself on the continuum of direct delivery and delivery using other models. The focus is on the purpose of making any changes, values and surfacing issues like workforce matters. It relies on engagement of officers and elected members, where relevant. It also provides the mandate and scope for further stages, if that is the outcome of the consideration.



*Develop ideas into business plans* – this is about testing service areas for scope to support alternative delivery models and then, where potential is identified, moving from feasibility to business case development. This stage will require careful consideration of workforce implications, treatment of assets and other matters.



*Establish the new organisation and deal with issues at point of transfer* – this is about successfully establishing the new body and successfully commissioning the desired services from it.



*Creating commercial capacity in the new organisation* – this is about providing support so that the commercial focus and capability of the new body is sharpened and honed



*Training, networking and capacity building* – this is about ensuring commissioning bodies, new organisations, communities and the workforce are equipped to make this work successful

## **4 - Principles underpinning our approach to alternative delivery models in public services**

Developing alternative delivery models is about making local choices about how best to meet local priorities. That said, there will be some clear principles which can underpin everyone's approach including recognising the needs of citizens and of the workforce, as well as reflecting the particular imperatives of a public service organisation.

We advocate cooperative and mutual models of delivery and other alternative delivery models only as an alternative to ceasing or privatising services, as a 'least worst' option.

We recognise that present economic circumstances and, in particular, reducing public funding for many Third Sector organisations make the development of new models of delivery challenging. It means that finding collaborative and sustainable approaches are particularly important and there is a need to give careful consideration of the best ways to provide effective support and advice for those taking on new roles and ways of working.

There are four important pre-conditions for activity in this area which are:

- Accountability to local government or other relevant public body
- Protection of employee terms and conditions
- Continuation of trades union recognition
- Consideration of the requirements of the Welsh Language Standards as provided by the Welsh Language (Wales) Measure 2011

The Welsh Government has adopted a series of principles which characterise its approach to working with communities. The 'Principles for Working with Communities' are not meant as a replacement for well established principles and practice used by community groups and public sector organisations. The Principles are Welsh Government's principles and this is the approach it will advocate when working with communities.

The work on developing alternative models of public service delivery will need to have regard to the Principles for Working with Communities but we have also developed, through the consultation on this Action Plan, a common set of principles, specific to this work, which we can all use. We recognise that a range of different types of service might come within scope of alternative delivery models and that the emphasis within the principles may vary between, for example, an area of social services provision and an engineering design service. The principles are set out in the box below:

## ***Principles***

We believe that public services are vital. We believe that public servants and those acting in the public interest are best placed to deliver public services. We will ensure that we thoroughly test the scope for ongoing public provision and ensure the outcome of those considerations is transparent and open to scrutiny. We recognise that the public has a right to expect us to find alternative ways to provide services even when budget pressures mean current models cannot continue. In doing so, we will be guided by the following principles:

- We will ensure there is direct delivery by the public sector where possible
- We will design services with people and the workforce
- We will promote the well-being of people, whilst ensuring their safety and dignity is appropriately protected
- We will recognise, value and use the assets that are available in communities and ensure we use what citizens and communities themselves can offer
- We will look creatively at what local needs and assets are and design and operate services with citizens
- We will engage constructively with our recognised trade unions and their members at the earliest possible opportunity on such developments
- We will develop workforce skills and opportunities for career development
- We will seek to ensure an equal and diverse workforce which will be treated fairly, and aim to retain jobs but we cannot rule out change given we want to retain jobs and keep services running
- We will design services in a way which maximises opportunities to use the Welsh language and not treat the Welsh language less favourably than English
- We will want to make a maximum positive impact with the minimum appropriate intervention
- We will develop services to be affordable and sustainable
- We recognise that commercial activity and income generation, where it is not for private profit, has a role to play but only where it can drive investment into vital public services
- We will support the adoption of relevant professional standards and guidance in alternative delivery models where relevant
- We will positively encourage independent evaluation and lessons learned from alternative delivery models and promote good practice

## 5 - Making it happen: actions

### Overview

We have grouped proposed actions as follows:

- Making decisions – equipping people to make good decisions and to learn from them
- Clearing the way – removing barriers and creating an enabling environment
- Specific support – specific support to ensure effective consideration of options
- Asks and offers – the contribution key partners will make to enabling the development of sustainable alternative delivery models

The actions listed do not represent a comprehensive picture of all the activity underway. Where work is already well in hand, for example the follow-up to the Welsh Co-operative and Mutual Commission or in implementing the requirements of the Social Services and Wellbeing (Wales) Act 2014, we make reference to where more information about that activity can be found.

### ***Making decisions***

We will learn from the experience of reviewing services and making decisions on their future, share that learning and use it to inform the shape of future support. Access to specific expertise and support to enable informed decisions to be made will also be available through the work planned under actions 7 - 9:

Action 1 - We will commission research on the approaches taken to reviewing services and making decisions about alternative delivery models to help identify where further advice, support and capacity building would be useful

- Commission: by August 2016
- Led by: Local Government Department, Welsh Government

### ***Clearing the way***

We will make it easier for co-operatives, mutuals and alternative delivery models to be established.

We will:

Action 2 - Undertake a review to identify any legal constraints which limit the development of alternative delivery models

- Complete: by July 2016
- Led by: Local Government Department, Welsh Government

Action 3 - Establish how a 'mutual audit', in line with the expectations set out in the Social Services and Wellbeing (Wales) Act could be applied more widely to funding of other services

- Complete: by July 2016
- Led by: Local Government Department, Welsh Government

Action 4 - Identify ways in which to strengthen the emphasis on testing the scope for alternative delivery models in making funding awards or commissioning decisions and utilising the new designation on public procurement to identify the potential for opening up contract opportunities. This will include encouraging public bodies to give due consideration to developing procurement strategies (including community benefits as a core requirement) and specifications which afford maximum opportunity to co-operatives and mutuals

- Complete: Ongoing
- Led by: Value Wales and Grants Centre of Excellence, Welsh Government

Action 5 - Ask the Public Services Staff Commission to identify and advise on key workforce matters arising from the development of alternative delivery models, including taking into account the capacity of organisations and companies to provide services in Welsh

- Complete: Agree scope of work to be undertaken by December 2016
- Led by: Public Services Staff Commission

Action 6 - Take forward work arising from the 'Protecting Community Assets' consultation in 2015, including consideration of whether the Assets of Community Value measures contained in the Localism Act 2011 should be commenced in Wales and provision of support for community organisations considering taking on responsibility for managing local assets. This will take account of the evaluation of a pilot project in Gwent in 2015/16 hosted by Gwent Association of Voluntary Organisations (GAVO)

- Complete: Ongoing
- Led by: Communities Division

### ***Specific support***

We will provide specific, targeted support to create the right environment within which co-operatives, mutuals and alternative delivery models can be robustly considered and proposals tested. We will also provide specific, targeted support which will ensure that where a decision is made to adopt a new model, it can be established on a sound footing and will have the best chance of operating successfully.

We will:

Action 7 - Develop a national framework for advice and specialist support on alternative delivery models which public bodies can draw from.

- Complete: Sept 2016
- Led by: National Procurement Service, Welsh Government

Action 8 - Establish a simple, flexible funding mechanism to support Local Authorities in drawing on expert support to inform decisions on alternative delivery models.

- Complete: July 2016
- Led by: Local Government Department, Welsh Government

Action 9 - Support the development of mechanisms for developing capacity and capability in this area including the following:

- I. Peer-led mentoring network
  - II. Academi Wales to provide support through its Continuous Improvement team. The intention would be to apply a 'train the trainer' model to equip people in public services to provide the relevant support and expertise in service redesign
  - III. Skills development plan – in partnership with delivery bodies we will develop a skills and capacity development plan.
- Complete: September 2016
  - Led by: Peer led / Local Government Department, Welsh Government

Action 10 – we will embed building capacity to engage in the alternative delivery model agenda into the new long term framework for training, support and development we are preparing with the town and community council sector.

- Complete: by May 2016
- Led by: Local Government Department, Welsh Government

Action 11 - Continue to support Third Sector Support Wales (comprising principally Wales Council for Voluntary Action and County Voluntary Councils) to provide a range of support for voluntary and community organisations and volunteers, including a strong interface with social enterprises. This support will include a continuing focus on fundraising to lever new and additional resources into the Welsh Third Sector.

- Complete: Ongoing
- Led by: Communities Division

Action 12 - Continue to deliver the Social Services Action Plan which includes action to:

- Continue to generate a shared understanding and raise awareness of not for private profit models as a viable delivery model for care and support. This includes the production and publication of a number of non-statutory tools, technical briefings and training materials on the Care Council for Wales' Information and Learning Hub
- Encourage new entrants to the care and support market in the form of not for private profit models, whilst ensuring that appropriate advice and information is available for them
- Encourage local authorities to make the best use of the assets available to meet care and support needs, which must include the expertise and knowledge of people who use care and support services and carers
- Support local authorities to share learning and best practice by providing direction and support to establish networks and links to best practice
- Encourage local authorities and health boards to use various mechanisms (for example the population assessment and primary care clusters) to investigate

not for private profit models as an option for the delivery and operation of early intervention and preventative services

- Evaluate the impact to inform policy and implementation
  - Complete: Varies (but set out in the Social Services Action Plan)
  - Led by: Social Services Department, Welsh Government

Action 13 - Continue to provide relevant business support, which includes:

- I. Welsh Government grant match funding towards the £11 million EU backed ERDF Funded Social Business Wales Project led by the Wales Co-operative Centre
- II. Core funding to the Wales Co-operative Centre and Social Firms Wales which provide specialist social enterprise support; and to membership organisations that specialise in providing bespoke business support and membership services within the social enterprise sector
  - Complete: Ongoing
  - Led by: Economy, Science and Transport Department, Welsh Government

Action 14 - Continue to work with partners to explore alternative sources of funding, in particular accessing EU funding streams that are available for transnational partnerships to exchange good practice and innovative ideas on the transformation of public service delivery. This work will reflect any new approaches or arrangements adopted by the Welsh Government as a result of the recommendations contained in the EU Funding Ambassadors final report.

- Complete: Ongoing
- Led by: Welsh European Funding Office - WEFO

Action 15 - Ensure the ongoing implementation of all of the recommendations from the Welsh Co-operative and Mutuals Commission's Report that impact on the portfolio of the Minister for Economy, Science and Transport. The Minister reconvened the Commission in February 2015 to undertake a review of progress by the Welsh Government and the Sector in implementing its recommendations. The Commission reported in February 2016.

- Complete: Ongoing
- Led by: Economy, Science and Transport Department, Welsh Government

Action 16 - Take account of the research into services which focus on key issues in the home care workforce, which was completed in March. This is linked to the work on the Regulation and Inspection of Social Care (Wales) Bill. The research, along with other research which has been produced by PPIW, including their recent mapping report on the Care Home Market in Wales<sup>1</sup> will be used to inform decisions about alternative delivery models in policy and legislative development, including as it relates to agency workers.

- Complete: Ongoing
- Led by: Social Services Department, Welsh Government



Action 17 - Take account of the outcomes of the consultation on Protecting Community Assets which closed on 11 September 2015. This included consideration of whether the Assets of Community Value Measures contained in the Localism Act 2010 should be commenced in Wales, or whether a bespoke approach should be developed for Wales. Such an approach might be aligned to the Local Government reform in Wales.

- Complete: Ongoing
- Led by: Communities and Tackling Poverty Department, Welsh Government

Action 18 - Engage with Directors of Education, HR Education leads, teachers, education unions and other relevant partners to investigate the practicalities, financial and legal implications of establishing secondary cooperatives for supply teachers. This will be undertaken as part of the Ministerial Taskforce set up to review options for alternative delivery models for the provision of supply. Schools, local authorities and consortia will also be asked to consider alternative methods of covering teachers' absence as set out in the guidance *Effective management of workforce attendance*.

- Complete: by Autumn 2016
- Led by: Workforce Strategy Unit (Schools), Education and Public Services, Welsh Government

Action 19 -Continue to encourage local authorities to consider how cooperatives and mutuals can deliver wellbeing outcomes through local ownership of energy generation, supply and use, building on our work with the Wales Co-op and other sector bodies over the last few years.

- Complete: Ongoing
- Led by: Natural Resources Department, Welsh Government.

Action 20 - Continue to fund WRAP Cymru to explore opportunities for the increase of reuse to maximise the environmental, economic and social value to Wales in line with the principals outlined in the Well-being of Future Generations (Wales) Act 2015, and Towards Zero Waste 2010. Co-ops and mutuals play an important role in reuse and there are significant opportunities for them to work more closely with local authorities. This includes the potential to provide services to reuse 'bulky wastes' (e.g. furniture, and large electrical items) collected at the kerbside and at recycling centres.

- Complete: Ongoing
- Led by: Natural Resources Department, Welsh Government

Action 21 - Continue to support, as part of the Welsh Government Rural Communities – Rural Development Programme 2014-21, cooperatives and mutuals through the Rural Community Development Fund grant scheme. This scheme offers grants, primarily aimed at LEADER Local Action Groups (LAGs) and other community-based organisations, including Co-operatives and Mutuals, for investment funding across a wide range of interventions designed to prevent poverty

and mitigate the impact of poverty in rural communities, improving conditions which can lead to future jobs and growth.

- Complete: Ongoing
- Led by: Agriculture, Food and Marine Department, Welsh Government

### ***Asks and offers***

We recognise that in order for co-operatives, mutuals and alternative delivery models to play a sustainable and equitable part in public service delivery, a number of partners have a key enabling role. We have worked with these partners to define their contribution to this agenda through a series of workshops during the consultation period.

The workshops confirmed a common understanding amongst partners of the financial challenges to public services whilst at the same time demand and public expectations remained high.

Draft protocols, which reflect the Welsh Government's commitments as set out in this Action Plan and which also set out the contribution each sector will make, have been developed and are now subject to consideration and sign-off by sector representative bodies.

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<sup>i</sup> PPIW reports - <http://ppiw.org.uk/publications/>