



Monmouthshire County Council



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sir fynwy**

Adopted Local Development Plan 2011-2021

Annual Monitoring Report

Monitoring Period 1st April 2020-31st March 2021

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

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1 Executive Summary

- 1.1 The Monmouthshire Local Development Plan (LDP) was adopted on 27 February 2014. As part of the statutory development plan process the Council is required to prepare an Annual Monitoring Report (AMR).
- 1.2 The AMR provides the basis for monitoring the effectiveness of the LDP and ultimately determines whether any revisions to the Plan are necessary. It aims to demonstrate the extent to which the LDP strategy and objectives are being achieved and whether the Plan's policies are functioning effectively. It also allows the Council to assess the impact the LDP is having on the social, economic, cultural and environmental well-being of the County and identifies any significant contextual changes that may influence Plan implementation or review.
- 1.3 This is the seventh AMR to be prepared since the adoption of the Monmouthshire LDP and is based on the period 1 April 2020 – 31 March 2021.

Key Findings of the Sixth Annual Monitoring Process 2020-2021

Contextual Information

- 1.4 Section 3 provides a summary of the relevant contextual material that has been published during the current monitoring period. This includes national legislation and relevant plans, policies and strategies at the national, regional and local level, along with general economic trends which have occurred since the LDP's adoption. In the main, the implications of the contextual changes will take place over the longer term and as part of the Replacement Local Development Plan (RLDP). However, a number of Welsh Government policy documents of note have been published/updated during the monitoring period. In February 2021, Welsh Government published Future Wales – The National Plan 2040 and Planning Policy Wales – Edition 11. Combined these provide the national planning policy framework for Local Planning Authorities to follow in determining planning applications and in the preparation of the RLDP.

Covid-19 & Building Better Places: Placemaking and the Covid-19 Recovery (WG, July 2020)

- 1.5 The UK was placed into lockdown on 23rd March 2020 in response to the Covid-19 pandemic and over the course of the monitoring period three periods of lockdown have taken place and some form of restrictions have been in place for the whole period. At the time of writing this AMR, significant easing of the lockdown restrictions had taken place such as the opening of retail, hospitality and the tourism industry. The implications of the Covid-19 lockdowns and restrictions are, however, still emerging on a national and local scale and it is still unknown what impact the situation with Covid-19 will have for the adopted LDP. Any implications will be reported in the relevant sections of the AMR and reflected in the preparation of the RLDP.

- 1.6 To help with the recovery of Covid-19 in the planning process, Welsh Government published Building Better Places – The Planning System Delivering Resilient and Brighter Futures – Placemaking and the Covid-19 Recovery in July 2020, setting out its planning policy priorities in taking action in the recovery period following the Covid-19 pandemic. The Building Better Places document recognises the significant changes in how we operate in our daily lives and local communities and the opportunity it has created to continue with some of these shifts in behaviour and the increased importance on placemaking and local responsiveness, creativity and innovation in relation to local development plans that have been highlighted as a result of Covid-19.

Phosphates

- 1.7 During the course of the monitoring period, Natural Resources Wales (NRW) adopted tighter targets for the water quality of the watercourses associated with the River Usk and River Wye Special Areas of Conservation following new evidence about the environmental impacts of phosphate in these watercourses. NRW has issued detailed planning guidance to ensure that the environmental capacity of the rivers do not deteriorate further. Any planning applications submitted with the catchment areas of the affected watercourses need to demonstrate phosphate neutrality or betterment in its design and/or its contribution to the water body. This guidance does have significant implications on development proposals within the affected river catchment areas and we are working with NRW, Dwr Cymru Welsh Water, Welsh Government, the development industry and our biodiversity officers to find solutions and enable development to progress.

Local Development Plan Monitoring – Policy Analysis

- 1.7 Section 5 of the AMR provides a detailed assessment of how the Plan's strategic policies and associated supporting policies are performing against the identified key monitoring targets and outcomes and whether the LDP strategy and objectives are being delivered. This has enabled the Council to make an informed judgement of the Plan's progress in delivering the targets/monitoring outcomes and policies during this monitoring period. The table below provides a visual overview of the effectiveness of policies during the current monitoring period based on the traffic light rating used in the assessment.
- 1.8 Overall, the plan is working effectively with the majority of the monitoring targets being achieved, although this is down slightly on last year's AMR. There has also been a slight increase in the number of indicators that have not achieved the target this year, but there is an appropriate justification, and no concerns are raised. However, there has also been an increase in 'red' ratings recorded during the current monitoring period, compared to the 2019-20 AMR (3 compared to 1 red rating in 2019-20). This is due to the increase in vacancy rates in the towns of Abergavenny and Monmouth. Further commentary is provided below.

Targets / monitoring outcomes* are being achieved	54
Targets / monitoring outcomes* are not currently being achieved but there are no concerns over the implementation of the policy	29
Targets / monitoring outcomes* are not being achieved with subsequent concerns over the implementation of policy	3
No conclusion can be drawn due to limited data availability or no applicable data during the monitoring period	5

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

Key AMR Findings

1.8 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.
- 419 dwelling completions were recorded including 71 affordable homes. Completions recorded over the past three monitoring periods have been significantly higher than those achieved in the early years of the Plan period, reflecting the progression of the LDP strategic sites in recent years.
- Six of the seven LDP allocated strategic housing sites now have planning permission, with an application under consideration on the seventh at Vinegar Hill, Undy.
- The number of new dwellings permitted during the monitoring period is notably lower than the previous three years, from 1,238 in 2017 - 2018, 598 in 2018 – 2019, 251 in 2019 – 2020 to 86 dwellings. This decrease is due to a combination of factors but is primarily due to the majority of allocated sites already having planning permission, the LDP reaching the latter stages of the Plan period and the impact of phosphate mitigation measures (although it is noted this only came into force towards the end of the monitoring period).
- The total number of affordable dwelling completions recorded over the six years of the Plan's adoption (495 units) remains below the required delivery target of 672 affordable homes for the same period.

- The County has a total of 40.16 hectares of employment land available, indicating that sufficient employment land is maintained to meet the identified take up rate.
- There has been progress in terms of employment permissions within the County, with permissions granted for a range of B use class employment uses on protected employment sites (SAE2) and non-allocated sites (totalling 5.04ha hectares). Several rural diversification and rural enterprise schemes have also been approved (8), providing employment opportunities throughout the County.
- The Council approved proposals for a total of 14 tourism facilities, ranging from a hotel, holiday lets to glamping accommodation. The Sustainable Tourism Accommodation Supplementary Planning Guidance [SPG] (November 2017) has helped clarify our general support for this important sector of our economy.
- Vacancy rates in the centres of Magor and Usk have decreased since the previous monitoring period, with Raglan remaining at the same level. However, vacancy rates in the central shopping areas of Caldicot and Chepstow have risen compared to last year's AMR.
- The proportion of A1 retail uses within the towns' Primary Shopping Frontages generally accord with the thresholds identified in the Primary Shopping Frontages SPG.
- Three planning applications were approved for community and recreation facilities.
- Ample land remains available for potential waste management sites and there has been no reduction in the minerals land bank.
- There were no applications that resulted in the loss of listed buildings or historic sites and no development permitted which would have an adverse impact on the historic environment.

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

1.10 There are, however, two policy monitoring outcomes that are not progressing as intended relating to retail vacancy rates and housing delivery (red traffic light rating):

- As increased vacancy rates have occurred for two consecutive years in Abergavenny and Monmouth central shopping areas, the trigger for this indicator has been met.

- Housing completion rates represent an under delivery of -1,500 units (33.3%) for the Plan period to date when measured against the newly introduced cumulative annual average requirement (AAR).

Supplementary Planning Guidance (SPG)

- 1.11 SPG preparation and adoption will continue in the next monitoring period as appropriate. Where essential, however, resources will be focused on the Replacement Plan.

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:
- One major new development¹ was approved during the monitoring period – SAH11(xiv)(a) South of Minor Road, Shirenewton. This site is located within a 10-minute walk from a frequent and regular bus service.
 - One Tree Preservation Order Tree was lost to development the monitoring period. This is an increase on last year's AMR.
 - The annual objective level of nitrogen dioxide was not exceeded during the monitoring period, reflecting the reduction in traffic flows as a result of Covid-19.
 - Two of the five proposals permitted on LDP allocated sites and sites of over 10 dwellings/1ha incorporated Sustainable Urban Drainage Systems (SUDS)² into the scheme. The proportion of schemes that incorporate SuDS has remained at 40% the same as the previous AMR.
 - Water flow levels fell below the summer flow level at two of the three monitoring stations. The River Wye for 17 days and River Usk for 2 days. The River Monnow remained above the summer flow level.

¹ Major development is defined as development involving one or more of the following: developments of 10 or more dwellings or 0.5ha or more; development of building or buildings where the floor space to be created is 1000m² 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.

² SUDS are drainage solutions that provide an alternative to the direct channelling of surface water through networks of pipes and sewers to nearby watercourses. By mimicking natural drainage regimes, SUDS aim to reduce surface water flooding, improve water quality and enhance the amenity and biodiversity value of the environment. SUDS achieve this by lowering flow rates, increasing water storage capacity and reducing the transport of pollution to the water environment (*British Geological Society*).

- 64.9% of Monmouthshire's total household waste was recycled or composted. This has increased marginally since the previous AMR which indicated 61.60% was recycled or composted.
- No agricultural land at Grade 3a and above has been lost to major development over the monitoring period.
- The Monmouthshire STEAM report (2020) identified the total annual tourism expenditure as £81.16 Million over the 2020 period. This compared to £244.99 Million over the 2019 period, equating to a 67.7% decrease. Whilst this is a significant decrease since the previous period, this reflects the impact that the Covid-19 pandemic has had on the tourism and hospitality industries, which will be reflected nationwide.

Conclusions and Recommendations

- 1.14 Overall, the 2020-21 AMR indicates that good progress continues to be made in implementing many of the Plan's policies and that overall, the strategy remains sound. However, while progress has been made in relation to the Plan's Strategic Housing Sites, cumulative completion rates for the Plan period are lower than the Plan requirement and remain a matter of concern if the LDP objectives and housing needs of Monmouthshire's communities are to be met.
- 1.15 Given the importance attached to delivering and maintaining a constant supply of housing land, the Council resolved in May 2018 to commence work on a Replacement Local Development Plan (RLDP) for the County (excluding the area within the BBNP) which will cover the period 2018-2033.
- 1.16 The RLDP is being prepared in accordance with the Delivery Agreement, which was subject to a second revision in October 2020 to take account of delays in the Plan process as a result of Covid-19 and updated population projections published by Welsh Government. Following consultation on a revised set of Growth and Spatial options during January-February 2021 to take account of the updated population projections, a revised Preferred Strategy was published for consultation for an eight-week period over July/August 2021.
- 1.17 The delays noted above have unavoidably delayed the preparation and programmed adoption of the RLDP, with consultation on the Deposit Plan scheduled for Autumn 2022 and adoption of the RLDP anticipated in late 2023. Serious concerns were raised in the last AMR in relation to the legislation in place at the time regarding the LDP expiry dates and the 'drop dead date' whereby the Adopted LDP ceases to have any weight at all after its end date of 31st December 2021, with no local planning policy framework to inform decision making. In September 2020, Welsh Government published a letter from the Minister for Housing and Local Government clarifying that the provisions in the Planning Wales Act 2015 regarding the period to which a plan has effect do not apply to LDPs adopted prior to 2016. Plans adopted prior to 4th January 2016 will remain the LDP for determining planning applications until replaced by a

further LDP³. This is welcomed clarification and ensures a policy framework remains in place while the RLDP progresses, providing a basis to determine planning applications for continued economic development and windfall opportunities.

- 1.18 However, the LDP has reached the end of its 15-year plan period with six of the seven strategic housing allocations now either with planning permission, under construction or complete. While these will continue to play an important role in housing delivery and completion rates in the short term as the sites build out, the reduction in dwellings permitted during the AMR period is cause for concern. The progression of the RLDP to provide a continued policy framework and mechanism for addressing the County's key local demographic and affordability issues is therefore a key priority of the Council.
- 1.19 The announcement during the monitoring period regarding phosphate water quality issues in the Usk and Wye Riverine SACs, also has implications for the ongoing delivery of development in the County. While the new measures have had a limited impact on permission levels during this monitoring period due to the January introduction date, concerns are raised with regard to the continued impact on permission levels during the next monitoring period. However, good progress is being made with addressing the phosphate issue and it is anticipated that solutions can be determined and agreed in the short term to facilitate the continued delivery of the LDP and the preparation of the RLDP. The Council is committed to seeking solutions to the phosphate issue and is in proactive discussions with the key organisations, including NRW, Welsh Government, DCWW and the development industry, to seek viable and timely solutions in the affected settlements. The situation will be kept under constant review.
- 1.20 With regard to the increased vacancy rates in the central shopping areas of Abergavenny and Monmouth, this may, in part reflect the impact of the Covid-19 pandemic on high streets across the UK, particularly given the loss of some national chains from the town centres. In response, recent WG guidance⁴ recognises that whilst retail development should continue to be focussed in town centres, retail and commercial centres should be enabled to operate as flexibly as possible. This will ensure that going forward retail and commercial centres are hubs of social and economic activity and the focal point for a diverse range of services and cultural activities/functions, which support the needs of local communities. This approach should enable the planning system to be responsive, flexible and pragmatic to assist with the recovery from Covid-19. Any impacts from this on the County's town centres will be recorded in the next monitoring period.

³ Welsh Government Letter – 24th September 2020 – <https://gov.wales/local-development-plan-ldp-end-dates-letter-local-authorities>

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

- 1.21 In further support of town centres, Welsh Government issued a letter in March 2021 setting out a number of temporary permitted development rights to allow change of use between A use class (retail and food and drink) to facilitate a flexible planning system to assist with the recovery of Covid-19.
- 1.22 Locally, the Council put in place a number of interim measures during the height of the Covid-19 pandemic, such as street café licences and prioritising pedestrian movements throughout the town centres to facilitate Covid-19 social distancing restrictions. The Council will consider opportunities to extend the necessary regulations to allow different trial measures to be considered alongside feedback from relevant stakeholders. In addition, the Council through its Regeneration team is exploring opportunities to secure a share of a Welsh Government Transforming Towns ‘Placemaking’ grant, as well as Transforming Towns Revenue Funding and the Transforming Towns Business Fund.
- 1.23 While the 2-year consecutive rise in vacancy rates in Abergavenny and Monmouth are of concern, all centres, except for Monmouth are below or broadly in line with the Great Britain High Street vacancy rate (13.7% December 2020, Local Data Company), indicating that Monmouthshire’s town and local centres are in the main functionally effectively. However, the situation will be continued to be monitored as part of the AMR and the annual retail surveys.
- 1.24 Accordingly, the AMR recommends the following:
1. Continue to progress work on the RLDP. The next formal stage of RLDP involves consultation on the Preferred Strategy in Summer 2021.
 2. Continue to work with the relevant organisations to seek solution to the phosphate water quality issues in the Usk and Wye Riverine SACs.
 3. Submit the seventh AMR to the Welsh Government by 31 October 2021 in accordance with statutory requirements. Publish the AMR on the Council’s website.
 4. Continue to monitor the Plan through the preparation of successive AMRs.

2 Introduction

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

Adoption of the Monmouthshire Local Development Plan

- 2.3 Under the Planning and Compulsory Purchase Act (2004) and associated Regulations, local planning authorities (LPAs) are required to produce a LDP. The Monmouthshire Local Development Plan was formally adopted by Monmouthshire County Council on 27 February 2014. The LDP provides the land use framework which forms the basis on which decisions about future development in the County, including planning applications, are based.
- 2.4 This is the seventh AMR to be prepared since the adoption of the Monmouthshire LDP and is based on the period 1 April 2020 – 31 March 2021.

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

Local Development Plan Manual (Draft Edition 3, March 2020)

2.8 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 subsequent revised LDP Manual, previously Edition 2 and most recently Edition 3 have deleted many of the additional LDP indicators included in the first Manual, most significantly the five-year housing land supply, to be replaced with a housing trajectory monitoring method. Some of the original 2006 indicators nevertheless still remain included in the adopted LDP monitoring framework and the Council will continue to monitor these to ensure consistency with previous AMRs. The revised manuals notably incorporate a smaller number of additional core output indicators relating the housing provision, employment and retail matters.

Monmouthshire LDP Monitoring Framework

2.9 A Monitoring Framework is provided in Chapter Eight of the LDP comprising a series of 51 indicators, with corresponding targets and triggers for further action, in relation to the Plan's strategic policies. It also indicates the linkages between the Plan themes, objectives, strategic policies and other Plan policies. The indicators were developed in accordance with the above Welsh Government Regulations and guidance on monitoring. The Monitoring Framework forms the basis of the AMR.

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

2.10 In addition, the LDP and AMR must comply with European Directives and Regulations. The Sustainability Appraisal Report Addendum (2014) identifies a further set of indicators (61) that are used to monitor progress on sustainability issues. Whilst interlinked, these are set out separately from the LDP Policy Monitoring Framework and have been used in the AMR to measure the environmental, economic and social impacts of the LDP.

2.11 The completion of the AMR accords with the requirements for monitoring the sustainability performance of the Plan through the Strategic Environmental

Assessment Regulations (2004) and The Conservation of Habitats and Species Regulations 2010 (as amended).

AMR Format and Content

- 2.12 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.
- 2.13 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

- 2.14 The broad structure of the AMR should remain the same from year to year in order to provide ease of analysis between successive reports. However, given that the monitoring process is dependent upon a wide range of statistical information that is sourced from both the Council and external sources, any changes to these sources could make certain indicators ineffective or out-dated. Accordingly, the monitoring framework may evolve over the Plan period and AMRs will be used as a means of identifying any such inevitable changes to the framework.

LDP Review

- 2.15 The 2016 Monmouthshire AMR recommended an early review of the LDP as a result of the need to address the shortfall in the housing land supply and to facilitate the identification and allocation of additional housing land. The preparation of the RLDP has remained a recommendation in subsequent AMRs.
- 2.16 The LDP Regulations allow for a 'selective review' of part (or parts) of a 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 2016 and 2017 AMRs. 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 had to commence in February 2018. It was considered, therefore, more appropriate to undertake a full review of the Plan to consider all aspects of the LDP in order to fully assess the nature and scale of revisions that might be required.
- 2.17 Consequently, a full review of the LDP commenced in 2017 and culminated with the publication of the Final Review Report in March 2018, which was reported in the 2017-2018 monitoring period. The report concluded that the LDP should be revised and that this should take the form of a full revision procedure, i.e., a fully revised LDP (RLDP). It also concluded that the Monmouthshire LDP should be revised on an individual basis, rather than, jointly with adjacent Local Planning Authorities. Preparation of the RLDP commenced in May 2018. There have however been unavoidable delays to the preparation of the of the RLDP, namely due to the Covid-19 pandemic and the publication of key evidence (Welsh Government population projections), which resulted the plan progress being paused in July 2020. A revised RLDP Delivery Agreement was agreed by Welsh Government in October 2020.
- 2.18 Furthermore a Welsh Government letter dated 24th September 2020 clarified that the provisions in the Planning Wales Act 2015 regarding the period to which a plan has effect do not apply to LDPs adopted prior to 2016. Plans adopted prior to 4th January 2016, including the adopted Monmouthshire LDP, will remain the LDP for determining planning applications until replaced by a further LDP. This is welcomed clarification and ensures a policy framework remains in place while the RLDP progresses and the existing LDP allocations that have yet to gain planning permission can progress through the policies of the Adopted Plan, providing a policy framework for continued economic development and windfall opportunities.⁵

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

3 Contextual Information

- 3.1 This section provides a brief summary of the relevant contextual material that has been published during the current monitoring period. This includes national legislation and relevant plans, policies and strategies at the national, regional and local level. Any potential overall implications for the LDP as a whole are outlined where appropriate. General economic trends which have occurred since the LDP's adoption are also set out, together with progress on key supplementary planning guidance.
- 3.2 Contextual information which is specific to a particular LDP policy area is provided in the relevant policy analysis section for ease of reference and is therefore not repeated in detail here.
- 3.3 At the time of this AMR it is still unknown what impact, if any, the Covid-19 pandemic will have for the Adopted LDP. Any implications will be reported in future AMRs.

National Planning Policy

Future Wales – The National Plan 2040

- 3.4 The Welsh Government published Future Wales – The National Plan 2040 in February 2021, this document replaces the Wales Spatial Plan. Future Wales is the national development framework for Wales, setting the direction for development to 2040, providing the context for the provision of new infrastructure/growth over the next 20 years. It is a development plan with a strategy for addressing key national priorities through the planning system, including sustaining and developing a vibrant economy, achieving decarbonisation and climate-resilience, developing strong ecosystems and improving the health and well-being of our communities. It also sets the national direction for supporting rural communities (policy 4), supporting the rural economy (policy 5) and increasing the delivery of affordable homes (policy 7), key issues in Monmouthshire.
- 3.5 Future Wales is a relevant 'development plan' in accordance with Sections 38(4a) & (6) of the Planning & Compulsory Purchase Act 2004 and as the national development framework, Future Wales is the highest tier of development plan. It is a framework which will be built on by Strategic Development Plans at a regional level and Local Development Plans at local authority level. Strategic and Local Development Plans are required to be in general conformity with Future Wales. Any implications for the Adopted LDP are considered in the relevant policy analysis section.

Planning Policy Wales Edition 11 (2021)

- 3.6 Edition 11 of Planning Policy Wales (PPW 11) was published alongside Future Wales and sets out the land use planning policies and overarching sustainable development goals for Wales, revised to contribute towards the statutory well-being goals of the

Well-being of Future Generations Act. PPW11 secures a presumption in favour of sustainable development and considers a Plan-led approach to be the most effective means of securing sustainable development through the planning system. PPW11 has a strong focus on promoting placemaking, which is considered instrumental to achieving sustainable places, delivering socially inclusive development and promoting more cohesive communities. PPW 11 is a key consideration in the preparation of the RLDP, any implications for the Adopted LDP are considered in the relevant policy analysis section.

Building Better Places - The Planning System Delivering Resilient and Brighter Futures: Placemaking and the Covid-19 recovery (WG, July 2020)

- 3.7 This document sets out the Welsh Government's planning policy priorities to assist in taking action in the recovery period after the Covid-19 pandemic crisis. It states that the planning system should be centre stage in the consideration of built and natural environment issues that have arisen from the pandemic. The document highlights the key existing planning policies and tools which should be used by all sectors in the environmental, social, cultural and economic recovery of Wales, recognising the continuing need for Planners to operate within a wider context of priorities and action at all scales. The document reinforces Welsh Government's commitment to better places, placemaking, quality outcomes and good design and identifies policy areas that should be the focus of consideration and action, in order to act as a catalyst for a recovery. Development plans are recognised as a key mechanism in delivering the planning policy priorities identified as being key to assisting in the Covid-19 recovery and maintaining and enabling the sustainable improvements that have risen from the pandemic. The Adopted LDP and the RLDP when adopted are key tools for addressing these issues and will play an important role in supporting the post-covid recovery of the County.

Place Making Wales Charter

- 3.8 The Placemaking Wales Charter was launched by the Minister at the RTPI Cymru Welsh Planner Conference on 23rd September 2020. Following the launch of the charter a work programme is being established. This will either be existing activity that covers the placemaking theme, or new work where Welsh Government funding can be used to help support the activity. Monmouthshire County Council will sign up to the Charter in the next monitoring period.

Regional Context

Strategic Development Plans (SDP)

- 3.9 The Planning (Wales) Act provides a legal framework for the preparation of Strategic Development Plans. This will allow larger than local issues such as housing demand, search areas for strategic employment sites and supporting transport infrastructure, which cut across a number of local planning authorities, to be considered and planned

for in an integrated way. SDPs will address cross-boundary issues at a regional level and must be in general conformity with Future Wales.

- 3.10 On 29th January 2018 the Cardiff Capital Region Cabinet agreed that work should commence on a Strategic Development Plan (SDP) for the region which includes Monmouthshire. An SDP Project Group⁶ was established tasked with progressing key options for the SDP, including SDP boundary, governance, timescale and scope. After this, The Local Government and Elections (Wales) Act (2021) mandated the preparation of a Strategic Development Plan (SDP) in each of the four regions in Wales through a Corporate Joint Committee (CJC). The Act received Royal Assent on 20 January 2021. The CJC establishment regulations for South East Wales will come into force in February 2022. The regulations setting out the procedure to prepare an SDP are being progressed and will come into force February 2022 to mirror the CJC regulations. Future progress on the SDP and any subsequent implications for the RLDP will be reported in future AMRs.

Cardiff Capital Region and City Deal

- 3.11 The Cardiff Capital Region (CCR) is made up of an area of South East Wales, consisting of the ten local authorities, including Monmouthshire. These local authorities are working collaboratively to seek to tackle issues that affect the whole of the region, such as worklessness and poor transportation links, with the aim of working together and collaborating on projects and plans for the area. The Authorities forming the Capital Region are progressing the City Deal to fund projects aimed at boosting the competitiveness of the region over the next 20 years. The CCR City Deal will help boost economic growth by improving transport links, increasing skills, helping people into work and giving businesses the support, they need to grow. It will also establish strong governance across the region through the Cardiff Capital Region Joint Cabinet. A five-year Strategic Business Plan to leverage maximum economic and social benefits was agreed in May 2018 by all 10 local authority partners. The progress of the Cardiff Capital Region agenda, City Deal Bid and any subsequent implications for the LDP will be given further consideration in subsequent AMRs where appropriate. This investment represents a significant opportunity for Monmouthshire and for the region. MCC is currently bidding for CCR funding to support the delivery of strategic housing site SAH6 Vinegar Hill Undy. If successful with the funding bid it would result in the enable a fully planning policy compliant scheme to be delivered however there are viability pressures resulting in sites not coming forward.

M4 Relief Road

- 3.12 The decision was announced in June 2019 that the M4 Relief Road would not proceed, following the conclusion of a public inquiry into the project and the publication of the

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

Inspector's Report. The route within Monmouthshire is currently safeguarded in the Adopted LDP. A Written Statement from the Welsh Minister for Economy and Infrastructure, stated that the Welsh Government had appointed an expert Commission (the South East Wales Transport Commission) tasked with making recommendations about alternative solutions to improve the transport network in South East Wales. The Commission reported in November 2020, making a number of recommendations, which Welsh Government, Transport for Wales and Monmouthshire County Council are currently working on implementing. Progress on this and any subsequent implications for the Adopted LDP and the RLDP will be reported in future AMRs.

Local Context

Monmouthshire Well-being Assessment and Plan

- 3.13 Under the provisions of the Well-being of Future Generations Act, every Public Service Board (PSB) in Wales was required to publish a Well-being Plan by May 2018. Replacing the Single Integrated Plan (SIP), the plans were to look at the economic, social, environmental and cultural well-being of each county and have clear links with the LDP. The Monmouthshire Public Service Board Well-Being Plan was published in February 2018. PSB partners are working on detailed action plans which set out how they will deliver the steps identified in the Well-Being Plan. Arrangements are also being progressed to merge Public Service Boards in Gwent, with the intention for the first Gwent wide Public Service Board to meet in September 2021. The existing Monmouthshire Well-Being Plan sets the objectives for partnership working for the Public Service Board up until 2023. This will then be replaced by a new Gwent Well-Being Plan which will cover 2023 – 2028. The Well-being Plan has informed the preparation of the RLDP.

Monmouthshire Community Infrastructure Levy (CIL) Update

- 3.14 The Wales Act 2017 devolved CIL to the Welsh Government, which to date has given no indication of its likely approach to CIL. Given the uncertainty over the measure, therefore, further implementation of CIL in Monmouthshire has been held in abeyance. The progress of the CIL and any subsequent implications for the LDP/RLDP will be given further consideration in successive AMRs where appropriate.

Monmouthshire 21st Century Schools

- 3.15 Of note, work on two 21st Century Schools in the County has been completed, Monmouth Comprehensive School and Caldicot Comprehensive School. The Council is working with Aecom and Morgan Sindall to deliver the 21st Century Schools Band B project, Abergavenny 3-19 School. The project is currently programmed to commence on site in July 2022 with a completion date of December 2024. Our final school, Chepstow School, is in Band C and work will not commence on this project for at least

another 3 years. Progress on schools in the County reflects a key corporate priority of children having the best possible start in life and no-one being left behind.

Climate Emergency

- 3.16 In May 2019 Monmouthshire County Council declared a Climate Emergency. The Council is looking to reduce its carbon emissions, including by reducing its energy use, generating solar power and encouraging electric cars. The target is to reduce council carbon emissions to zero by 2030. During summer 2019, the Council developed an action plan and strategy to set out how this would be achieved. The action plan was adopted by the Council in October 2019 and focuses on energy, transport, green spaces, waste and procurement. Progress on the action plan will be reported in future AMRs and will inform the preparation of the RLDP.

Monmouthshire 2040: Our Economic Growth and Ambition Statement

- 3.17 In November 2019 the Council published an economic ambition statement. This sets the Council's direction of travel and the combination of measures required for sustainable economic growth/prosperity, including an investment prospectus, close engagement with the business sector, demonstrating a pro-business culture and land assembly interventions to ensure employment sites come forward. An update of the economic ambition statement and investment prospectus is under consideration to take account of the COVID pandemic and businesses will be consulted on these in Autumn 2021. The AMR will consider how the LDP is performing against the existing employment indicators, whilst the RLDP will play a key role in supporting the Council's vision for economic growth going forward and will be one of the main enablers in delivering sustainable economic growth.

General Economic Trends

Economic Activity

- 3.18 Key economic activity data for Monmouthshire and Wales from the LDP base date of 2011 to the current monitoring period is shown in the tables below. The data demonstrates that during the current monitoring period the percentage of the economically active who are in employment has decreased to 78.3% and at the same time the percentage of the economically active who are unemployed has increased, to 2.9%. This is likely to be reflective of the impact of the pandemic and the restrictions that were in place during the monitoring period. The proportion of those economically active who are unemployed in the County remains significantly lower than the Wales figure. The Gross pay for full-time workers resident in the County remains at a higher level in Monmouthshire than in Wales as a whole (+18.7%). Such changes are not considered to be so significant as to have any implications for the LDP. These economic indicators and any future Covid-19 impacts will be considered in subsequent AMRs and any potential implications recorded.

Economically Active – In Employment

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

Source: Nomis (Annual Population Survey, September 2021)

Economically Active – Unemployed

	Monmouthshire	Wales
April 2011-March 2012	5.1%	8.4%
April 2012-March 2013	5.6%	8.3%
April 2013-March 2014	5.1%	7.4%
April 2014-March 2015	4.9%	6.8%
April 2015-March 2016	3.3%	5.4%
April 2016-March 2017	2.9%	4.4%
April 2017-March 2018	3.5%	4.9%
April 2018-March 2019	3.0%	4.5%
April 2019-March 2020	2.7%	3.7%
April 2020-March 2021	2.9%	4.0%

Source: Nomis (Annual Population Survey, September 2021)

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

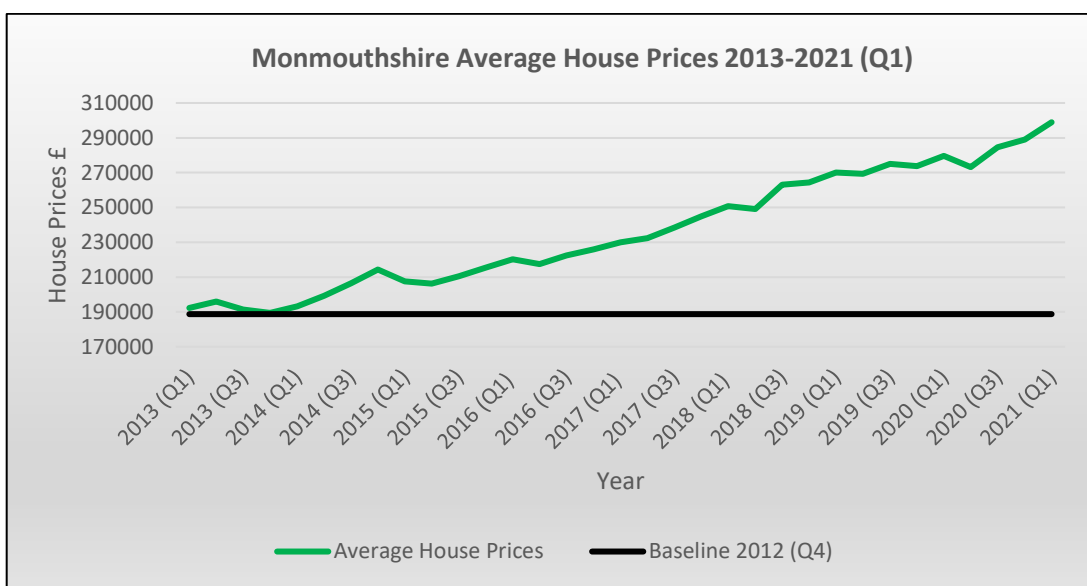
	Monmouthshire	Wales
2011	£560.3	£455.1
2012	£530.7	£454.9
2013	£579.5	£475.3
2014	£582.1	£480.0
2015	£610.5	£487.6
2016	£619.4	£499.2
2017	£619.6	£505.9
2018	£638.5	£518.6
2019	£649.6	£540.7
2020	£642.90	£541.70

Source: Nomis (Annual Population Survey, August 2021)

- 3.19 There has been little increase in earnings during the monitoring period, with an actual decline in Monmouthshire. This may well be as a result of the Covid-19 pandemic. Evidence continues to suggest that the income for economically active women who are resident within the County is significantly lower than that of men within the same category. It is unlikely that this is something that the land use planning system can directly influence, however, further consideration will be given to this as part of the Future Monmouthshire project and, if relevant, via Plan revision.

House Prices

- 3.20 As demonstrated in the graph below, Land Registry data indicates that average house prices in Monmouthshire have increased over the current monitoring period. Subsequently, average prices in quarter 1 2021 (January to March) at £298,932 were higher than the 2012 quarter 4 baseline price (£188,720). If the average house price trend data recorded exceeds the identified trigger for further investigation set out in relation to Policy S4, the Council will consider re-assessing the viability evidence which informed the affordable housing policy targets. This is given further consideration in the policy analysis section relating to Policy S4.
- 3.21 A number of recent events and proposals, including the abolition of the Severn Bridge tolls in December 2018, plans for the South East Wales Metro together with wider opportunities associated with the Cardiff Capital Region City Deal agenda, as well as the Covid-19 pandemic could have potential impacts on house prices in Monmouthshire. It is notable in the graph that there is a dip in house prices in the second quarter of 2020. This follows the instigation of the lockdown due to Covid-19 during the first quarter of that year. Since then house prices have recovered and have continued to climb steadily over the remaining quarters of the monitoring period. Any such impacts will continue to be considered in subsequent AMRs and through the RLDP process.



Source: Land Registry UK House Price Index (August 2021)

Summary

- 3.22 As detailed above, revised/new national, regional and local plans, policies and strategies have emerged during the current monitoring period, some of which may have implications for the future implementation of the LDP and for the RLDP. Subsequent AMRs will continue to provide updates on relevant contextual material which could affect the Plan's future implementation.

4 LDP Monitoring Process

How is the LDP Monitored?

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

Monitoring Aims / Outcomes	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.
Contextual information	Significant contextual information that has been published over the monitoring period is outlined where relevant to a particular strategic policy. This will enable the AMR to determine whether the performance of a policy has been affected by contextual changes. These can include new or amended legislation, national, regional and local plans, policies or strategies as well as external social and economic trends which could affect the delivery of the LDP such as economic conditions. Any such changes lie outside the remit of the LDP.
Indicators, targets and triggers	<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"> • S1 Spatial Strategy • S3 Strategic Housing Sites • S4 Affordable Housing • S6 Retail • S8/S9 Enterprise and Economy/ Employment Sites Provision <p>The total number of targets and triggers in the monitoring framework has subsequently increased.</p>

	Where relevant, indicator data recorded in previous AMRs is provided in the tables. Such data is colour coded (i.e. red, amber, green) to enable trends to be readily identified.
Analysis	<p>Having regard to the indicators, relevant targets, triggers and monitoring outcomes, the AMR assesses whether the Plan's strategic policies are being implemented as intended and whether the LDP objectives and strategy are being achieved. This includes the identification and further investigation of any policy that fails to meet its target and/or has reached its trigger point. However, the fact that a policy reaches its trigger level does not automatically imply that the policy is failing. The analysis will consider whether such performance may be due to extraneous circumstances or could be justified in the context of the overall policy framework.</p> <p>The analysis excludes those indicator targets with no applicable planning applications or completions to assess during the monitoring period. These totalled 2 during the current monitoring period.</p>
Recommendations	<p>Taking account of the policy analysis, appropriate recommendations are provided including a statement of any necessary actions required. If policies are found to be failing the AMR will set out clear recommendations on what, if anything, needs to be done to address this.</p> <p>Consideration of the LDP against all of the information gathered over the monitoring period will allow the Council to determine whether a review of the Plan is required.</p>

Policy Performance Traffic Light Rating

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

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

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

Replacement Indicators

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

Triggers for Plan Review

- 4.4 The Council is required to commence a full review of the LDP every four years. It is, however, recognised that the following exceptional circumstances could elicit an early review of the Plan:
- A significant change in external conditions
 - A significant change in national policy or legislation
 - A significant change in local circumstances e.g. closure of a significant employment site that weakens the local economy
 - A significant change in development pressures or needs and investment strategies of major public and private investors
 - Significant concerns from the results of the AMR in terms of policy effectiveness/implementation and site delivery.
- 4.5 All of these issues will be taken into consideration in determining whether a full or partial review of the Plan is necessary.

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

Sustainability Appraisal Monitoring Framework

- 4.7 The Sustainability Appraisal Monitoring expands the assessment of the performance of the LDP against the Sustainability Appraisal (SA) monitoring objectives. The SA identifies 17 objectives and 62 indicators to measure the environmental, economic and social impacts of the LDP. This is set out in Section 6 of the AMR.

5 LDP Monitoring – Policy Analysis

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

Spatial Strategy

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

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

LDP Objectives Supported: 1, 3 & 4

Contextual Changes

There are no contextual changes for this period.

Indicator	Target (Previous AMR Performance)	Trigger for Further Investigation	Performance 1 April 2020 – 31 March 2021
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	
	a) Main towns 41% (2014-15: 27%) (2015-16: 40.2%) (2016-17: 38.2%) (2017-18: 71.3%) (2018-19: 60.3%) (2019-20: 60.11%)		Dwelling Completions 54.2%
	b) Severnside Settlements 33% (2014-15: 43%) (2015-16: 8.1%) (2016-17: 19.3%) (2017-18: 5.4%) (2018-19: 16.9%) (2019-20: 24.43%)		32.7%

	c) Rural Secondary Settlements 10% <i>(2014-15: 6%)</i> <i>(2015-16: 37.2%)</i> <i>(2016-17: 21.4%)</i> <i>(2017-18: 12.2%)</i> <i>(2018-19: 16.7%)</i> <i>(2019-20: 3.65%)</i>		2.6%
	d) Rural General 16% <i>(2014-15: 24%)</i> <i>(2015-16: 14.5%)</i> <i>(2016-17: 21%)</i> <i>(2017-18: 11.1%)</i> <i>(2018-19: 6.1%)</i> <i>(2019-20: 11.79%)</i>		10.5%

Analysis – Dwelling Completions

The introduction of the first Covid-19 lockdown in the UK coincided with the start of this monitoring period. The closure of many building sites for a significant period of time will undoubtedly have had an impact on the rate of completions and on new sites coming forward. There are also numerous wider economic factors that influence housing delivery above and beyond the planning system.

a) Main Towns

A total of 419 dwelling completions were recorded for this monitoring period. Further analysis on the overall completion rate is set out in relation to Policy S3.

Of the 419 completions recorded during the monitoring period, 54.2% (227 dwellings) were in the County's main towns. This is higher than the identified target of 41% and marginally exceeds the 10% acceptability range. The trigger for this indicator has nevertheless been met. Abergavenny accounted for the highest number of completions at 177 units or 78% of main town completions. Chepstow accounted for 13% with 29 completions and Monmouth 9% with 21 completions.

Of the completions in Abergavenny, 83 dwellings were located on the LDP allocated Deri Farm site (SAH1), with a further 19 on the LDP allocated Coed Glas site (SAH9), there were also completions at two windfall sites** at the former Magistrates Court/Police Station (47 dwellings) and 17-25 Brecon Road (24 dwellings). The remainder of the completions related to small sites***. In Chepstow the majority of completions related to the allocated LDP site at Fairfield Mabey (SAH3) where 18 dwellings were completed, a further 8 dwellings related to conversion of a building to 8 flats. The remainder of the completions related to small sites***. Of the completions in Monmouth, the majority were located on the LDP

allocated Wonastow Road site (SAH4) (13 dwellings), the remainder related to small sites and a barn conversion.

General market housing accounted for 83% (189 units) of the completions in the main towns, with the remaining 17% (38 units) made up of affordable housing. The largest number of affordable housing completions were delivered in Abergavenny (35 units), split almost evenly by Coed Glas (12), 17 – 25 Brecon Road (12) and Deri Farm (11). Monmouth accounted for the remaining 3 affordable units, all of which were delivered on the Wonastow Road site.

The percentage of dwelling completions recorded in the main towns during this monitoring period of 54.2% is lower than the previous three monitoring periods (2019 – 20, 60.11%, 2018-19, 60.3% and 2017-18, 71.3%). It nevertheless remains higher than in the first three monitoring periods (2016 – 2017, 38.2%, 2015 – 2016, 40.2% and 2014 – 2015, 27%). These trends are considered to reflect the time attributed to getting the LDP allocations in position to deliver dwellings. This is also reflected by the contribution LDP allocations made to the main towns' completion figures. Four allocated LDP sites accounted for 59% of the main town completions, delivering 133 dwellings between them (Deri Farm, Wonastow Road, Fairfield Mabey and Coed Glas). Further details on the progress of these and other LDP allocations is set out in the analysis of strategic housing sites (Policy S3).

The exceedance of the target within this indicator is considered to reflect a timing/phasing issue with the delivery of the Plan's spatial strategy, rather than an issue with the effectiveness of the strategy itself. While there is a higher proportion of overall completions than the earlier monitoring periods, where it fell below the target of 41%, the more recent trend of exceeding the target is considered to be adjusting to this and reflective of a number of large LDP allocations coming forward. As such, there is not considered to be any significant issue with the implementation of the Plan's spatial strategy in relation to dwelling completions in the Main Towns. It is recognised that the allocated sites at Wonastow Road, Monmouth, Deri Farm and Coed Glas, Abergavenny and Fairfield Mabey accounted for the majority of completions, along with two windfall sites in Abergavenny, all of which are in accordance with the spatial strategy. The Council will nevertheless continue to monitor this issue closely in order to determine the effectiveness of the spatial strategy over the remaining Plan period.

b) Severnside Settlements

The Severnside Settlements accounted for 32.7% (137 units) of dwelling completions recorded during the monitoring period and therefore meets the target of 33%. The LDP allocation at Rockfield Farm, Undy (SAH5) recorded 41 dwellings accounting for the majority of these completions (30%), of which 17 were affordable. Sudbrook Paper Mill (SAH7) accounted for a further 20% of these completions and recorded 28 completions, which included 4 affordable units. Two windfall sites*** also recorded a reasonable number of completions at the Old Shipyard, Sudbrook (22 completions, 16%) and Ifton Manor Farm, Rogiet (12 completions, 9%), these all related to general open market units.

The remaining 6 completions were made up of 5 units on small sites and one barn conversion.

The proportion of completions achieved within the Severnside area is anticipated to continue to broadly align with the target figure of 33% and the spatial strategy set out in Policy S2. The Rockfield Farm, Undy (SAH5) site is scheduled to progress further in the next monitoring period and continue to be a significant contributor to completions in this part of the County. Other notable sites scheduled to contribute to the housing supply in the Severnside area include the allocated site at the Former Sudbrook Paper Mill, Sudbrook (SAH7) and a windfall site at the Old Shipyard, Sudbrook.

Over the longer term, reserved matters approvals on a couple of sites in the Severnside area look set to provide a constant supply of housing in this part of the County. Reserved Matters have been approved on the Crick Road, Portskewett site (SAH2) and the 'unallocated' site at Church Road, Caldicot. Development commenced on the Church Road Caldicot site during the current monitoring period and is therefore scheduled to contribute to completions during the next monitoring period. Similarly, while progress has been slower than anticipated on Strategic Housing allocation SAH6 – Land at Vinegar Hill, a planning application for 155 units has been submitted and should be approved during the next monitoring period. The first completions are anticipated on site in 2022/23, subject to gaining planning permission. Further details on the progress of these and other LDP allocations is set out in the analysis of strategic housing sites (Policy S3).

Progress with delivery of sites on the ground and through the planning applications process indicates an ongoing supply of homes in the Severnside area. The Council will continue to monitor this issue in order to determine the effectiveness of the spatial strategy and continued alignment with the target set out in Policy S2.

c) Rural Secondary Settlements

A total of 11 completions were recorded during the monitoring period within the Rural Secondary Settlements, accounting for 2.6% of all completions in the County. This is below the identified target of 10%, but within the +/- 10% flexibility range. Accordingly, the trigger for further investigation has not been reached.

All eleven completions in the Rural Secondary Settlements related to small sites*** providing general open market units. The units were distributed across the four settlements that make up the Rural Secondary Settlements (Usk - 4, Llanfoist – 3, Raglan – 2 & Penperlleni - 2)

The completion rate is the lowest rate recorded since the AMR process commenced although only marginally lower than the previous monitoring period (2019/20 at 3.65%). This is considered to be a reflection of the completion of one of the SAH10 – Rural Secondary Settlements site allocations, with the remaining two allocations yet to deliver any completions i.e. SAH10(i) – Cwrt Burrium, Usk and SAH10(iii) – Land at Chepstow Road, Raglan. Progress has, however, been made on these allocations, with the Cwrt Burrium, Usk site anticipated to complete in the next monitoring period.

A further windfall site is also scheduled to contribute to housing completions on a site at Grove Farm, Llanfoist in the next monitoring period, as development commenced on site during the current monitoring period.

Given the progress made on the remaining allocations in the Rural Secondary Settlements, there is not considered to be any significant issues with the implementation of the Plan's spatial strategy in relation to dwelling completions delivered from this tier of the settlement hierarchy. The Council will continue to monitor this issue closely to determine the effectiveness of the spatial strategy over the remaining Plan period.

d) Rural General

A total of 44 completions were recorded during the monitoring period in the County's Rural General areas, which includes the Main Villages and Minor Villages listed in Policy S1, as well as homes in the open countryside. These completions account for 10.5% of the overall completions in the County compared to the identified target of 16%. This is within the +/- 10% flexibility allowance and accordingly, the trigger for further investigation has not been reached.

The allocated Main Village site at Dingestow (SAH11(iii)) related to a third of the completions 15 (34%), of which 9 were affordable dwellings in accordance with the 60/40 policy. A further 8 dwellings (18%) were completed at Walnut Tree Cottage in Llangybi, this included 3 affordable dwellings. The remainder of the completions related to small sites/conversions all of which were general market dwellings

Main Villages accounted for 33 of the overall 44 homes completed (75%), Minor Villages accounted for 6 completions (14%) and 5 (11%) were delivered in the open countryside. 4 of the units in the countryside involved the conversion or change of use of an existing building, the additional unit related to a rural worker dwelling.

There were no further completions recorded on the SAH11 – Main Villages sites during this monitoring period. However, a Reserved Matters application was approved for the rear of the Carpenter's Arms, Llanishen site (SAH11(ix)(a) for 8 dwellings. This combined with the Main Village sites mentioned as gaining permission in the last monitoring period namely, SA11(i)(b) – Cross Ash Garage and SA11(ii) – Land off Well Lane, Devauden. Both sites have been cleared over the current monitoring period and are expected to contribute to completions in this tier of the settlement hierarchy over the next couple of years. Through the delivery of these sites, together with continued opportunities for small site conversions and infill development, it is anticipated that the proportion of completions in these settlements will continue to align with the target figure of 16% over the Plan period.

The completion rate is in line with those achieved over previous monitoring periods, with rates ranging from a low of 6.1% and a high of 24%, all of which have been within the +/- 10% flexibility allowance. 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. 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, however, see comments in relation to allocated strategic housing sites (Policy S3).
b) No action is currently required. Continue to monitor.
c) No action is currently required. Continue to monitor.
d) No action is currently required. Continue to monitor.

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

** Large site windfall >10 dwellings

*** Small site windfall <10 dwellings

Indicator	Target <i>(Previous AMR Performance)</i>	Trigger for Further Investigation	Performance 1 April 2020 - 31 March 2021
Proportion of new housing development permitted in accordance with the spatial strategy Policy S1 / settlement hierarchy set out in Policy S2*	Location of new residential development should correspond to the requirements set out in the Tables to Policy S2:	Housing permissions are +/- 10% of the requirements set out in the tables to Policy S2 in any 1 year	Dwelling Permissions
	e) Main towns 41% <i>(2014-15: 81%)</i> <i>(2015-16: 31%)</i> <i>(2016-17: 30.2%)</i> <i>(2017-18: 59.61%)</i> <i>(2018-19: 29.6%)</i> <i>(2019-20: 13.5%)</i>		31.4%
	f) Severnside Settlements 33% <i>(2014-15: 11%)</i> <i>(2015-16: 10%)</i> <i>(2016-17: 54.1%)</i> <i>(2017-18: 24.15%)</i>		15.1%

	<p>(2018 - 19: 53.2%) (2019 - 20: 61.8%)</p>		
	<p>g) Rural Secondary Settlements 10%</p> <p>(2014-15: 1%) (2015-16: 37%) (2016-17: 5.2%) (2017-18: 10.26%) (2018-19: 8.0%) (2019-20: 2.4%)</p>		12.8%
	<p>h) Rural General 16%</p> <p>(2014-15: 7%) (2015-16: 22%) (2016-17: 10.5%) (2017-18: 5.98%) (2018-19: 9.2%) (2019-20: 22.3%)</p>		40.7%

Analysis – Dwelling Permissions

Dwelling permissions in Monmouthshire during 2020-21 were lower than recorded in any of the previous monitoring periods at 86 dwellings. The lowest of which previously related to 212 dwellings in 2015-16 and at its highest reached 1,238 in 2017-2018. This is nevertheless considerably less than the 251 permissions recorded in 2019-2020. This decrease is due to a combination of factors, one of which being the majority of allocated LDP Strategic Sites already having planning permission. Other factors may have also resulted in a reduction of permissions for new dwellings including the introduction of the first Covid-19 lockdown in the UK which coincided with the start of this monitoring period. The closure of many building sites for a significant period of time will undoubtedly have had an impact on the rate of completions and on new sites coming forward. The announcement during the monitoring period regarding phosphate water quality issues in the Usk and Wye Riverine SACs, also has implications for the ongoing delivery of development in the County. While the new measures have had a limited impact on permission levels during this monitoring period due to the January introduction date, concerns are raised with regards to the continued impact on permission levels during the next monitoring period.

e) Main Towns

Of the 86 dwelling units granted planning permission during the monitoring period, 31.4% (27 units) were in the County's Main Towns of Abergavenny, Monmouth and Chepstow. This is within the +/- 10% flexibility allowance of the identified LDP target (41%) and accordingly, the trigger for further investigation has not been reached. The permissions were made up of 12 applications, only one of which related to an allocation in the LDP. This related to the Affordable Housing element of the Strategic Site at Fairfield Mabey (SAH3) that was

previously picked up in the 2017-18 AMR for 18 units. An application has however since been approved (DM/2019/01960) for 26 Affordable dwellings, an additional 8 dwellings have therefore been added to the 2020-21 AMR as they have not previously been recorded. The remaining 19 dwellings are classified as small sites, contributing to the Plan's small site allowance. Of these, 5 applications accounted for 9 units relating to conversions and change of uses and 5 applications accounted for 5 units relating to new build dwellings. An additional application related to the conversion of a public house to residential with 4 new build dwellings to the rear (5 units in total). New build development therefore related to a total of 63% and conversions 37% of permissions in Main Towns.

Chepstow accounted for the majority of dwelling permissions recorded at 67%, with Monmouth accounting for 26% and Abergavenny 7%.

The number of dwellings permitted in the main towns during the current monitoring period is significantly lower than previous monitoring periods and is the lowest recorded since the adoption of the LDP. However, the percentage of overall permissions in the Main Towns across the County has increased to 31% compared to the previous monitoring period (13.5%).

As anticipated in earlier AMRs, the proportion of permissions in the main towns has decreased due to the allocated Strategic Housing Sites in Abergavenny, Monmouth and Chepstow gaining planning permission in previous monitoring periods. An update on the progression of allocated sites in the Main Towns is provided in the strategic sites policy analysis (Policy S3).

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 remaining Plan period.

f) Severnside Settlements

13 of the 86 dwellings granted planning permission during the monitoring period were in Severnside settlements equating to 15.1%. This is below the identified target for this area (33%) accordingly, the trigger for further investigation has been reached. Of the 13 units granted permission 31% were in Caldicot (4 dwellings), 31% in Rogiet (4 dwellings), 31% in Undy (4 dwellings) and 7% in Portskewett (1 dwellings). Magor and Sudbrook did not have any residential units permitted during the monitoring period.

Small sites accounted for all of the permissions in Severnside. All of the dwellings permitted in Severnside settlements related to market homes.

The proportion of development permitted in Severnside settlements is lower than the previous monitoring period at 15.1% compared to 61.8% in 2019-20 and closer to the lowest rate of 10% recorded in 2015-2016.

There is one further strategic housing allocation in Severnside that is yet to receive planning permission – Land at Vinegar Hill, Undy. The determination of this application in the next monitoring period may result in a higher proportion of permissions in the Severnside region in 2021-22 due to all other strategic housing sites already having benefit of planning permission. An update on the progression of allocated sites in Severnside and the County is provided in the Strategic Sites policy analysis (Policy S3).

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

g) Rural Secondary Settlements

11 units (12.8%) of all dwellings permitted during the monitoring period were in the County's Rural Secondary Settlements. This is within the 10% indicator range of the LDP target of 10%; therefore, the trigger for further investigation has not been reached.

Of the 11 units, 7 (5 open market and 2 affordable dwellings) relate to the Allocated LDP site at Cwrt Burrium (SAH10(i)). The remaining 4 dwellings relate to small sites, 2 new build dwellings in Usk along with a further conversion and 1 new build dwelling in Llanfoist.

The proportion of permissions within the Rural Secondary Settlements broadly aligns with the target figure of 10%. All of the allocated LDP sites in the Rural Secondary Settlements have now been granted permission, SAH10(ii) Land south of School Lane, Penperlleni complete, construction underway on the SAH10(i) Cwrt Burrium, Usk site and outline permission granted on the SAH10(iii) Land at Chepstow Road, Raglan site.

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 remaining plan period.

h) Rural General

35 (40.7%) of all dwellings permitted during the monitoring period were in the County's rural areas. This is considerably higher than the identified LDP target of 16%. Accordingly, the trigger for further investigation has been reached.

However, permissions recorded in rural areas are lower in this period than previous AMRs. This increase in proportion is therefore more a reflection of a decrease in permissions in the Main Towns than any real increase in the Rural General settlements. Despite variations in previous AMRs, the proportion of permissions in the County's rural areas recorded has been within + / - 10% of the target since adoption, meaning that the trigger for further investigation has not previously been met. Other factors such as the impact of Covid-19 and riverine phosphate levels, combined with the majority of allocated LDP Strategic Sites already having the benefit of planning permission, are most likely the causes in of an increase in the proportion of permissions in the rural areas.

One LDP allocated Main Village site at Shirenewton (SAH11(xiv)(a)) gained planning permission over the monitoring period, this relates to part of a wider site within the

development boundary accounting for 11 units in total (7 open market, 4 affordable over the combined site). The remainder all related to open market dwellings for small sites (5 dwellings) and conversions/removal of condition applications (19 units) recorded in a range of rural settlements throughout Monmouthshire (69%, 24 units).

While the trigger has been met, 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 remaining plan period.

Recommendation
e) No action is currently required. Continue to monitor.
f) No action is currently required. Continue to monitor.
g) No action is currently required. Continue to monitor.
h) No action is currently required. Continue to monitor.

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

Housing Provision

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 during the monitoring period.

Indicator	Target (Previous AMR Performance)	Trigger for Further Investigation	Performance 1 April 2020 – 31 March 2021
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 (2014-15: 205) (2015-16: 234) (2016-17: 238) (2017-18: 279) (2018-19: 443) (2019-20: 356)	10% less or greater than the LDP strategy build rate for 2 consecutive years	419
2. The annual level of housing completions monitored against the Average Annual Requirement (AAR)**	Difference between actual annual completions and the AAR (2014-15: -245 units (-54.4%)) (2015-16: -216 units (-48%)) (2016-17: -212 (-47.1%)) (2017-18: -171 units (-38%))	Under delivery of annual completions on two consecutive years	-31 units (-6.9%)

	(2018-19: -7 units (-1.6%)) (2019-20: -94 units (-20.9%))		
3. Total cumulative completions monitored against the cumulative requirement (Cumulative AAR)**	Difference between the cumulative completions and the cumulative AAR (2014-15: -769 units (-42.7%)) (2015-16: -985 units (-43.8%)) (2016-17: -1197 (-44.3%)) (2017-18: -1368 units (-43.4%)) (2018-19: -1375 units (-38.2%)) (2019-20: -1469 (-36.3%))	Under delivery of completions on two consecutive years	-1500 units (-33.3%)
4. 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	SAH10(i): 16dph
5. Review of Gypsy/ Traveller Accommodation Needs and Sites Study to be completed within two years of the LDP's adoption	If a need for additional site(s) is identified seek to allocate a suitable site by Spring 2017	Identified need not met by Spring 2017	Gypsy Traveller Accommodation Assessment approved by WG January 2017. 13 pitches have been approved.
Analysis			
<p>1. Whilst the method by which the monitoring of housing delivery changed during the last monitoring period this indicator is still included as it measures completions against the completion target (488) from Plan adoption in 2014 rather than from 2011, the beginning of the Plan period. This indicator thus addresses any under / over delivery in the first three years of the Plan period prior to adoption.</p> <p>419 dwellings were built during the monitoring period (348 general market and 71 affordable).</p>			

Over half of all completions were on allocated sites (217 units, 52%), including Deri Farm, Abergavenny (83), Coed Glas, Abergavenny (19 – this site is now complete), Fairfield Mabey, Chepstow (18), Land south east of Dingestow (15 – this site is now complete), Wonastow Road, Monmouth (13 – this site is now complete), Sudbrook Paper Mill (28) and Rockfield Farm, Undy (41). Large windfall sites accounted for a further 121 completions (29%) and small sites (including conversions and windfalls) accounted for the remaining 81 completions (19%).

Whilst the trigger for this indicator has been met as completions have been 10% less than the LDP strategy build rate for 2 consecutive years, completions recorded over the past three monitoring periods have been significantly higher than those achieved in the early years of the Plan period. The current completion figure, coupled with the completion rate of 1,755 dwellings recorded during the six monitoring periods since adoption (205 completions in 2014-2015; 234 completions in 2015 – 2016; 238 completions in 2016 – 2017; 279 completions in 2017 – 2018; 443 completions in 2018 – 2019; and 356 completions in 2019 – 2020), means that a total of 2,174 completions have been recorded since the Plan's adoption.

The progression of LDP allocated sites continue to account for the higher level of completions recorded during this period compared to earlier monitoring periods. As a number of other allocated sites have obtained permission, the dwelling completions will undoubtedly increase over the remainder of the Plan period. The delivery of the remaining LDP strategic housing sites in particular will enhance the completion rate in line with the identified target. An update on the progression of allocated strategic sites is provided in the strategic sites policy analysis (Policy S3).

The introduction of the first Covid-19 lockdown in the UK coincided with the start of this monitoring period. The closure of many building sites for a significant period of time will undoubtedly have had an impact on the rate of completions and on new sites coming forward. There are also numerous wider economic factors that influence housing delivery above and beyond the planning system. The announcement during the monitoring period regarding phosphate water quality issues in the Usk and Wye Riverine SACs, also has implications for the ongoing delivery of development in the County. Six strategic site allocations had gained consent by the end of this monitoring period, and significant progress is being made on bringing the remaining strategic site forward, as indicated in the analysis of Policy S3.

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

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

Those LPAs, including Monmouthshire, who adopted their LDP prior to the publication of the DPM and so have not prepared a housing trajectory, are required to use the Average Annual Requirement (AAR) method as the primary indicator to measure housing delivery, and to include the trajectory approach within the AMR. The AAR for the adopted LDP equates to 450 dwellings per annum, the LDP requirement of 4,500 dwellings divided by the 10-year Plan period. This is the figure against which LDP dwelling delivery is now monitored.

The first of the new indicators measures the annual level of housing completions monitored against the AAR. The DPM states that this must be presented clearly in the AMR both in numerical and percentage terms (plus/minus x %) and that the trigger for further investigation should be under delivery of annual completions on two consecutive years. As indicated in the table below, whilst the Plan under delivered in the early years of the Plan period, in the most recent monitoring periods housing completions have been much closer to the AAR, -7 units (-1.6%) in 2018/19, -94 units (-20.9%) in 2019/20 and -31 (-6.9%) in 2020/21. This is due in main to the speed with which the strategic sites have come forward. Of the 7 strategic sites, 6 now have planning permission, with three sites under construction (Deri Farm, Abergavenny, Farifield Mabey, Chepstow and Subbrook Paper Mill, Sudbrook) and one site is complete (Wonastow Road, Monmouth). It is likely that completions will be more in line with the AAR going forward. However, the trigger for Plan review has been met in previous AMRs and work on the RLDP is progressing.

Annual Completions Compared against the AAR

LDP Year	1	2	3	4	5	6	7	8	9	10					
Year	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26
Actual completions landbank sites ⁷	90	193	118	73	0	0	0	0	0	0					
Actual completions allocated sites	0	0	0	0	0	36	89	279	252	217					
Actual completions windfall sites	74	55	53	33	135	128	107	80	0	121					
Actual completions small sites	90	94	59	99	99	74	83	84	104	81					
Anticipated completions allocated sites											237	313	225	294	235
Anticipated completions windfall sites											152	153	118	89	44
Anticipated completions small sites											85	85	85	85	85
Total Actual Completions	254	342	230	205	234	238	279	443	356	419	474	551	428	468	364
Average Annual Reqt. (based on straight line AAR)	450	450	450	450	450	450	450	450	450	450					
Completions against the AAR	-196	-108	-220	-245	-216	-212	-171	-7	-94	-31					

⁷ Landbank sites are those sites which were allocated for development in previous Plans

Completions % +/- against the AAR	-43.6	-24.0	-48.9	-54.4	-48.0	-47.1	-38.0	-1.6	-20.9	-6.9					
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The second of the new indicators measures the total cumulative completions monitored against the cumulative requirement (Cumulative AAR). Again, the DPM states that this must be presented clearly in the AMR both in numerical and percentage terms (plus/minus x %) and that the trigger for further investigation should be under delivery of completions on two consecutive years. There has been under delivery of cumulative completions since the beginning of the Plan period and so the trigger has been met. However, in more recent AMRs the % of under delivery has steadily declined as the strategic sites have come forward. More detailed analysis of progress on strategic sites can be found in the section on Strategic Housing Sites (Policy S3).

Cumulative Completions Compared against the Cumulative AAR

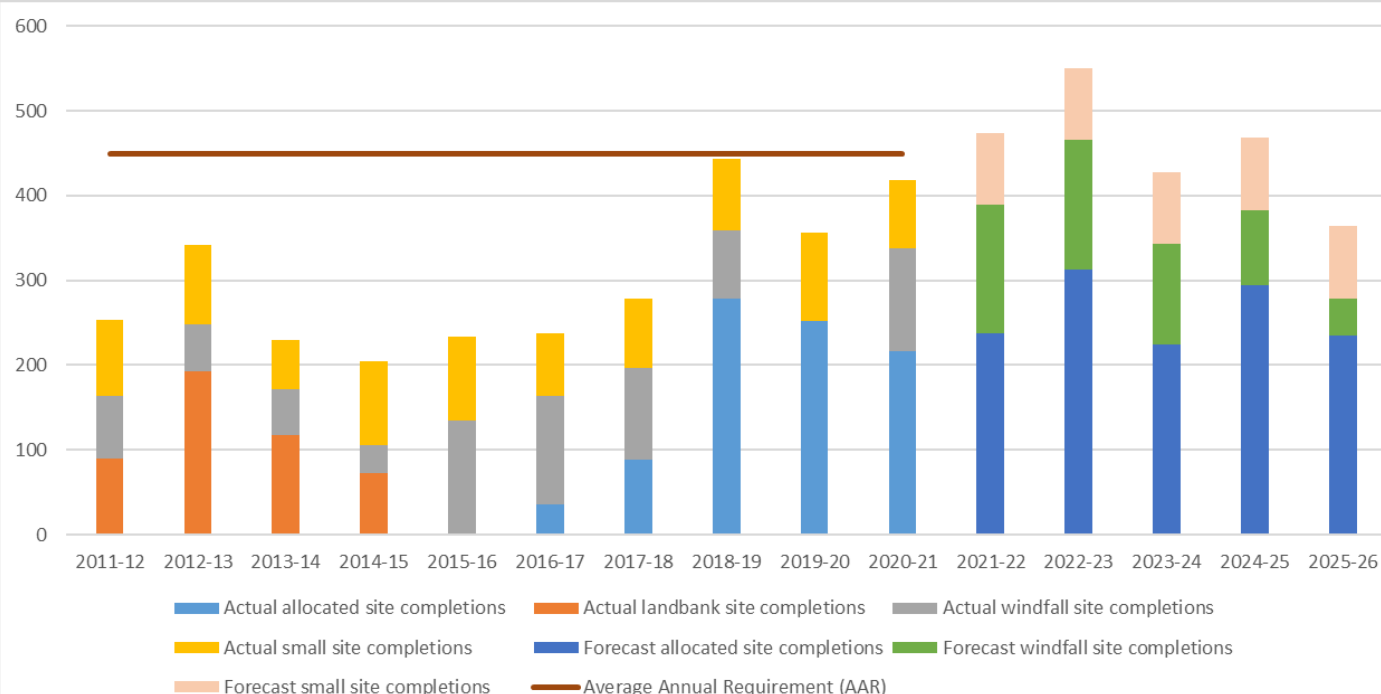
LDP Year	1	2	3	4	5	6	7	8	9	10
Year	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21
Actual cumulative completions landbank sites ⁸	90	283	401	474	474	474	474	474	474	474
Actual cumulative completions allocated sites	0	0	0	0	0	36	125	404	656	873
Actual cumulative completions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

The DPM also requires that the components of housing supply, including site allocations, large and small windfalls should be monitored separately and included on a graph to be included in the AMR. A housing trajectory has been prepared in consultation with the Housing Stakeholder Group and is shown in the table and graph below. Detailed information with regard to the timing and phasing of sites included in the trajectory are included at Appendix 1. As the 10-year period of the Plan has been reached the trajectory

⁸ Landbank sites are those sites which were allocated for development in previous Plans

includes a further 5 years beyond this monitoring period. This takes the trajectory into the RLDP Plan period and allows for more meaningful analysis of housing provision.

Housing Development Trajectory 2011-2026



This information clearly shows that in the early years of the LDP the majority of completions were coming from the landbank of sites from the previous Plan. In recent years, however, as the Strategic Sites have gained permission they are contributing significantly to total completions. Whilst these fall short of the AAR during the monitoring period they are projected to meet or exceed it over the next 4 years as the remaining sites build out.

4. The following allocated LDP site*** acquired planning consent during the monitoring period which has impacted on the number of units to be delivered on site. The site density is as follows:

- Cwrt Burrium, Usk (SAH10(i)) 7 units, density of 16 dwellings per hectare.

The site was allocated in the LDP for 20 dwellings on an original site area of 0.66ha. The application has been subject to significant amendment following its original submission in March 2018 for 18 dwellings. Following consultation and discussion with the Council's Flood Risk Management Team it was concluded that the lower portion of the site was not suitable for development. This was due to overriding concerns with regard to the level of flood risk. Accordingly, the site boundary has been reduced to approximately 0.4 hectares with 7 dwellings permitted. Whilst the site will ultimately deliver less than the intended LDP target, given the overriding technical constraint on site, the number of dwellings proposed is considered acceptable. In view of the above, as there were overriding technical constraints on the site which impacted on the required target density, there is not considered to be any significant issue with the implementation of the Plan's spatial strategy in relation to the density of housing permitted on allocated sites. The Council will nevertheless continue to monitor this issue closely in order to determine the effectiveness of the spatial strategy over the remaining Plan period.

5. The Council is committed to monitoring the accommodation needs of Gypsies and Travellers and prepared a Gypsy Traveller Accommodation Assessment (GTAA) which was submitted to the Welsh Minister in the 2016 - 2017 monitoring period. The aim of the assessment was to provide data which would identify Gypsy and Traveller pitch needs separately from wider residential demand and aspiration. A key finding of the assessment was that there was an estimated unmet need for eight pitches to 2021, based on overcrowding, unauthorised occupation and the likelihood of cultural aversion to conventional housing.

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

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

In accordance with the monitoring framework, the identified need had not been met by Spring 2017 so the trigger for further investigation has been reached. However, as of Spring 2019 the unmet need identified in the GTAA has been met. Further details are given below.

As reported in previous AMRs, 2 planning applications for Gypsy/Traveller accommodation were refused over the 2016-17 period. The applications related to a private gypsy site comprising of an additional 5 pitches and associated development at land in Llangeview and a 4 pitch private Gypsy site in Llancayo. Both proposals were considered to be contrary to LDP policies in relation to development in the open countryside and it was considered that the applicants had failed to demonstrate that there were overriding exceptional circumstances that would outweigh the LDP policy framework. The Llangeview application (DC/2015/01424) was subsequently allowed at appeal in October 2017 for a permanent site for 7 pitches and associated development. The 4 pitch private Gypsy site in Llancayo (DC/2016/00297) was dismissed at appeal in December 2017 on all but one of the grounds. The inspector allowed in respect of ground (g) only, relating to the period of compliance with the Enforcement Notice, extending the period from 2 months to 12 months. This decision is currently being challenged at the High Court by the appellant.

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

During the last monitoring period a planning application for a change of use of land to accommodate two park homes and up to 4 touring caravans (private family site) was approved at land adjacent Sunnybank, Crick (DM/2019/01480). This application has been the subject of amendment during the current monitoring period, but this resulted in no additional pitches (DM/2020/00883).

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

Recommendation

1. Continue to progress the RLDP.
2. Continue to progress the RLDP.
3. Continue to progress the RLDP.
4. No action required at present. Continue to monitor.
5. No action required at present. Continue to monitor.

*Core Indicators

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

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

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

Strategic Housing Sites

Monitoring Aim/Outcome: To deliver the strategic housing sites in accordance with strategic policy S3 and site allocation policies SAH1-SAH7.

Strategic Policy: S3 Strategic Housing Sites

LDP Objectives Supported: 1, 3 & 4

Other LDP Policies Supported: SAH1-SAH7

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 2020– 31 March 2021
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-SAH7 during the plan period:	Planning permission is not granted by the end of 2014 for each of the strategic sites	
	a) Deri Farm, Abergavenny		(250*)
	b) Crick Road, Portskewett		269
	c) Fairfield Mabey, Chepstow		347
	d) Wonastow Road, Monmouth		(340*)
	e) Rockfield Farm, Undy		(266*)
	f) Land at Vinegar Hill, Undy		0
	g) Former Paper Mill, Sudbrook		(210*)

2. The number of dwellings completed on strategic sites as identified in Policy S3 and site allocation policies SAH1 to SAH7	Dwelling completions in accordance with the housing trajectory for each of the strategic sites**	Dwelling completions fall below 10% of housing trajectory target for each of the strategic sites	
	a) Deri Farm, Abergavenny (2019-20 trajectory = 50 completions for 2020-21)		83
	b) Crick Road, Portskewett (2019-20 trajectory = 0 completions for 2020-21)		0
	c) Fairfield Mabey, Chepstow (2019-20 trajectory = 5 completions for 2020-21)		18
	d) Wonastow Road, Monmouth (2019-20 trajectory = 13 completions for 2020-21)		13
	e) Rockfield Farm, Undy (2019-20 trajectory = 44 completions for 2020-21)		41
	f) Land at Vinegar Hill, Undy (2019-20 trajectory = 0 completions for 2020-21)		N/A
	g) Former Paper Mill, Sudbrook (2019-20 trajectory = 40)		28

	<i>completions for 2020-21)</i>		
Analysis			
<p>1. Dwelling Permissions</p> <p>In terms of allocated strategic sites, whilst no additional sites were granted permission over the current monitoring period, the affordable housing element of one site, Fairfield Mabey in Chepstow was granted Reserved Matters approval for 26 affordable housing units.</p> <p>This combined with permission for 347 dwellings on the main part of the Fairfield Mabey site*, 340 units at the Wonastow Road site*, 210 units at the Former Paper Mill, Sudbrook*, 269 units at Crick Road, Portskewett*, 266 units at Rockfield Farm, Undy* and 250 units at Deri Farm, Abergavenny* mean that six of the Plan's strategic site allocations have achieved consent since LDP adoption. As the remaining strategic site at Vinegar Hill, Undy has not yet gained planning permission the trigger for further investigation has been met. However, an application is under consideration for the Vinegar Hill, Undy site and is expected to be determined in the next monitoring period.</p> <p>Given the constraints associated with some of the sites, including Deri Farm and Fairfield Mabey, the trigger date of gaining permission for all sites by the end of 2014 was unrealistic. The failure to have obtained planning permission on the remaining strategic site at Vinegar Hill by the end of the current monitoring period is of concern, albeit that progress is being made on bringing this site forward as outlined in brief below.</p> <p>Deri Farm, Abergavenny (SAH1):</p> <p>Persimmon Homes submitted a full application (DC/2014/01360) for 250 residential units (201 market and 49 affordable units) in November 2014. The progress of the application was slower than anticipated due to significant issues relating to site viability, particularly affordable housing provision and the undergrounding of overhead power lines. However, these issues were subsequently resolved, the application was approved in the 2017 - 2018 monitoring period and 183 units have been completed to date.</p> <p>The housing trajectory prepared in consultation with the Housing Stakeholder Group expects the site to deliver 234 dwellings within the Plan period with all dwellings completed by the end of the next monitoring period.</p> <p>Crick Road, Portskewett (SAH2):</p> <p>In the 2018/19 monitoring period Monmouthshire County Council and Melin Homes submitted a joint outline application (DM/2018/00696) for 291 residential units (218 market and 73 affordable units), this was granted permission in March 2019. During the last monitoring period a reserved matters application (DM/2019/01041) for 269 residential units was approved (201 market and 68 affordable units). This is below the target number of units for the site (285) in the LDP. The drop in density of the site has been driven by changes to the proposed house types and by positive improvements to the design of the site. These improvements include Green Infrastructure that forms the north-south axis of the site, the ecological implications of a badger sett on the site which has led to greater protected open space, whilst the highway requirements have resulted in safer, more</p>			

accessible links. Policy SAH2 allocates 1 hectare of B1, which has been replaced with a care home which will provide up to 32 beds on the area outlined for employment use. This is subject to a separate planning application, DM/2019/01629, which was granted permission on 26 February 2020. The acceptance of this loss has previously been justified in relation to the outline permission which was approved in an earlier monitoring period. Whilst not strictly B1 employment a care home represents a form of employment and would result in job creation on the site.

The housing trajectory prepared in consultation with the Housing Stakeholder Group does not expect the site to deliver any dwellings within the Plan period. The first completions on site are expected in 2022/23.

Fairfield Mabey, Chepstow (SAH3):

The landowner submitted an outline application (DC/2014/01290) in October 2014 for up to 600 residential units (350 to be delivered within the Plan period), commercial space including offices and workshops (Use Class B1), small scale retail/food and drink floorspace (Use Classes A1 and A3) and multi-functional green and blue open space. Progress with the application has been slower than anticipated due to various matters, including highways issues (Welsh Government Highways Division had a holding objection on the application for 18 months). However, the outstanding issues have since been resolved and the site gained outline planning permission for 450 units (432 market and approximately 18 affordable units on 1.5 acres of the site) in November 2017. The outline application at the Fairfield Mabey site reduced the employment provision from 2.8ha to 0.65ha of B1 land. A Reserved Matters Application (DM/2019/00001) was approved during the last monitoring period for 347 units. The application was for the market housing element of the site and did not include the land identified for affordable housing or employment land; the affordable housing element of the site (26 units) was the subject of a separate application for which Reserved Matters was permitted during the current monitoring period (DM/2019/01960(RM)). Work on the site has begun with 18 completions during the current monitoring period.

The housing trajectory prepared in consultation with the Housing Stakeholder Group expects the site to deliver 77 dwellings within the Plan period. The remaining dwellings are expected to be completed by 2025/26.

Wonastow Road, Monmouth (SAH4):

Outline permission was granted for up to 370 dwellings and 6.5ha of employment land in December 2014. The site developers (Barratt/David Wilson and Taylor Wimpey) submitted a Reserved Matters application (DC/2015/00392) for 340 units (238 market and 102 affordable units) which was granted permission in November 2015. The site was completed during the current monitoring period.

The overall LDP site allocation is for a total of 450 units. The additional units relating to this allocation are to be delivered as an extension to the site at Drewen Farm. An application for this element of the site has not yet been submitted.

Rockfield Farm, Undy (SAH5):

This site is allocated for 270 residential units and 2ha of serviced land for business and industrial use in the adopted LDP. An outline planning application was submitted in July 2016 (DC/2016/00883) for 266 units and 5,575 sq m of employment land (B1 use). For the purposes of the AMR, 265 units (198 market and 67 affordable units) are recorded as a net gain, the existing farmhouse has a residential use and is being demolished so has been taken off the overall figure. Progress with the site has been slower than anticipated due to various issues, including archaeology. These issues have, however, been resolved and the outline application was approved in March 2018. A Reserved Matters application (DM/2018/01606) was granted planning permission for phase 1 of the site in February 2019 for 144 residential units. The site is currently under construction with 57 dwellings completed to date.

The housing trajectory prepared in consultation with the Housing Stakeholder Group expects the site to deliver 90 dwellings within the Plan period. The remaining dwellings for phase 1 of the site are expected to be completed by 2022/23. Phase 2 is expected to be completed by 2025/26

Land at Vinegar Hill, Undy (SAH6):

This site for 225 residential units is linked to the adjacent Rockfield Farm site and was expected to progress in tandem. Whilst initial progress on the site has been slow, a hybrid application has been submitted on this site (DM/2019/01937 – November 2019) for two parcels of land for up to 155 dwellings with associated open space and infrastructure. A full planning consent is being sought for 72 dwellings on parcel A with an outline planning consent being sought for parcel B with all matters reserved except for access. Whilst allocated for 225 dwellings in the Adopted LDP the site is only proposed to come forward for up to 155 dwellings as the landowner doesn't wish for a parcel of land to be brought forward. It is expected that the submitted application will be determined during the next monitoring period.

The housing trajectory prepared in consultation with the Housing Stakeholder Group does not expect the site to deliver any dwellings within the Plan period. The first completions on site are expected in 2022/23.

Former Paper Mill, Sudbrook (SAH7):

A full planning application (DC/2015/01184) was submitted by Harrow Estates (Redrow confirmed as the developer) in October 2015 for 212 residential units (192 market and 20 affordable units). There had been a number of site viability issues associated with this application meaning that progress with the application has been slower than anticipated. However, these issues were subsequently resolved and the application was approved in the 2016 - 2017 monitoring period (November 2016). Following a re-plan of part of the site the number of residential units on the site has decreased to 210. The site is currently under construction, with 124 dwellings completed to date.

The housing trajectory prepared in consultation with the Housing Stakeholder Group expects the site to deliver 154 dwellings within the Plan period. The remaining dwellings are expected to be completed by 2022/23.

It is recognised that, with exception of Wonastow Road, allocated strategic sites have not progressed in accordance with the identified target of obtaining planning permission by the end of 2014. However, given the constraints associated with some of the sites, including Deri Farm and Fairfield Mabey, the trigger date of gaining permission for all sites by the end of 2014 was unrealistic. The strategic allocation at Sudbrook Paper Mill gained consent in the 2016-2017 monitoring period. Full planning permission was granted at the Deri Farm site along with outline permissions at Mabey Bridge, Chepstow and Rockfield Farm, Undy in the 2017 – 2018 monitoring period, with Crick Road, Portskewett gaining outline permission during the 2018 – 2019 monitoring period. It is expected that the final strategic site, Vinegar Hill, Undy will gain permission during the next monitoring period.

The agreed housing trajectory figures demonstrate a Plan period shortfall (i.e. up to the end of 2021) of 1,183 dwellings from strategic sites. While there continues to be progress with strategic sites there is still a significant shortfall on the delivery of dwellings on strategic sites during the Plan period. This is primarily due to addressing constraints associated with bringing forward some of the strategic sites and the development plan process at the time did not require site viability and deliverability to be frontloaded in relation to site allocations in the Adopted LDP. The trigger has been met for the sixth consecutive year. As stated above, it is likely that the remaining strategic site at Vinegar Hill, Undy will be progressed during the next monitoring period and will be reported accordingly and there is no evidence to suggest that this site is not deliverable or that the allocation needs to be reviewed. The delays in sites coming forward, however, have implications for other monitoring targets and triggers and the need for any further action is being considered in connection with those particular indicators. In particular the delivery of strategic sites has obvious implications for the spatial strategy and housing delivery (general market and affordable). For further information with regard to this see the policy analysis for Policy S1, S2 and S4.

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

2. Dwelling Completions

Completions were recorded on the following allocated strategic sites during the monitoring period: Wonastow Road, Monmouth (13 completions), Sudbrook Paper Mill (28 completions), Deri Farm, Abergavenny (83 completions), Fairfield Mabey, Chepstow (18 completions) and Rockfield Farm, Undy (41 completions). This is expected as all of these sites gained planning permission prior to this monitoring period. With the exception of the Former Sudbrook Paper Mill, all of the completions recorded were in line with or exceeded the 2019-20 JHLAS trajectory. With regard to Sudbrook Paper Mill there was a shortfall of completions; the 2019-20 trajectory predicted 40 completions on this site in 2020-21, actual completions were 28. However, as construction was halted for part of the monitoring period due to Covid-19 restrictions, the shortfall is not considered a cause for

concern and it is expected that delivery will be back on track during the next monitoring period.

As evidenced above, given that considerable progress is being made on the remaining strategic site, it is anticipated that dwelling completions will align with the identified Housing Stakeholder Group agreed trajectory targets as the sites progress during the next monitoring period.

During the last monitoring period the Welsh Government revoked Technical Advice Note (TAN) 1: Joint Housing Land Availability Studies (January 2015) in its entirety, as a consequence of a policy change to PPW. In light of the new guidance as set out in the Development Plans Manual (Ed 3) Monmouthshire County Council, in consultation with the Housing Stakeholder Group, has produced a housing trajectory. Further analysis of the housing trajectory is included in the section on Policy S2 Housing Provision. Whilst the requirement to evidence a 5-year housing supply no longer applies it is useful to consider those units which are projected to be completed outside of the next 5 years. This shows that while anticipated completions on a number of strategic sites have not yet been met the sites are progressing, with the total number of units outside of this 5-year period (i.e. 2021 – 2026) having declined.

Housing Stakeholder Group Trajectory

	2018 – 19		2019 – 20		2020-21		Change in Number Units Outside next 5 years
	Within next 5 years	Outside next 5 Years	Within next 5 years	Outside next 5 Years	Within next 5 years	Outside next 5 years	
Deri Farm	218	0	150	0	67	0	=
Fairfield Mabey	325	125	305	68	355	0	-68
Rockfield Farm	266	0	250	0	209	0	=
Vinegar Hill	175	50	130	95	135	90	-5
Wonastow Road (Taylor Wimpey) *	34	0	4	0	-	-	-
Wonastow Road (Barratt) *	52	0	9	0	-	-	-
Wonastow Road (Drewen Farm)	110	0	110	0	70	40	+40
Crick Road	203	88	169	100	200	69	-31
Sudbrook Paper Mill	175	0	114	0	86	0	=

*Sites completed during the monitoring period

One strategic site has seen an increase in the number of units outside of the next 5-year period, Wonastow Road (Drewen Farm), Monmouth. However, completions on Fairfield Mabey, Vinegar Hill, Undy and Crick Road, Portskewett have come forward in the

trajectory. Accordingly, there are 199 units which fall outside of the next 5 years (i.e. 2021 – 2026) in the 2021 housing trajectory, compared to 263 in the previous AMR.

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

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

*Site permitted prior to this AMR monitoring period.

**2019-20 Trajectory as this forecasts completions for 2020-21 period i.e. current monitoring period.

Affordable Housing

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

Strategic Policy: S4 Affordable Housing

LDP Objectives Supported: 1, 3 & 4

Other LDP Policies Supported: H7, SAH1-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 <i>(Previous AMR Performance)</i>	Trigger for Further Investigation	Performance 1 April 2020– 31 March 2021
1. The number of additional affordable dwellings built over the plan period* ¹	Deliver 96 affordable dwellings per annum 2011-2021 (total of 960 over the plan period) <i>(2014-15: 17)</i> <i>(2015-16: 63)</i> <i>(2016-17: 47)</i> <i>(2017-18: 84)</i> <i>(2018-19:131)</i> <i>(2019-20: 82)</i>	10% less or greater than the LDP strategy build rate for 2 consecutive years	71
2. Number of affordable dwellings secured on new housing sites	a) 35% of the total number of dwellings to be affordable on sites of 5 or more dwellings in the Main Towns and Rural Secondary Settlements identified in Policy S1 <i>(2014-15: 35%)</i> <i>(2015-16: 34%)</i> <i>(2016-17: 43%)</i> <i>(2017-18: 16.5%)</i> <i>(2018-19: 32%)</i>	Proportion of affordable housing achieved on development sites in each area falls below the requirement set out in Policy S4	23.35%

	(2019-20: 100%)		
	<p>b) 25% of the total number of dwellings to be affordable on sites of 5 or more dwellings in the Severnside Settlements identified in Policy S1</p> <p>(2014-15: 100%) (2015-16: N/A) (2016-17: 9.7%) (2017-18: 31.7%) (2018-19: 26%) (2019-20: 32%)</p>		<p>N/A (No applicable applications)</p>
	<p>c) 60% of the total number of dwellings to be affordable on sites of 3 or more dwellings in the Main Villages identified in Policy S1</p> <p>(2014-15: 0%) (2015-16: 60%) (2016-17: 60%/20%) (2017-18: 62.5%) (2018-19: 60.0%) (2019-20: 67.5%)</p>		<p>60%/16%**</p>
	<p>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.</p> <p>(2014-15: N/A) (2015-16: N/A) (2016-17: N/A) (2017-18: N/A) (2018-19: N/A) (2019-20: N/A)</p>		<p>N/A (No applicable applications)</p>

3. Number of affordable dwellings permitted/built on Main Village Sites as identified in Policy SAH11	<p>Main Village sites to collectively deliver 20 affordable dwellings per annum 2014-2021</p> <p><i>(2014-15: 0)</i> <i>(2015-16: 9 permitted)</i> <i>(2016-17: 9 permitted/9 built)</i> <i>(2017-18: 5 permitted/0 built)</i> <i>(2018-19: 12 permitted/3 built)</i> <i>(2019-20: 9 permitted/0 built)</i></p>	10% less or greater than the target build rate for 2 consecutive years	3 permitted/ 9 built
4. Number of affordable dwellings built through rural exception schemes	<p>No target</p> <p><i>(2014-15: 0)</i> <i>(2015-16: 0)</i> <i>(2016-17: 0)</i> <i>(2017-18: 0 built/3 permitted)</i> <i>2018-19: 4 (1 permitted)</i> <i>2019-20: 4 (0 permitted)</i></p>	None	0 built/ 0 permitted
5. Affordable housing percentage target in Policy S4	Target to reflect economic circumstances	Average house prices increase by 5% above the base price of 2012 levels sustained over 2 quarters	Refer to analysis below (5)

Analysis

1. A total of 71 affordable dwellings were completed during the monitoring period accounting for 17% of the total dwelling completions recorded. Allocated LDP sites accounted for 79% of these, with the remaining 21% on windfall sites. The allocated site at Rockfield Farm, Undy (SAH5) accounted for 17 of the 71 affordable housing completions recorded, representing 24%. Five further allocations contributed to the supply of affordable homes:
- Deri Farm, Abergavenny (SAH1) – 11 affordable homes completed during 2020/21
 - Coed Glas, Abergavenny (SAH9) – 12 affordable homes completed during 2020/21
 - Wonastow Road, Monmouth (SAH4) – 3 affordable homes completed during 2020/21
 - Sudbrook Paper Mill (SAH7) – 4 affordable homes completed during 2020/21

- Land to the south east of Dingestow (SAH11(iii)) – 9 affordable homes completed during 2020/21

In addition to completions on allocated sites, two windfall sites contributed 15 affordable homes accounting for 21% of the total.

- 17-25 Brecon Road, Abergavenny – 12 affordable homes completed during 2020/21
- Land adjacent Walnut Tree Cottage, Llangybi – 3 affordable homes completed during 2020/21

The overall figure of 71 units is slightly lower than the 82 affordable housing completions recorded in last year's AMR. The delivery rate has fluctuated over previous monitoring periods ranging from 17 in 2014/15, 63 in 2015/16, 47 in 2016/17, 84 2017/18, 131 2018/19 & 82 2019/20. It has, however, maintained a consistently higher rate in recent years reflecting the delivery of the LDP allocations, supplemented by a number of 100% affordable housing sites (of which there were none over this monitoring period).

As the number of affordable dwelling completions is lower than the identified target (96 per annum) in the latest monitoring period and was also below the identified target in the 2019/20 monitoring period, it has triggered the need for further investigation.

The total number of affordable dwelling completions recorded over the six years of the Plan's adoption (495) remains below the required delivery. Based on the LDP target a total of 672 affordable dwellings should have been completed which, in view of completions achieved, results in a shortfall of 177 units between 2014 – 2021. The 71 completions over the 2020/21 monitoring period combined with last year's rate of 82 completions (2019/20) has increased the shortfall further.

Slow progress on the implementation of a number of LDP allocated sites, as considered in the sections relating to Policies S2 and S3, resulted in limited delivery of both market and affordable housing at the start of the Plan period. As allocated sites, including main village sites, have achieved consent, affordable housing completions have increased 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 the determination of some strategic site planning applications, particularly Deri Farm (now resolved and development commenced on site), 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, robust assessments are nevertheless being undertaken to ensure the maximum potential contribution is achieved.

The introduction of the first Covid-19 lockdown in the UK coincided with the start of this monitoring period. The closure of many building sites for a significant period of time will undoubtedly have had an impact on the rate of completions and on new sites coming forward. There are also numerous wider economic factors that influence housing delivery above and beyond the planning system. While the full impact of Covid-19 is not yet known the number of permissions over the 2020/21 period have dropped considerably (as shown in the analysis of the Spatial Strategy). This is also likely to be due to the limited number of housing sites being brought through the planning system due to riverine phosphate levels.

As the trigger has been met, 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 homes in the County's main towns and rural secondary settlements during the monitoring period equated to 23.35% which is lower than the LDP target of 35%.

The findings are based on a total of 2 applications (see Policy analysis for policies S1 and S2). The first relates to the Strategic Site at Fairfield Mabey (SAH3) that was previously picked up in the 2017/18 AMR for 18 units. An application has however since been approved (DM/2019/01960) for 26 Affordable dwellings, an additional 8 dwellings have therefore been added to the 2020/21 AMR as they have not previously been recorded. The affordable housing provision on this site has subsequently increased from 8% to 11.7%.

The second application relates to the Rural Secondary allocated housing site at Cwrt Burrium, Usk (SAH10 (i)). This site is allocated in the Adopted LDP for around 20 dwellings, however, has since been reduced to a total of 7 dwellings due to potential flood risk issues on the lower portion of the site. Two affordable units have been permitted on this site, while this suggests 28.5% affordable housing provision on site, Strategic Policy S4 states rounding up at .5 decimal point. Seven units results in a requirement of 2.45% affordable housing, the requirement has therefore been rounded down to 2 affordable units and the site is therefore policy compliant.

While the policy target of 35% has not been achieved it is recognised that this is based on only two applications. The Council will continue to monitor this issue closely in order to determine the effectiveness of the affordable housing target identified in Policy S4 in future AMRs.

Severnside Settlements

No permissions were granted during the monitoring period for sites in Severnside (see policy analysis for Policies S1 and S2). The Council will continue to monitor Severnside Settlements in order to determine the effectiveness of the affordable housing target identified in Policy S4.

Main Villages

One application was permitted over the monitoring period within Main Villages for sites 3 or more dwellings. This related to LDP allocation SAH11(xiv)(a) - Land east Shirenewton (south of minor road). Outline planning permission was granted (DM/2018/02066) for 11 units in total between the LDP allocation of 5 dwellings and a site within the development boundary that benefitted from extant permission for 7 dwellings (6 market and 1 affordable). The site has consequently been granted permission for 4 affordable dwellings and 7 open market dwellings. The part of site within the LDP allocation is deemed policy compliant at 60% as it relates to 3 affordable dwellings and 2 open market dwellings. The additional one unit on the remainder of the site relates to 16% provision, however, as noted this is considered to be a fall-back position due to an extant planning permission. Overall, this site is considered to have met the requirements of the affordable housing policy.

An overall percentage rate of 60% has therefore been achieved on the SAH11 allocation sites. The Council will continue to monitor Main Village sites in order to determine the effectiveness of the affordable housing target identified in Policy S4.

Minor Villages

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

3. One application was permitted over the monitoring period on the allocated sites identified in Policy SAH11, as referred to above, this relates to Land to the south of the road in Shirenewton (SAH11(xiv)(a)). Full commentary on the application is provided in section 2 above. As noted, a total of 3 affordable homes were permitted on the allocated site which achieved the target of 60% affordable units.

The planning permission at Land to south east of Dingestow (SAH11(iii)) referred to in previous AMRs has been completed during the monitoring period accounting for a total of 9 completions.

While there has been some progress with one Main Village allocation gaining planning permission over the monitoring period, the target for these sites to collectively deliver 20 affordable dwellings per annum has not been achieved. These sites have delivered 21 affordable homes since the LDP's adoption which is significantly short of the LDP target of 20 affordable units per annum. The delivery of these sites will be given further consideration as part of the replacement LDP process. The reasons for the lack of progress on Main Village sites will be investigated further as part of this process, including for example unrealistic land owner expectations in relation to land values. This will enable the Council to de-allocate those sites that are not progressing as intended. Letters have been sent to the land owners/ agents of all remaining undelivered Main Village Sites requesting evidence to demonstrate that the sites are deliverable and viable and whether they intend to progress them by the end of 2021, noting they will not be rolled forward into the RLDP without this evidence.

4. Rural Exceptions Completions.

No rural exception schemes were permitted or completed over this monitoring period. While there is no target in relation to the number of completions for rural exception schemes the Council will continue to monitor this issue closely in future AMRs to determine the effectiveness of the policy framework relating to rural exception schemes.

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

As set out in Section 3, Land Registry data indicates that average house prices in Monmouthshire have increased over the current monitoring period with average prices in quarter 1 2021 (January to March) standing at £298,932, significantly higher than the 2012 quarter 4 baseline price (£188,720). Despite this, the trigger for further investigation has not been met. A 5% increase in the 2012 quarter 4 baseline price figure would equate to an

increase of £9,436 and while average house prices have risen over the 2020-21 monitoring period, prices have not risen by this amount continuously over 2 quarters. There was a noticeable dip in house prices in the second quarter of 2020 (£6,435) following the introduction of lockdown measures due to the Covid-19 pandemic during the first quarter of the year. Since then, however, house prices in the County have continued to rise. The largest increase recorded over the monitoring period was £11,443 between quarter two 2020 and quarter three 2020. Accordingly, as with the previous AMRs, the change in average house prices does not necessitate a reassessment of the viability evidence in relation to Policy S4 and its monitoring indicator, although housing affordability in the County is one of the key issues identified for the RLDP to address. 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, are documented to have risen over the monitoring period. Whilst build costs are not specified as a LDP monitoring indicator, general viability issues will be kept under review as information comes forward on a case-by-case basis and in connection with any strategic viability work in relation to the RLDP process. This will enable the Council to consider any further potential implications for the effective implementation of Policy S4.

Recommendation

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

*Core Indicators

¹ Indicator and Target based on the Monmouthshire planning area and Monmouthshire LDP only.

**60% achieved on LDP sites. The 16.6% relates to part of the wider site which has extant permission prior to LDP adoption.

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 <i>(Previous AMR Performance)</i>	Trigger for Further Investigation	Performance 1 April 2020 – 31 March 2021
1. Number of community and recreation facilities granted planning permission	No target* <i>(2014-15: 9)</i> <i>(2015-16: 5)</i> <i>(2016-17: 4)</i> <i>(2017-18: 10)</i> <i>(2018-19: 8)</i> <i>(2019-20:12)</i>	None*	3
2. Number of community/ recreation facilities lost	Minimise the loss of community and recreation facilities <i>(2014-15: 3)</i> <i>(2015-16: 0)</i> <i>(2016-17: 6)</i> <i>(2017-18: 2)</i> <i>(2018-19:2)</i> <i>(2019-20:4)</i>	Loss of any 1 community/ recreation facility in any 1 year	1
Analysis			
1. Three planning applications were approved for community and recreation uses during the current monitoring period. Two of the three applications related to recreation uses and one to community uses.			

The two recreational uses related to a community park and play area at Land at St Michael and All Angels Church, Mitchel Troy; and a change of use of the former railway line at Llanbadoc, Usk to a mixed used cycle way/ footpath track. In relation to the community facility gain, an application was approved for a community shop, café and teaching kitchen at the Pavillion, Westway Rogiet.

Of note, although not a gain, it is noted an application was approved for refurbishment of existing tennis courts and new floodlight system at Sycamore Sport fields, Magor.

Overall, the number of community facilities permitted is the lowest level recorded since plan adoption and could be reflective of the pandemic during the monitoring period. However, whilst lower than previous years, is similar to those permitted in previous with five facilities permitted in 2015-16 and four in 2016-17.

2. There has been one loss of a community facility over the period monitored. This is in relation to the loss of The Castle Inn, Chepstow, which was granted a change of use to residential and an addition of 4 dwellings within the grounds. This was justified on the basis that the local community is adequately served by alternative facilities, there being at least 24 public houses and licensed restaurants within Chepstow's settlement. The principle of losing the public house was therefore considered to be acceptable having regard to Policies S5 and CRF1.

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

Recommendation

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

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

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

Retail

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

Contextual Changes

Welsh Government published Building Better Places - The Planning System Delivering Resilient and Brighter Futures: Placemaking and the Covid-19 recovery in July 2020. This sets out the Welsh Government's planning policy priorities to assist in taking action in the recovery period after the Covid-19 pandemic crisis. The document identifies key issues which bring individual policy areas together to ensure effective action in response to the Covid-19 recovery; one of these issues is the revitalising of town centres. It recognises that town centres have been impacted adversely by Covid-19 and whilst retail development should continue to be focussed in town centres, retail and commercial centres should be enabled to operate as flexibly as possible. This will ensure that going forward retail and commercial centres are hubs of social and economic activity and the focal point for a diverse range of services and cultural activities/functions, which support the needs of local communities.

In further support of town centres, Welsh Government issued a letter on 30 March 2021 setting out that a number of temporary permitted development rights were to come into force. These relate to the temporary use of land, change of use of units in town centres, street furniture and awnings. This allows for a temporary change of use from A1, A2, A3 to A1, A2, A3 within a town centre for no more than six months between the 30th April 2021 and 29th April 2022. The intention is to enable the planning system to be responsive, flexible and pragmatic to assist with the recovery from Covid-19. Any impacts from this on the County's town centres will be recorded in the next monitoring period.

Indicator	Target (Previous AMR Performance)	Trigger for Further Investigation	Performance 1 April 2020 – 31 March 2021
1. Amount of new food and non-bulky retail development permitted in town/local centres as a proportion of all retail development permitted	90% of new food and non-bulky retail floorspace to be located in town/local centres (2014-15: 0%)	More than 10% of new food and non-bulky retail floorspace is developed outside town/local centres in any 1 year	0% retail development permitted in town/local centres.

	<i>(2015-16: 53.2%)</i> <i>(2016-17: 33%)</i> <i>(2017-18 – 35.7%)</i> <i>(2018-19 – 0%)</i> <i>(2019-20 – 70.5%)</i>		30 sq m permitted outside town/ local centres*
2. Percentage of vacant units within the CSA of each town and local centre**	No increase in the number of vacant units:	Vacancy rate in a town/local centre increases for 2 consecutive years	
	a) Abergavenny <i>(2014: 5.1%)</i> <i>(2015: 5.8%)</i> <i>(2016: 8.7%)</i> <i>(2017: 6.3%)</i> <i>(2018: 4.7%)</i> <i>(2019: 6.6%)</i>		7.6%
	b) Caldicot <i>(2014: 9.2%)</i> <i>(2015: 7.6%)</i> <i>(2016: 10.1%)</i> <i>(2017: 8.8%)</i> <i>(2018: 10.6%)</i> <i>(2019: 7.6%)</i>		13.4%
	c) Chepstow <i>(2014: 9.0%)</i> <i>(2015: 10%)</i> <i>(2016: 7.1%)</i> <i>(2017: 5.9%)</i> <i>(2018: 11.8%)</i> <i>(2019: 11.2%)</i>		13.5%
	d) Monmouth <i>(2014: 8.3%)</i> <i>(2015: 7.9%)</i> <i>(2016: 4.9%)</i> <i>(2017: 10.1%)</i> <i>(2018: 10.1%)</i> <i>(2019: 14.4%)</i>		15.4%
	e) Magor <i>(2014: 9.1%)</i> <i>(2015: 0%)</i> <i>(2016: 0%)</i> <i>(2017: 9.1%)</i> <i>(2018: 4.5%)</i> <i>(2019: 13.6%)</i>		0%
	f) Raglan <i>(2014: 0%)</i> <i>(2015: 0%)</i> <i>(2016: 0%)</i>		9%

	<p>(2017: 0%) (2018: 9%) (2019: 9%)</p>		
	<p>g) Usk (2014: 7.8%) (2015: 11.1%) (2016: 13.1%) (2017: 9.7%) (2018: 15.8%) (2019: 15.3%)</p>		9.8%
3. Percentage of A1 uses in the primary shopping frontages of Abergavenny, Caldicot, Chepstow and Monmouth***	<p>% of A1 uses no less than the thresholds identified for the towns' primary shopping frontages as defined in the Primary Shopping Frontages SPG**</p>	% figures for a primary shopping frontage fall below the threshold set out in the SPG	
	<p>a) Abergavenny</p> <ul style="list-style-type: none"> PSF1 Cross St, High St, Frogmore St & 1 Nevill St (Target 75%) (2014: 76%) (2015: 77%) (2016: 76%) (2017: 75%) (2018: 75%) (2019: 74%) 		<ul style="list-style-type: none"> 73%
	<ul style="list-style-type: none"> PSF2 Cibi Walk (Target 100%) (2014: 100%) (2015: 100%) (2016: 100%) (2017: 100%) (2018: 94%) (2019: 100%) 		<ul style="list-style-type: none"> 100%
	<ul style="list-style-type: none"> PSF3 Cross St (51-60 & Town Hall) (Target 55%) (2014: 36%) (2015: 36%) (2016: 36%) (2017: 36%) (2018: 36%) 		<ul style="list-style-type: none"> 36%

	(2019:36%)		
	b) Caldicot <ul style="list-style-type: none"> PSF4 Newport Rd (Target 65%) (2014: 65%) (2015: 65%) (2016: 65%) (2017: 65%) (2018: 63%) (2019: 63%) 		<ul style="list-style-type: none"> 63%
	c) Chepstow <ul style="list-style-type: none"> PSF5 High St (Target 75%) (2014: 80%) (2015: 80%) (2016: 80%) (2017: 80%) (2018: 76%) (2019: 80%) 		<ul style="list-style-type: none"> 80%
	<ul style="list-style-type: none"> PSF6 St Mary St (Target 65%) (2014: 65%) (2015: 65%) (2016: 65%) (2017: 69%) (2018: 69%) (2019: 73%) 		<ul style="list-style-type: none"> 73%
	d) Monmouth <ul style="list-style-type: none"> PSF7 Monnow St (Target 75%) (2014: 77%) (2015: 76%) (2016: 72%) (2017: 74%) (2018: 73%) (2019: 73%) 		<ul style="list-style-type: none"> 73%
	<ul style="list-style-type: none"> PSF8 Church St, Agincourt Sq & Priory St (1-4) (Target 65%) (2014: 57%) (2015: 57%) (2016: 62%) (2017: 65%) 		<ul style="list-style-type: none"> 69%

	(2018: 67%) (2019:67%)		
Analysis			
<p>1. No applications were permitted for new A1 food and non-bulky retail developments in the County's town/local centres during the period monitored. As one application (100% of applications for new retail uses) was permitted outside of the centres, the trigger for this indicator has been met. However, it is worthy of note that the application related to a small community scheme of which the retail element accounted for 30 sqm of an overall 180 sqm. While the trigger has been met, given the scale and nature of the scheme an amber rating has been given rather than a red rating as there are no concerns over the implementation of the relevant policy. Full details are set out below.</p> <ul style="list-style-type: none"> DM/2020/01687 – this relates to a community shop, cafe and teaching kitchen on the community land at Westway Rogiet. It was considered acceptable in terms of the principle of the change of use due to the community and social benefit, as it relates to the provision of a shop and community space located centrally within the development boundary of a village which is currently underserved by such facilities. Although allocated as DES2 (amenity open space), the site is fully enclosed by 2m high fencing and locked gates. As a result, the public do not currently have access to the space. It was considered that opening up the space and providing such a facility would encourage more people to visit and make use of the wider allocation and adjacent facilities which include a multi-use games area (MUGA) and sports pitches. <p>The development is considered appropriate given the particular circumstances of the application. In view of this, there are not considered to be any concerns with the implementation of LDP retail policies and therefore no further investigation is required at present. However, the Council will continue to monitor this issue in future AMRs to determine the effectiveness of the Plan's retail policy framework.</p>			
<p>2. Vacancy rates recorded during the monitoring period** in all of the County's central shopping areas (CSA), with the exception of Monmouth, were below or broadly in line with the GB High Street vacancy rate (13.7% December 2020, Local Data Company). Retail vacancy rates in the County's town centres ranged from 7.6% in Abergavenny to 15.4% in Monmouth.</p> <p>Comparison with last year's vacancy rates indicates that 2 centres have seen a fall in vacancy rates, Magor and Usk. Magor saw a decline from 13.6% in 2019 to no vacant units this year, whilst Usk saw a decline from 15.3% to 9.8%. Conversely, 4 centres recorded a rise in vacancy rates since the previous monitoring period – Abergavenny (6.6% to 7.6%), Caldicot (7.6% to 13.4%), Chepstow (11.2% to 13.5%) and Monmouth (14.4% to 15.4%). Two of the centres, Abergavenny and Monmouth, have seen vacancy rates increase for two consecutive years and so the trigger for further investigation has been reached. In Abergavenny the rise in total vacancy rates has been across both primary and secondary frontages, although the most significant increase has been across primary frontages. The</p>			

overall vacancy rate (7.6%) is now at its highest since 2016, although remains below the GB High Street vacancy rate. In Monmouth, however, whilst vacancy rates have also increased across both primary and secondary frontages, the steepest climb in vacancy rates has been across secondary frontages, from 12.3% in 2018 to 21.1% in this monitoring period which has impacted on the overall vacancy rate. This may, in part reflect the impact of the Covid-19 pandemic on the high street, particularly with the loss of some national chains from Monmouth, such as Peacocks. However, as this is higher than the GB High Street vacancy rate and the highest recorded over the previous 15 years this will need to be looked at carefully in the next AMR. The implementation of temporary relaxation of permitted development rights set out in Welsh Government's letter of 30th March 2021 along with Welsh Government's post Covid-19 recovery guidance to allow retail and commercial centres to operate as flexibly as possible could have a positive impact on vacancy rates.

With the exception of Monmouth, all of the centres are below or broadly in line with the GB High Street vacancy rate, which indicates that Monmouthshire's town and local centres are functioning effectively, which could in part be reflective of covid and the increase in home working with residents using their local centres to access retail/ services and facilities, rather than commuting into larger towns /cities. So while Covid-19 has impacted upon Monmouthshire's town centres it is perhaps to a lesser extent than on major towns and cities. The long-term impacts of the Covid-19 pandemic on the High Street and on future shopping patterns are still emerging and will need to be monitored in future AMRs. The Council will continue to monitor vacancy levels in future AMRs to determine trends.

3.The percentage of A1 retail uses within the towns' primary shopping frontages (PSF) recorded during the monitoring period*** generally accord with the thresholds identified in the Primary Shopping Frontages SPG.

The identified thresholds in two of the PSFs were set at higher levels than the existing level of non-A1 retail uses at the time as there is an aspiration to improve their retail offer i.e. PSF3 Cross Street (51-60 & Town Hall) Abergavenny and PSF8 Church Street, Agincourt Square & Priory Street (1-4) Monmouth. While there has been no change in the proportion of retail uses within PSF3 since monitoring began, there has been an increase in the proportion of A1 retail uses within PSF8 over the past monitoring periods, from 57% in 2015 to 69% in 2020. Over the current monitoring period the proportion of A1 uses along the frontage has increased to 69%, exceeding the identified threshold within this frontage (65%). Despite achieving the identified threshold within PSF8, it remains important that a strong policy stance on proposals for change of use to non-retail uses in both of these frontages is maintained in order to improve and protect their retail offer.

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

- PSF1 Cross St, High St, Frogmore St & 1 Nevill St, Abergavenny recorded a marginal decline, down from 74% to 73%. This is due to a change of use of one unit from an A1 use to an A2 use. The unit was previously the Black Mountain Gold Chocolate Shop and is now an Estate Agents. Whilst the unit had not been vacant for at least 2 years, there had been attempts at marketing the premises for its existing use. It was also argued that an estate agents use can enhance the vitality of the PSF as it introduces an attractive

and dynamic window display. It was therefore considered that as the vitality of the frontage would not be adversely affected, the change of use would be acceptable but that a condition used to restrict the use to estate agent use only, as other A2 office uses could harm the vitality of the PSF. Therefore, it was considered that the change of use was acceptable.

Overall, it is considered that the towns' primary shopping frontages are functioning well, and no further investigation is required at present. Any short-term impact on the percentage of A1 retail uses within the towns' primary shopping frontages arising from the temporary relaxation of permitted development rights will likely be felt during the next monitoring period and so will be assessed then. The long-term impacts of the Covid-19 pandemic on the High Street and on future shopping patterns, however, will need to be monitored in future AMRs. 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.

*One planning permission granted for retail development over the monitoring period in out of town locations.

**Monmouthshire Retail Background Paper (March 2021). Base date October 2020.

***Monmouthshire Primary Shopping Frontages SPG, April 2016

Economy and Enterprise

Monitoring Aim/Outcome:	To ensure a sufficient supply of employment land and to protect the County's employment land
Strategic Policy:	S8 Enterprise and Economy, S9 Employment Sites Provision
LDP Objectives Supported:	7
Other LDP Policies Supported:	E1-E3, RE1, SAE1-SAE2

Contextual Changes

Welsh Government published Building Better Places - The Planning System Delivering Resilient and Brighter Futures: Placemaking and the Covid-19 recovery in July 2020. This sets out the Welsh Government's planning policy priorities to assist in taking action in the recovery period after the Covid-19 pandemic crisis. The document identifies key issues which bring individual policy areas together to ensure effective action in response to the Covid-19 recovery; one of these issues is recognising changing working practices and the relationship with employment land. It is becoming widely accepted that the fundamental shift in working practices experienced as a legacy of the Covid-19 pandemic, with a significant increase in people working from home/remotely, has made it less important where some jobs are located as employees no longer need to commute for work in many cases.

The Building Better Places document acknowledges the shift in working practices that has taken place and recognises that even when all restrictions are lifted, Covid-19 is likely to have longer term impacts on where and how we work, with increased home/remote working remaining. It adds that this is likely to have impacts on the requirements for future workspace and there is potential for significant surplus existing stock. The impact of Covid-19 on employment land requirements and take-up will continue to be monitored and will continued to be reviewed as the RLDP progresses.

Indicator	Target (Previous AMR Performance)	Trigger for Further Investigation	Performance 1 April 2020 – 31 March 2021
1. Net employment land supply/development♦	Maintain sufficient employment land to meet identified take-up rate of 1.9 ha per annum (2014-15: 46.8ha)	Insufficient employment land available to meet the identified take-up rate of 1.9ha per annum	40.16ha

	<i>(2015-16: 41.18ha)</i> <i>(2016-17: 40.76ha)</i> <i>(2017-18: 40.16ha)</i> <i>(2018-19: 40.16ha)</i> <i>(2019-20: 40.16ha)</i>		
2. Take-up of employment land♦	Maintain sufficient employment land to meet identified take-up rate of 1.9 ha per annum <i>(2014-15: 0.38ha)</i> <i>(2015-16: 1.131ha)</i> <i>(2016-17: 3.21ha)</i> <i>(2017-18: 5.002ha)</i> <i>(2018-19: 0.873ha)</i> <i>(2019-20: 3.74ha)</i>	Insufficient employment land available to meet the identified take-up rate of 1.9ha per annum	0.38ha
3. Planning permission granted for new development (by type) on allocated employment sites as identified in Policy SAE1♦	No specific target <i>(2014-15: 0)</i> <i>(2015-16: 3)</i> <i>(2016-17: 2)</i> <i>(2017-18: 1)</i> <i>(2018-19: 2)</i> <i>(2019-20: 0)</i>	Lack of development on strategic employment sites identified in Policy SAE1 by the end of 2017	2 planning permissions granted
4. Planning permissions granted for employment use (B use classes) by settlement♦♦	No specific target	None	
	Main Towns <i>(2014-15: 9. ha)</i> <i>(2015-16: 0.95ha)</i> <i>(2016-17: 0.52ha)</i> <i>(2017-18: 0.784ha)</i> <i>(2018-19: 4.37ha)</i> <i>(2019-20: 0.11ha)</i>		0.30ha
	Severnside Settlements <i>(2014-15: 0.39ha)</i> <i>(2015-16: 2.83ha)</i> <i>(2016-17: 0.17ha)</i> <i>(2017-18: 2.124ha)</i> <i>(2018-19: 0.04ha)</i> <i>2019-20: 0.92ha)</i>		3.47ha
	Rural Secondary Settlements <i>(2014-15: 0.3ha)</i>		0ha

	<i>(2015-16: 0.48ha)</i> <i>(2016-17: 0.01ha)</i> <i>(2017-18: 0ha)</i> <i>(2018-19: 0.005ha)</i> <i>(2019-20: 0.01ha)</i>		
	Rural General <i>(2014-15: 0.25ha)</i> <i>(2015-16: 0.22ha)</i> <i>(2016-17: 1.14ha)</i> <i>(2017-18: 0.575ha)</i> <i>(2018-19: 0.454ha)</i> <i>(2019-20: 0.096ha)</i>		1.27ha
5. Planning permissions granted for employment use (B use classes♦♦) by sector*	No specific target	None	
	Manufacturing		3.13ha
	Wholesale & retail trade; repair of motor vehicles and motorcycles		0.1ha
	Transport & storage; information and communication		0.61ha
	Real estate activities; Professional, scientific and technical activities; Administrative and support service activities		1.20ha
	Accommodation & food service activities		0ha
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 <i>(2014-15: 0.08ha)</i> <i>(2015-16: 0.56ha)</i> <i>(2016-17: 0.65ha)</i> <i>(2017-18: 0.12ha)</i> <i>(2018-19: 0.105ha)</i> <i>(2019-20: 0ha)</i>	Loss of any B1, B2 or B8 employment land in any 1 year	1.21ha
7. Proportion of resident workforce working within Monmouthshire***	Increase the proportion of resident workforce working within Monmouthshire <i>(2014: 54.5%)</i> <i>(2015: 58.3%)</i> <i>(2016: 57.9%)</i>	None	56.9%

	(2017: 58.1%) (2018: 60.4%) (2019: 60.1%)		
8. Number of people in-commuting to Monmouthshire♦♦♦	Reduce the level of in-commuting over the plan period (2014: 19,200) (2015: 17,800) (2016: 20,400) (2017: 17,100) (2018: 24,600) (2019: 18,900)	None	19,000
Number of people out-commuting from Monmouthshire♦♦♦	Reduce the level of out-commuting over the plan period (2014: 19,600) (2015: 18,700) (2016: 18,700) (2017: 18,500) (2018: 17,400) (2019: 17,700)	None	19,600
Analysis			
<p>1. There is currently 40.16ha of employment land available across the County allocated under policy SAE1 of the Adopted LDP. The employment land availability has not changed since the previous three AMR figures, which reflects the fact that there has been no new land take up on the County's strategic SAE1 employment sites during this current monitoring period.</p> <p>Sufficient employment land has therefore been maintained over the monitoring period providing the opportunity to meet the identified take-up rate of 1.9ha per annum. Policies S8 and S9 are functioning effectively in this respect. However, the Council will continue its efforts through its Enterprise Directorate to promote economic initiatives that seek to support economic activity in the County.</p>			
<p>2. The take-up rate of employment land (i.e. completed developments) equated to 0.38ha over the monitoring period, all of which relates to the development on protected employment site SAE2o – Magor Brewery. Applications for the installation of additional silos, an extension to an existing warehouse as well as an extension to an existing production building, were all complete at the time of the March 2021 employment land survey and together, these developments account for the full take up recorded in 2020-2021 of 0.38ha.</p> <p>The trigger for further investigation relates to the total amount of land supply of Strategic SEA1 Employment Sites 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.</p>			

3. Two planning applications were approved on an allocated employment site allocated under policy SAE1 during the monitoring period. The first relates to site SAE1c – Gwent Euro Park, Magor to vary extant outline permission M/8467 for B8 use to allow B1, B2 and B8 uses (ref: DM/2018/02082). This is a longstanding allocation for an industrial (B8) use which has been marketed for many years but has not led to any firm interest in its development for warehousing/ distribution. Extending its use to B1, B2 and B8 uses will increase the attractiveness and flexibility of the site, while retaining the main purpose of the allocation to enhance the local economy. While the application does not involve a specific development, it does represent a commitment to progress the site.

A further application was approved in relation to site SEA1d – Westgate Business Park, Llanfoist for 24 extra care units (use class C2) on the remaining part of the allocation (Ref: DM/2019/02012). While this application was recommended for refusal by Officers on ground of being contrary to the SAE1 employment allocation, the decision was overturned by Members at Planning Committee. The decision was justified on the grounds that a care facility would create jobs and the proposed care units are a needed facility in the County. It was also noted that given the non-B use class development that has already been completed on the site for commercial and A3 uses, B use class uses may no longer be compatible with the wider allocation.

The trigger for this indicator is the lack of development on the SAE1 employment allocations by the end of 2017. A total of six planning permissions had been granted in SAE1 sites by the end of 2017 and a further four since 2017, giving a total of 10 applications since adoption of the LDP (albeit the three relate to change of use applications not relating to B Use Classes).

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

4. This indicator seeks to monitor the amount of employment floorspace for B use classes permitted by settlement in Monmouthshire. Nine applications were approved for such employment uses during the monitoring period, totalling 5.04ha. (Please note this does not include the permission to vary the uses classes allowed on Gwent Euro Park discussed above.) Of these, four permissions were on protected employment sites (SAE2 sites) totalling 3.77ha and the remaining five permissions were on non-allocated employment land totalling 1.27ha.

The main towns accounted for 0.30ha of the approved B use class employment floorspace. This related to one application (ref: DM/2020/01346) at the protected site SAE2j site at Beaufort Park, Chepstow for a change of use from a car show room with restaurant to a retail warehouse and B8 storage accounting for 76% of floor space with restaurant. The

second related to a change of use from D1 non-residential institution to B1 use class at the Berkeley Centre, Chepstow.

The Severnside area accounted for the largest proportion of approved B use class employment, accounting for 3.47ha of the overall 5.04ha. Three planning permissions were approved in this area of the County. The largest of which is on the protected employment site at SAE2o – Magor Brewery. Application DM/2020/00103 for the erection of 16 fermentation vessels and two temporary car parks accounted for 3.07ha. The remaining two Severnside applications related to two planning applications on protected employment site SAE2q Cheeseman’s Industrial Estate, Rogiet and accounted for a combined 0.4ha. The first for 0.3ha of B8 warehouse use (DC/2013/009400 and the second for 0.1ha of B2 use relating to the construction of 2 new MOT bays (DM/2020/00756).

Four permissions within Rural Areas accounted for the remaining 1.27ha of B use class employment space. These included a change of use of a barn to B1 use in St Arvans (DM/20219/02081), a change of use of agricultural bays to B2/B8 in Magor Pill Farm (DM/2020/00940), timber processing and storage development in Llancayo (DM/2020/00992) and change of use of poultry units to B1 use on the outskirts of Monmouth (DM/2018/02026).

Although there is no specific target relating to this indicator, the Council is keen to monitor employment permissions for B uses in the County. The amount of employment floorspace permitted during this monitoring period is higher than that recorded in the last AMR (1.136ha) and comparable with 2018-19 (4.86ha). The Council will continue to monitor this issue in future AMRs and work with colleagues in the Economy and Enterprise Section to actively promote economic opportunities in the County.

While indicators 4 and 5 of this section relate to B use classes, it is useful to note that a number of permissions were granted for other employment generating uses (i.e. non-B uses) during the monitoring period, particularly rural enterprise/diversification schemes as detailed in the analysis for Policy S10.

In addition, as detailed in the analysis for Policy S11 (Visitor Economy), 14 applications were approved for tourism uses during the monitoring period, all of which were for tourist accommodation facilities ranging from hotel accommodation to holiday lets and glamping accommodation in various settlements across the County. These will provide a further boost to the visitor economy in Monmouthshire.

5. This indicator seeks to monitor the amount of employment floorspace for B use classes permitted by sector in Monmouthshire. B1 use class accounted for 1.2ha of floorspace approved through three planning applications. B2 use class accounted for 3.23ha, through three planning applications. B8 warehousing and storage use class accounted for 0.3ha of the floorspace approved. A further 0.31ha was approved on two planning applications involving a mixture of B use classes.

Turning more specifically to employment sectors, based on the UK Standard Industrial Classification (SIC) 2007, the employment permissions for 5.04ha of B use classes recorded over the monitoring period were in the following sectors**:

- Wholesale and retail trade; repair of motor vehicles/motorcycles (0.1ha) – 2 permissions.
- Transport and storage; information and communication (0.61ha) – 3 permission
- Manufacturing (3.13ha) – 2 permissions
- Real estate activities; Professional, scientific and technical activities; Administrative and support service activities (1.20) – 3 permission
- Accommodation and food services (0)

While there are no specific targets relating to this indicator the Council monitors employment sectors coming forward in the County. This will assist in determining whether the Council's ambitions for growing specific key economic sectors are being achieved. A full review of the existing employment policies is being undertaken as part of the RLDP evidence base. It is recognised that the RLDP has a key role in supporting the Council's vision for economic prosperity and will be one of the main enablers in delivering Monmouthshire's priorities for sustainable economic growth which are set out in Monmouthshire 2040: Our Economic Growth and Ambition Statement.

6. Four applications were granted during the monitoring period that related to the loss of B uses on allocated or protected employment sites (SAE1 & SAE2) which was a loss of 1.21ha.

One planning application related to an identified employment site allocated under policy SAE1d – Westgate Business Park, Llanfoist. As discussed in relation to point 3 above this related to 24 extra care units (use class C2) on the remaining part of the allocation. The decision was justified on the grounds that a care facility would create jobs and the proposed care units are a needed facility in the County. It was also noted that given the non-B use class development that has already been completed on the site for commercial and A3 uses, B use class uses may no longer be compatible with the wider allocation.

The remaining three applications were on protected employment sites (SAE2). One involved a unit on Severn Bridge Industrial Estate, Caldicot for the change of use from B1/B2/B8 to also include use of the unit for D2 and Sui Generis community for use by Caldicot Musical Theatre. The social and cultural wellbeing of the local community as opposed to a vacant unit and the potential to develop a key economic tourist sector was considered to outweigh the loss and satisfy Policy E1.

A further application involved a unit on SAE2c Union Road, Abergavenny for the change of use from a B use to D2 gym (both retrospective and new). It was not considered that a gym use would prejudice the wider employment area, and given the adjoining uses are also non-B uses, such as a nursery, the proposed gym was acceptable.

The final application related to land on protected site SAE2d – Hatherleigh Place, Abergavenny for the temporary change of use from B2 to sui generis (storage of cars used by workers in association with the A465 Heads of the Valley Road construction). This site has been vacant for several years. The use of the land for proposed use for a period of 3

years was therefore considered to be acceptable and would not preclude the use of the land for employment uses in the future.

As there has been a loss of B use class employment land over the monitoring period, the trigger for this indicator has been met. As evidenced however, the loss of employment land to non-B use classes is justified within the context and requirements of the overall 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 the future AMRs to determine the effectiveness of the policy framework relating to this matter.

7. The 2020 Welsh Government Commuting Statistics indicate that 56.9% of the County's residents work in the area. This is down on last year's figure of 60.1% and is also lower than the average levels recorded since the monitoring of the Plan began. This is also at a lower level than the Welsh average of 68%. 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 2020 Welsh Government Commuting Statistics, Monmouthshire has a net outward flow of 600 commuters – with 19,000 commuting into the area to work and 19,600 commuting out. There was significant in-commuting from Blaenau Gwent (2,500), Newport (2,600) and Torfaen (2,700) and from outside Wales (3,900). The main areas for out-commuting were Bristol (4,600), Newport (3,900), Cardiff (1,700), Torfaen (1,400) and Herefordshire (1,300), with a further 3,800 commuting to other areas outside Wales. The high proportion of commuting to/from areas outside of Wales clearly reflects Monmouthshire's location as a border authority.

There is an aspiration to reduce levels of both in-commuting and out-commuting recorded in Monmouthshire over the Plan period. While the level of out-commuting has remained relatively constant over the Plan period, the level of in-commuting has been variable, ranging from 17,100 to a high of 24,600. However, these figures should not be given too much weight as the data is based on a small sample survey and should therefore be treated with caution.

While the Council can seek to encourage economic development and approve associated planning applications, travel to work patterns are influenced by wider factors such as family ties and property prices which are outside the control of the plan. The longer-term impacts of Covid-19 and shifts in working patterns with the increase in remote/home working which is likely to become a longer-term trend, may also influence future commuting flows.

Recommendation

1. No action required at present. Continue to monitor.
2. No action required at present. Continue to monitor.
3. Consider progress of employment sites as part of the Replacement LDP process.
4. No action required at present. Continue to monitor.

5. No action required at present. Continue to monitor.
6. No action required at present. Continue to monitor.
7. No action required at present. Continue to monitor.
8. No action required at present. Continue to monitor.

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

** Amended to include permission missed in monitoring period 2018 - 19 - DM/2018/00696 – Crick Road, Portskewett – Outline permission for 291 dwellings and 0.73ha Care Home. Care home approved on land allocated for B1 use (SAH2).

♦Data Source: Monmouthshire Employment Land Background Paper for the period April 2020-March 2021

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

♦♦♦Data Source: Welsh Government Commuting Statistics 2020 (release date 14th April 2021)

Rural Enterprise

Monitoring Aim/Outcome: Encourage diversification of the rural economy

Strategic Policy: S10 Rural Enterprise

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

Other LDP Policies Supported: RE1-RE6

Contextual Changes

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

Indicator	Target <i>(Previous AMR Performance)</i>	Trigger for Further Investigation	Performance 1 April 2020 – 31 March 2021
1 Number of rural diversification and rural enterprise schemes* approved	No target <i>(2014-15: 7)</i> <i>(2015-16: 10)</i> <i>(2016-17: 6)</i> <i>(2017-18: 8)</i> <i>(2018-19: 7)</i> <i>(2019-20: 15)</i>	None	8

Analysis

A total of eight applications relating to rural enterprise/diversification were approved during the monitoring period. Five of the applications were approved as rural enterprise schemes and three applications as rural diversification of existing farmsteads.

Of the rural enterprise schemes approved, three new enterprise schemes were approved, which included: A wedding/events function area at Cefn Tilla Court, Llandenny; a new building at Cwm Cayo Farm, Abergavenny to facilitate a new saw milling business; and a new outbuilding at Maron Cottage, Shirenewton in order to operate a dog grooming business.

The two other enterprise schemes relate to an application for a larger staff room and welfare facility at Pen y Wyrldod Farm, Llanvetherine; and finally, an application was

approved for the relocation and expansion of an equestrian unit (including rural enterprise dwelling) from Park Dressage Goytre to former Alice Springs Golf Club, Kemeys Commander. It was considered that the proposal met the tests set out in TAN6 and offers benefits in relation to employment and the wider rural economy.

With regards to the rural diversification proposals these involved a change of use of former poultry units to B1 Business use at Vauxhall Fields, Monmouth; A change of use from agricultural use to a training facility of materials handling equipment such as diggers at Keepers Lodge Farm, Llanishen; and lastly a change of use of two agricultural bays to B2/B8 use at Magor Pill Farm, Magor.

The number and consistency of rural diversification and rural enterprise schemes approved since the LDP's adoption (total 61 schemes) suggests that Strategic Policy S10 and the supporting development management policies are operating effectively. The Council will continue to monitor this indicator in future AMRs to determine the effectiveness of this policy framework in relation to the diversification of the rural economy.

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

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

Visitor Economy

Monitoring Aim/Outcome: Encourage high quality sustainable tourism

Strategic Policy: S11 Visitor Economy

LDP Objectives Supported: 1, 3, 5 & 7

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

Contextual Changes

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

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

- Extension to The Mayhill Hotel in Wyesham, Monmouth to provide 3 additional hotel bedrooms and 2 separate letting units;
- 6 Glamping accommodation sites (3 pods at Spring Farm Gwehelog; 2 pods at Lower House Mitchel Troy; 3 pods at New House Farm, Llangwm; 2 glamping units at Buckholt House, Buckholt; a Shepherd Hut at Old Llangattock Farm, Llangattock Vibon Avel; and 9 glamping pods at Raglan Parc Golf Club).
- Change of use of an existing garage space to 6 bed bunkhouse accommodation at Ebbw Farm, Old Ross Road, Llantilio Pertholey;
- Change of use of first floor office space to a 5 bed B&B at No.12 Albion Square, Chepstow.

Collectively, these provide approximately 53 new bed spaces and will provide a further boost to the visitor accommodation available in Monmouthshire.

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

Comparison with previous AMRs demonstrates that the number of tourism schemes approved during the current monitoring period remains at a positive level. Cumulatively a total of 119 tourism schemes have been approved since the LDP's adoption in February 2014 which further indicates that the LDP tourism policy framework is operating effectively to enable such development in the County.

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

2. Three applications were permitted during the monitoring period relating to the loss of tourism facilities.

Two of the applications related to the removal of holiday let conditions to residential use. One at Parkfield House, St Arvans and the other at Tyr Pwll, Coldbrook. These were justified on the basis that the evidence provided indicated there was a low take-up of lettings and they were not financially viable.

The final application permitted was in relation to the loss of The Park Hotel in Penbiwdal, Pandy to a change of use to 2 dwellings. This was justified on the basis that substantial evidence had been submitted to show that the hotel had been marketed for 2 years and had not been financially viable for some years.

While the data collected indicates that some visitor accommodation has been lost to alternative uses over the monitoring period and subsequently the trigger for this indicator has been met, the loss is small in number and justified within the context and requirements of the LDP policy framework. The Council will continue to monitor such proposals in future

AMRs to determine the effectiveness of the policy framework relating to this issue, given the importance of tourism to the County's economy.

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

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

* Llanishen, Devauden, Earlswood, St Arvans and Penrhos

Efficient Resource Use and Flood Risk

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

Strategic Policy: S12 Efficient Resource Use and Flood Risk

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

Other LDP Policies Supported: SD1-SD4

Contextual Changes

There are no contextual changes for this period.

Indicator	Target <i>(Previous AMR Performance)</i>	Trigger for Further Investigation	Performance 1 April 2020 – 31 March 2021
1. Proportion of development on brownfield land as a percentage of all development permitted <i>(including change of use of land) (excludes householder, conversions and agricultural buildings)</i>	Increase proportion of development on brownfield land <i>(2014-15: 28% /17.3ha)</i> <i>(2015-2016: 16.8%/10.51ha)</i> <i>(2016-17: 51.2% /18.6ha)</i> <i>(2017-18: 40.18%/21.58ha)</i> <i>(2018-19: 12.7% / 3.7ha)</i> <i>(2019-20: 21% /5.3ha)</i>	No increase in proportion of development on brownfield land for 2 consecutive years	6.0ha 28.3%
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 <i>(2014-15: 1)</i> <i>(2015-16: 0)</i> <i>(2016-17: 0)</i> <i>(2017-18: 1)</i> <i>(2018-19:1)</i> <i>(2019-20: 0)</i>	Planning permission is granted contrary to TAN15 requirements	0 application granted in Zone C2

3	Number of new developments permitted that incorporate on-site renewable energy generation*	Increase in the number of new developments permitted incorporating renewable energy generation <i>(2014-15: 2)</i> <i>(2015-16: 9)</i> <i>(2016-17: 5)</i> <i>(2017-18: 1)</i> <i>(2018-19: 3)</i> <i>(2019-20: 6)</i>	No annual increase	1
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 <i>(2014-2015: N/A)</i> <i>(2015-2016: 4)</i> <i>(2016-2017: 3)</i> <i>(2017-2018: 2)</i> <i>(2018-19: 1)</i> <i>(2019-20: 1)</i>	No annual increase	0

Analysis

1. A total of 20.002ha of development was permitted over the monitoring period, whereby 5.95ha was located on brownfield sites. This equated to 28.3% of all development (excluding householder, conversions and agricultural buildings) as being permitted on brownfield land.

Residential development accounted for 1.773ha/ 29.8% of brownfield land permitted. This was mainly in association with housing infill plots within existing residential curtilage/garden areas.

A large proportion of brownfield land permitted at 60% (3.57ha) was in association with employment development. This was mainly in association with a large extension for 16 fermentation vessels and two temporary car parks at Magor Brewery (3.07ha). A further 0.5ha was in associated with a carpark extension at Magor Motorway Services.

The remaining proportion of development permitted on brownfield land related to community facilities: 0.5ha (8.4%) was in association with a mixed-used cycle way in Llanbadoc; and 0.1ha (1.68%) for a tourism development whereby a Shepherds Hut for holiday let/glamping purposes was permitted within the residential curtilage of Old Llangattock Farm.

As with the previous two monitoring years: 2018-19 (12.7%/3.7ha) 2019-2020 (21%/5.3 ha) the percentage amount of development permitted on brownfield sites and number of hectares permitted is similar, with a lower percentage of brownfield development compared to greenfield. This is reflective of the limited brownfield land available within the County for development. Nevertheless, the proportion of development on brownfield land (28%) has increased from the previous two years (2018-19: 12.7% and 2019-2020: 21%) resulting in a positive green indicator.

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

2. No applications have been granted planning permission contrary to TAN15 requirements in either Zone C1 or C2 floodplain over the monitoring period. Policy S12 is consequently functioning effectively in this respect. The Council will continue to monitor this indicator to determine the effectiveness of the policy framework relating to this issue.

3. Just one application for a small-scale solar array (906 sqm/ 0.09ha in size) at Upper Glyn Farm, Devauden, has been approved incorporating on-site renewable energy. As with previous monitoring periods, a limited number of on-site renewable energy schemes have been permitted, particularly ground-mounted solar panels, which is believed to be a result of the reduction of Government incentive schemes (Feed in Tariff). Moreover, it is considered that the majority of smaller scale renewable energy schemes fall under permitted development, and therefore are not picked up by the planning system.

While the trigger has been met, it is important to note that collectively a total of 27 schemes incorporating on-site renewable energy have been permitted since the LDP's adoption in 2014 which suggests that Strategic Policy S12 and its supporting policies are operating effectively in respect of the provision of renewable energy.

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

4. No additional schemes incorporating on-site renewable energy generation have been recorded as completed within the current monitoring period. It should be noted, however, that since the Plan's adoption in 2014, a total of 11 schemes incorporating on-site renewable energy have been completed and are operational. This further indicates that Strategic Policy S12 and its supporting policies are operating effectively in respect of the provision and completion of on-site renewable energy schemes.

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

Indicator	Target <i>(Previous AMR Performance)</i>	Trigger for Further Investigation	Performance 1 April 2020 – 31 March 2021
1. Amount of Greenfield land lost to development which is not allocated in the development plan <i>(includes new built development – housing, employment but excludes agricultural buildings)</i>	Minimise the loss of non-allocated Greenfield land <i>(2014-15: 26 ha) (2015-16: 44.6 ha) (2016-17: 16.5 ha) (2017-18: 8.98ha) (2018-19: 9.71ha) (2019-20: 18.27ha)</i>	Any loss of non-allocated Greenfield land in any 1 year	11.7 ha*
2. Amount of public open space / playing fields lost to development which is not allocated in the development plan	Minimise the loss of open space / playing fields to development that is not allocated in the development plan <i>(2014-15: 1.47ha) (2015-16: 0.76ha) (2016-17: 0) (2017-18: 0) (2018-19 :1.74ha) (2019-20: 0.1ha)</i>	Any loss of open space due to development, not allocated in the development plan in any 1 year	0 ha
3. Developments permitted /	None adversely affected	Recorded damage or fragmentation of	1

completed that are within internationally / nationally important nature conservation areas**	(2014-15: N/A) (2015-16: 0) (2016-17: 0) (2017-18:0) (2018-19:1) (2019-20: 3)	designated sites / habitats	
4. Developments granted permission that cause harm to the overall nature conservation value of locally designated sites	Minimise developments that would cause harm to the overall nature conservation value of locally designated sites (2014 -15: N/A) (2015-16:1) (2016-17: 1) (2017-18:1) (2018 – 19: 2) (2019-20: 2)	1 or 2 developments result in overall harm for 2 consecutive years, or 3 or more developments result in harm in any 1 year	0
5. Number of new developments delivering habitat creation and restoration	Increase number of new developments delivering habitat creation / restoration (2014-15: 1) (2015-16: 1) (2016-17: 0) (2017-18:2) (2018-19 :1) (2019-20 :0)	None	0
Analysis			
<p>1. Over the current monitoring period, 27 permissions were granted on greenfield land which is not allocated for development in the LDP, totalling 11.7ha. This is lower than the previous monitoring period of 18.27ha in 2019-20 but similar in range to other monitoring periods (8.98ha in 2017-18; 9.71ha in 2018-19), and not as high as earlier periods in the review (44.6ha in 2015-16 and 26ha in 2014-15) which was predominantly due to the increase in larger scale renewable energy (solar PV arrays) schemes permitted which were justified within the context and requirements of the LDP policy framework and national planning policy; there were no such renewable energy schemes permitted over the current monitoring period.</p>			

Tourism accommodation facilities accounted for the majority of non-allocated greenfield land permitted during the current monitoring period, 8.8 hectares. These permissions included six glamping accommodation sites. Whilst these permissions cover just over 8 hectares of non-allocated greenfield land, they were considered acceptable in principle in accordance with the tourism policy framework. Fundamentally, the glamping accommodation facilities permitted are not permanently sited and relate to a reversible use of agricultural land.

The remaining 2.9 hectares of non-allocated greenfield land permitted over the monitoring period related to a range of uses. Seven permissions related to residential development accounting for 1.03 hectares - these ranged from extensions to residential curtilages to new dwellings and two rural enterprise workers' dwellings, all of which were considered acceptable in policy terms. 'Horsiculture' activities, including riding arenas and stables, accounted for a further 9 permissions (0.49 hectares). These were considered to be an appropriate use of land in rural areas and to comply with the LDP policy framework. Other proposals permitted included employment, renewable energy and community uses (1.51, 0.09 and 0.51 hectares respectively) which were again considered to comply with LDP policies.

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

2. There were no applications permitted on areas of open space not allocated for development in the LDP over the monitoring period. This suggests that the indicator target and monitoring outcome to protect and minimise the loss of non-allocated open space has been achieved in 2020-21.

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

3. One application was permitted within a nationally important nature conservation area during the monitoring period. This related to a permission for the rehabilitation of a former building to an agricultural workshop/store at Tregeirgog Farm, Llangovan, which is part of the site of the Wye Valley Lesser Horseshoe Bat Special Scientific Interest (SSSI) and Wye Valley Special Area of Conservation (SAC).

The proposal was justified on the basis that Habitats Regulations Assessments (HRA) and detailed surveys had been undertaken to inform the assessment of impact of the scheme, which was fully mitigated against and conditioned on the consent granted.

<p>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.</p>
<p>4. There were no developments permitted that were considered to cause harm to the overall nature conservation value of locally designated sites, suggesting that the indicator target and monitoring outcome to protect such designated sites has been achieved.</p> <p>This indicates that the policy framework relating to nature conservation is functioning effectively in protecting nature conservation sites of local importance. The Council will continue to monitor permission and completions within these nature conservation sites to determine the effectiveness of the policy framework relating to this matter.</p>
<p>5. There were no developments permitted to specifically deliver habitat creation and restoration during the monitoring period.</p> <p>While no applications were granted to deliver habitat creation and restoration, it is likely that other schemes approved over the monitoring period will help restore habitat through improved Green Infrastructure networks. Although there is no trigger for further investigation in relation to this indicator, the Council will continue to monitor the issue in future AMRs to determine the effectiveness of the policy framework in relation to Landscape, Green Infrastructure and the Natural Environment.</p>
<p>Recommendation</p>
<p>1. No action is required at present. Continue to monitor.</p>
<p>2. No action is required at present. Continue to monitor.</p>
<p>3. No action is required at present. Continue to monitor.</p>
<p>4. No action is required at present. Continue to monitor.</p>
<p>5. No action is required at present. Continue to monitor.</p>

*Additional 1.41ha greenfield land relates to allocated sites SAH11 (ii) (Devauden) and SAH11(i) (b) (Cross Ash Garage) and is therefore excluded.

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

Waste

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

Strategic Policy: S14 Waste

LDP Objectives Supported: 12

Other LDP Policies Supported: W1-W6, SAW1

Contextual Changes

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

Indicator	Target <i>(Previous AMR Performance)</i>	Trigger for Further Investigation	Performance 1 April 2012 – 31 March 2021
Amount of waste management capacity permitted expressed as a percentage of the total capacity required as identified in the Regional Waste Plan	<p>Aim to provide between 2.2 and 5.6 hectares for new in-building waste management facilities located on appropriate B2 employment sites over the plan period</p> <p><i>(2014-15: 1.49ha permitted; 32.5ha potential waste management sites)</i></p> <p><i>(2015-16: 0.24ha permitted; 26.86ha potential waste management sites)</i></p> <p><i>(2016-17: 0ha permitted; 26.26ha potential waste management sites)</i></p> <p><i>(2017-18: 0ha permitted; 26.26ha)</i></p>	Amount of B2 employment land falls below 5.6 ha	<p>Waste capacity permitted 0ha</p> <p>Identified potential waste management sites 26.26ha</p>

	<p><i>potential waste management sites)</i></p> <p><i>(2018-19: 0ha permitted; 26.26ha potential waste management sites)</i></p> <p><i>(2019-29: 0ha permitted; 26.26ha potential waste management sites)</i></p>		
Analysis			
<p>1. There were no permissions for waste management capacity during the monitoring period. Additionally, there was no take up of B2 land over the monitoring period, the amount of land available for potential waste management sites (i.e. B2 employment sites and existing waste disposal or management sites) remains the same as the previous AMR at 26.26ha. There remains, therefore, ample land available for potential waste management sites in relation to the maximum requirement of 5.6ha.</p>			
Recommendation			
<p>1. No action is required at present. Continue to monitor.</p>			

Minerals

Monitoring Aim/Outcome: Safeguard areas of aggregates resources

Strategic Policy: S15 Minerals

LDP Objectives Supported: 12

Other LDP Policies Supported: M1-M3

Contextual Changes

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

Indicator	Target <i>(Previous AMR Performance)</i>	Trigger for Further Investigation	Performance 1 April 2020 – 31 March 2021
1. Extent of primary land-won aggregates resources as a percentage of total capacity identified in the Regional Technical Statement	A minimum land bank of 10 years to be maintained <i>(2014-15: 0)</i> <i>(2015-16: 0)</i> <i>(2016-17: 0)</i> <i>(2017-18: 0)</i> <i>(2018-19: 0)</i> <i>(2019-20: 0)</i>	10 years land bank is not maintained	0
2. Number of permitted permanent non-mineral developments on safeguarded sites that do not comply with Policy M2*	Minimise the number of permanent non-mineral developments on safeguarded sites <i>(2014-15: 0)</i> <i>(2015-16: 0)</i> <i>(2016-17: 0)</i> <i>(2017-18: 0)</i> <i>(2018-19: 0)</i> <i>(2019-20: 0)</i>	If any such developments are permitted	0
Analysis			
1. No land-based minerals extraction took place in the County during the monitoring period. There has, therefore, been no reduction in the land bank, which relies on the reserves available at Ifton Quarry. This quarry has not been worked for some time but has			

the benefit of an existing planning permission. Given the importance of maintaining a 10 year land bank the Council will continue to monitor this issue closely in future AMRs.

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

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

Recommendation

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

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

*Indicator amended to include reference to Policy M2 for clarification

Transport

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

Strategic Policy: S16 Transport

LDP Objectives Supported: 1-6, 9 & 13

Other LDP Policies Supported: MV1-MV10

Contextual Changes

Welsh Government published Building Better Places - The Planning System Delivering Resilient and Brighter Futures: Placemaking and the Covid-19 recovery in July 2020. This sets out the Welsh Government's planning policy priorities to assist in taking action in the recovery period after the Covid-19 pandemic crisis. The document identifies key issues which bring individual policy areas together to ensure effective action, one of these issues is Active travel. Building Better Places acknowledges the behavioural shift of increased cycling and walking activity which has been brought about by the Covid-19 pandemic and emphasises the need to maximise opportunities and further secure in the long-term the positive transport modal shift, kick started by the pandemic, from the car to active travel car-free journeys.

As previously reported, the decision was announced in June 2019 that the M4 Relief Road would not proceed, following the conclusion of a public inquiry into the project and the publication of the Inspector's Report. The route within Monmouthshire is currently safeguarded in the Adopted LDP. A Written Statement from the Welsh Minister for Economy and Infrastructure, stated that the Welsh Government had appointed an expert Commission (the South East Wales Transport Commission) tasked with making recommendations about alternative solutions to improve the transport network in South East Wales. In November 2020, the commission reported making a number of recommendations, which Welsh Government, Transport for Wales and Monmouthshire are currently considering. Further details and the implications for Monmouthshire are given in the analysis below.

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

2. Progression of Local Transport Plan* (LTP) schemes detailed in Policy MV10 in accordance with the LTP delivery timetable	LTP proposals implemented in accordance with the LTP delivery timetable	LTP proposals detailed in Policy MV10 are not being implemented in accordance with the LTP delivery timetable	Progression detailed in analysis below
Analysis			
<p>1. During the current monitoring period there were no transport and pedestrian improvements secured through a S106 agreement, which is reflective of the low number of planning applications, particularly for major development, approved during the monitoring period. While there is no specific target relating to this indicator, the Council is interested in monitoring the amount of transport improvements secured through S106 agreements. As may be expected, given that progress with numerous allocated LDP sites was slower than anticipated, there were a relatively small number of transport improvements secured via S106 agreements in relation to these sites in the early part of the Plan period. However, in total, in the 7 years to date, of the 16 S106 agreements which have resulted in transport improvements 9 have related to allocated sites. The Council will continue to monitor this issue in future AMRs.</p>			
<p>2. The progress of LTP* schemes detailed in Policy MV10 in accordance with the LTP timetable is as follows:</p> <p>Welsh Government Road Schemes:</p> <p>M4 corridor enhancement scheme Magor to Castleton: (length in Monmouthshire to be safeguarded indicated on Proposals Map). The Welsh Government decided in June 2019 to not go ahead with the M4 corridor enhancement project. The WG then set up a South East Wales Transport Commission to “consider the problems, opportunities, challenges and objectives for tackling congestion on the M4 in south east Wales and make recommendations to the Welsh Government on a suite of alternative solutions”. The commission reported in November 2020. The report made a number of recommendations, and WG, Transport for Wales, MCC are now considering the recommendations.</p> <p>Monmouthshire County Council Road Schemes:</p> <p>B4245 Magor/Undy By-pass: (length to be safeguarded indicated on Proposals Map). See above. The M4 corridor enhancement project would have provided a by-pass for Magor/Undy. The South East Wales Transport Commission report proposes investigation of a new connection between the A48, the B4245 and Severn Tunnel Junction station to the east of Rogiet (see below) which, depending on the exact design, may provide a by-pass on an alternative alignment.</p>			

B4245/M48 Link Road and B4245/Severn Tunnel Junction Link Road:** These projects were seen as prerequisites for a large extension at Severn Tunnel Junction station (north side). The then proposed car park extension turned out to be unaffordable and undeliverable. Following the rebuilding of the road overbridge at Severn Tunnel Junction station as part of the rail electrification works, plans have been prepared for a smaller car park extension on the south side of Severn Tunnel Junction which can be delivered without these road schemes, and these are expected to be delivered during 2021/22.

The South East Wales Transport Commission report proposes investigation of a connection between the A48, the B4245 and Severn Tunnel Junction station, and a further study of this proposal will be taken forward by Transport for Wales in 2021/22.

A48 Chepstow Outer By-pass: The Chepstow Transport WelTAG stage 2 study, which was jointly sponsored by the Welsh Government, Monmouthshire County Council and Gloucestershire County Council concluded in March 2021. It recommends the construction of a traffic relief road for Chepstow to allow traffic to avoid Chepstow town centre and reconstruct the current A48 to improve active travel and buses in and around Chepstow town centre. A WelTAG stage 3 (full business case / detailed design) is planned for 2021/22.

A472 Usk By-pass: No progress

Public Transport Improvement Schemes:

Abergavenny Rail Station Interchange:** Outline planning for the proposed new accessible footbridge has confirmed feasibility. Detailed design is planned for 2021/22 with delivery expected in 2022/23. Monmouthshire County Council has engaged consultants to review plans for the bus-rail interchange, the proposed car park extension and improved active travel access. This study will report in 2021/22.

Chepstow Rail Station and Bus Station Interchange:** Proposals for Chepstow rail station improvements were included in the Chepstow Transport study that reported in March 2021 (see above). A WelTAG stage 3 (full business case / detailed design) is planned for 2021/22

Severn Tunnel Junction (STJ) Interchange:** The proposed upgrade at Severn Tunnel Junction is part of the Welsh Government/Cardiff Capital Region joint 'Metro Plus' programme. A 150-space extension to the car park was fully designed in 2020/21 and is expected to be delivered in 2021/22. An extension to the footbridge has been outlined, designed and presented to Network Rail. A new footpath across the existing station car park and along Station Approach has been outline designed; detailed design is planned for 2021/22. A new footpath along Station Road / Seaview Terrace has previously been delivered. A new combined foot/cyclepath along the B4245 between Undy and Rogiet has been outlined designed; a review of the design to reduce costs is planned for 2021/22.

Monmouth coach stop: No further work

Monmouth Park and Ride:** No further work.

Chepstow Park and Ride:** No further work.

Monmouth bus station improvement: No further work.

Abergavenny bus station improvement: There was some work to reconfigure the bus station, to improve shelter and to enable social distancing by waiting passengers. The medium-long term solution is to move the bus station to the rail station.

Walking and Cycling Schemes

Monmouth Links Connect 2:** The remaining Monmouth Links Connect 2 programme has been superseded by the Monmouth Active Travel Integrated Network Maps. Further development work has been undertaken on the proposed Monmouth Wye Active Travel Crossing and the Kings Fee link.

Abergavenny walking and cycling network: The Abergavenny town centre public realm scheme has been completed. Further studies on the active travel routes across the castle meadows and towards the station and south east Abergavenny were initiated.

Llanfoist pedestrian and cycling river crossing: - Planning permission was granted in 2018/19, however National Resources Wales (NRW) refused to grant a Flood Risk Activity Permit (FRAP). MCC's appeal was turned down. MCC is currently looking at options to reduce the flooding risk so that NRW will be able to grant a FRAP.

Severn Tunnel Junction pedestrian and cycling access: See above

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

Although not specifically identified in Policy MV10, the LTP identifies a number of additional transport schemes in Monmouthshire which are programmed for delivery over the 2015-2020 period and are also being monitored through the AMR process. One such scheme is the Magor and Undy new walkway rail station. MCC's Transport Section has advised that work has commenced on Network Rail's Governance for Railway Investment Projects (GRIP) process in relation to the proposed station, with GRIP1 (Output definition) and GRIP2 (Feasibility) completed with work ongoing on GRIP3 (Option Selection). Current timescales anticipate that the scheme will be delivered by 2022/23.

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

Recommendation

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

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

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

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

Place Making and Design

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

Strategic Policy: S17 Place Making and Design

LDP Objectives Supported: 14 & 15

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

Contextual Changes

The Placemaking Wales Charter was launched by the Minister at the RTPI Cymru Welsh Planner Conference on 23rd September 2020. Following the launch of the Charter a work programme is being established. Monmouthshire County Council will sign up to the Charter during the next monitoring period.

Indicator	Target <i>(Previous AMR Performance)</i>	Trigger for Further Investigation	Performance 1 April 2020 – 31 March 2021
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*	Refer to analysis (1) below
2. Number of conservation areas with up-to-date character appraisal	100% of identified draft Conservation Area Appraisals by 2016**	Target is not met	19 Complete (100%) Refer to analysis (2) below
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	Refer to analysis (3) below
4.Sample of planning applications granted for developments with the	No adverse impact on the historic environment	Any development adversely affects the historic environment	Refer to analysis (4) below

potential for significant impact on buildings of historic / archaeological interest, scheduled ancient monuments and conservation areas			
5.Occasions when development permitted would have an adverse impact on a listed building, conservation area, site of archaeological significance, or historic landscape park or their setting	Development proposals do not adversely impact upon buildings and areas of built or historic interest and their setting <i>(2014-15: none)</i> <i>(2015-16: none)</i> <i>(2016-17: none)</i> <i>(2017-18: none)</i> <i>(2018-19: none)</i> <i>(2019-20: one)</i>	1 or more planning consents are issued where there are outstanding objections from the Council's Conservation Team, Cadw or GGAT	None recorded

Analysis

1.Number of listed buildings and historic sites:

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

Two Listed Buildings were delisted over the monitoring period and there was one new listing taking the total number across Monmouthshire to 2,148. There were no changes in relation to Scheduled Ancient Monuments, Historic Parks and Gardens, Archaeologically Sensitive Areas or Landscapes of Outstanding Historic Interest over the monitoring period.

Whilst there has been a loss of 2 listed buildings during the monitoring period, the listing of a new building has resulted in a net loss of one listed building. The indicator has therefore been satisfied as there has not been of more than 1 listed building each year for 3 or more consecutive years. Since monitoring began in 2015 there has been a cumulative loss of 5 listed buildings. Nevertheless, this is not considered to be significant and the Heritage Team has not raised concerns in relation to these losses. There has also been new listing to properties within the past 3 years. The Council will continue to monitor the

number of listed buildings and historic sites to determine the effectiveness of the policy framework relating to this issue.
2. Like the previous monitoring period, no further Conservation Area Appraisals have been adopted as Supplementary Planning Guidance during the monitoring period. A total of 19 Conservation Area Appraisals have however been adopted and the target of 100% of identified draft Conservation Area Appraisals by 2016 was therefore met in the 2015 - 2016 monitoring period. The remaining 12 Conservation Area Appraisals will be progressed in the future subject to available resources.
3. Unfortunately the Planning Committee design tour did not take place during this monitoring period due to the ongoing impact of Covid-19 pandemic.
4. No applications have been identified by the Council's Heritage Team, which have potential for significant impact upon Monmouthshire's historic environment. The trigger has not been initiated and it is considered the current LDP policy 'development in Conservation Areas' policy (HE1) is working effectively. However, we will continue to closely monitor development within sensitive historic areas.
5.No applications have been identified by the Council's Heritage Team over the monitoring period with an outstanding objection from the Council's Heritage Team, Cadw or GGAT. The trigger has not been initiated and it is considered the current the LDP policies that protect the historic environment are functioning effectively. The Council will continue to monitor the number of listed buildings and historic sites to determine the effectiveness of the policy framework relating to this issue.
Recommendation
1. No action required at present. Continue to monitor.
2. No action required at present. Continue to monitor.
3. No action required at present. Continue to monitor.
4. No action required at present. Continue to monitor.
5. No action required at present. Continue to monitor.

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

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

6 Sustainability Appraisal Monitoring Framework

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.
- 6.2 There is an overlap with some LDP indicators, these indicators are marked in bold and coloured green for clarity. This is intended to provide an indication of how the LDP monitoring and SA monitoring are interlinked. A brief commentary is provided although reference should be made to Section 5 LDP Policy Analysis for additional information.
- 6.3 There are a number of SA indicators where information is not published annually, for example those based on the Census. The purpose of the monitoring framework is to review changes on an annual basis, as a consequence these are not necessarily going to be useful moving forward in terms of future monitoring. They have been retained in order to provide a baseline, and while work has been undertaken to try to find alternative sources of information, none appear to be available.
- 6.4 The traffic light rating system used for the LDP Monitoring Indicators has not been taken forward for use with the SA Monitoring. Many of the SA objectives are aspirational. In addition, the LDP alone would not be the only factor that would need to be considered in achieving their aims. The SA Monitoring does not include targets as such, unlike the LDP monitoring, it would therefore prove difficult to interpret the commentary into a traffic light rating. The symbols associated with certain indicators identify the desired direction for change. The symbols refer to; (+) increase or more; (-) decrease, less or none and; (nc) no change. As this relates to the seventh SA monitoring period since the adoption of the LDP, it is compared to the previous six AMRs and highlights emerging trends. Accordingly, the direction of change is referred to as relevant in the commentary section. This is utilised to assess the LDP's progression towards meeting the identified sustainable development indicators.

- 6.5 Information contained in the SA monitoring framework in the main relates to a wide range of data produced internally, by various departments of the Council and externally from other organisations. Where data has been sourced externally, a footnote is provided to ensure the data source is easily identifiable.

Sustainability Appraisal Monitoring

Headline	Objective	SA Indicators	Data	Commentary
Accessibility	Allow equitable access for all to jobs, services and facilities they need, in a way that reduces reliance on car use	<p>1. Average travel to work distance (-)</p> <p>2. Proportion of people travelling to work by public transport, walking or cycling (+)</p> <p>3. Proportion of the workforce who remain in their own area for work, according to travel to work statistics (+)</p> <p>4. Proportion of housing development completed within or adjoining the main towns, Severnside Settlements, Rural Secondary Settlements (RSS) and rural general, as identified in Policy S1.</p> <p>5. Percentage of major* new development within 10 minute walk from a frequent and regular bus service</p>	<p>1. 21.9km**</p> <p>2. 16.7%**</p> <p>3. 56.9%*****</p> <p>4. Main Towns: 54.2%, Severnside: 32.7%, RSS: 2.6%, Rural General: 10.5%</p> <p>5. 100%</p>	<p>1 – 2. The 2011 Census recorded 16.7% of people travelling to work by public transport, walking or cycling. The average travel to work distance was 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>3. The Welsh Government travel to work statistics identify 56.9% of the Monmouthshire workforce remaining in their own area for work. This figure has decreased by 3.2% since the previous AMR. However, these figures should not be given too much weight as the data is based on a small sample survey and should therefore be treated with caution.</p> <p>4. The Main Towns provided the largest proportion of dwelling completions over the monitoring period equating to 54.2% of the overall figure (419). The Severnside Settlements accounted for a total of 32.7% of completions, an increase compared with the previous monitoring period (24.43%). The Rural Secondary Settlements accounted for 2.6% of completions and the Rural General area, which incorporates figures from the Main Villages, accounted for 10.5%. The Policy Analysis in Section 5 relating to the Spatial Strategy provides full analysis of this indicator.</p> <p>5. One major* scheme was approved over the monitoring period. This related to the SAH11(xiv)(a) site South of Minor Road in Shirenewton which received outline approval for 11 dwellings. The above scheme is located immediately south of a bus stop and a frequent and regular bus</p>

Headline	Objective	SA Indicators	Data	Commentary
		(+)(includes residential, employment, retail and leisure permissions only)'		<p>service between Cwmbran and Chepstow. The previous AMR recorded 66.6%, however, this involved three applicable applications where two were within a 10-minute walk of a frequent bus service, compared to just one application this period resulting in the 100% rate. This indicator will continue to be monitored.</p> <p>Continue to monitor SA objective.</p>
Housing	Provide a range of types and tenures of housing that allows people to meet their housing needs	<p>1. People in housing need (-)</p> <p>2. Affordable home completions (+)</p> <p>3. General market home completions</p> <p>4. Annual level of housing completions monitored against the Average Annual Requirement (AAR)*****</p> <p>5. Total cumulative completions monitored against the cumulative requirement (Cumulative AAR)*****</p>	<p>1. 468 per year over 5 Year Period (2020 base date)</p> <p>2. 71</p> <p>3. 348</p> <p>4. -31 units</p> <p>5. -1500 units</p> <p>6. 1 granted permission with a density of 16 dwellings per hectare.</p> <p>7. 0 dwellings permitted, 183 completed</p> <p>8. 0</p> <p>9. See table in commentary section</p>	<p>1. The Local Housing Market Assessment (LHMA) 2020-2025 uses a different methodology to that used to provide evidence for the LDP. The results, therefore, are not directly comparable. The 468 figure should not be taken as a target for the delivery of affordable housing as new build homes are not the only supply of affordable homes in Monmouthshire. The Council is working with private landlords to increase the supply of private rented homes and to bring empty homes back into use. The social rent need is 319.61 per year, Low Cost Home Ownership is 115.20 per year and Intermediate Rent is 33 per year. Low cost homeownership need will be addressed through a variety of mechanisms including S106 contributions on new build housing schemes negotiated by the Council. Other initiatives include the government's Help to Buy and Rent to Own schemes as well as LCHO resales. As stated above this figure should not be taken as an annual target, it does however provide an indication of current projected need for affordable housing within the County and sets a benchmark the Council can work towards.</p> <p>2 – 3. There were 71 affordable home completions and 348 market dwelling completions over the monitoring period.</p>

Headline	Objective	SA Indicators	Data	Commentary
		<p>6. <i>Density of housing permitted on allocated sites (SAH1 – SAH10)</i></p> <p>7. The number of dwellings permitted and completed on strategic sites as identified in policy S3.</p> <p>8. Number of affordable dwellings built through rural exception schemes</p> <p>9. Number of dwellings provided in accordance with the settlement hierarchy set out in Policy S2</p>		<p>4 - 5 During the previous AMR period the Welsh Government announced changes to the monitoring of housing delivery. The changes removed the five-year housing land supply policy and replaced it with a policy statement making it explicit that the housing trajectory, as set out in the adopted LDP and agreed with the Housing Stakeholder Group, would be the basis for monitoring the delivery of development plan housing requirements as part of LDP Annual Monitoring Reports. Two indicators were included for the first time in the previous AMR, these replaced the previous indicator which measured the five-year housing land supply. The first of these indicators measures the annual level of housing completions monitored against the Average Annual Requirement (AAR). In 2020-2021 this figure was -31 dwellings (-6.9%). The second of these indicators measures the total cumulative completions monitored against the cumulative requirement (Cumulative AAR). In 2020-2021 this figure was -1500 dwellings (-33.3%). The Policy Analysis in Section 5 relating to the Housing Provision provides a full analysis of the new indicators.</p> <p>6. One site was granted permission over the current monitoring period. The Cwrt Burrium, Usk (SAH10(i)) site was allocated in the LDP for 20 dwellings on an original site area of 0.66ha. The application has been subject to significant amendment following its original submission in March 2018 for 18 dwellings. Following consultation and discussion with the Council's Flood Risk Management Team it was concluded that the lower portion of the site was not suitable for development. This was due to overriding concerns with regard to the level of flood risk. Accordingly, the site boundary has been reduced to approximately 0.4 hectares with 7 dwellings proposed, equating to 16</p>

Headline	Objective	SA Indicators	Data	Commentary															
				<p> dwellings per hectare. The Policy Analysis in Section 5 relating to the Housing Provision provides a full analysis of this indicator.</p> <p>7. There has been a decrease in the number of completions on strategic sites over the monitoring period (183 completions 2020-2021) compared to the previous AMR (219 completions 2019 – 2020). The majority of strategic site completions (83) relate to the SAH1 Deri Farm site. Other completions were as follows; SAH5 Rockfield Farm, Undy (41), SAH7 Sudbrook Paper Mill (28), SAH3 Fairfield Mabey, Chepstow (18) and SAH4 Wonastow Road, Monmouth (13).</p> <p>8. No rural exception schemes were permitted or completed over this monitoring period. While there is no target in relation to the number of completions for rural exception schemes the Council will continue to monitor this issue closely in future AMRs to determine the effectiveness of the policy framework relating to rural exception schemes.</p> <p>9. The table below provides a breakdown of the 419 dwelling completions in comparison with the settlement hierarchy set out in Policy S2. The Policy Analysis in Section 5 relating to the Spatial Strategy provides a full analysis of this indicator.</p> <table><tr><td></td><td>2020 – 2021</td><td>Target</td></tr><tr><td>Main Towns</td><td>54.2%</td><td>41%</td></tr><tr><td>Severnside</td><td>32.7%</td><td>33%</td></tr><tr><td>Rural Secondary</td><td>2.6%</td><td>10%</td></tr><tr><td>Rural General</td><td>10.5%</td><td>16%</td></tr></table>		2020 – 2021	Target	Main Towns	54.2%	41%	Severnside	32.7%	33%	Rural Secondary	2.6%	10%	Rural General	10.5%	16%
	2020 – 2021	Target																	
Main Towns	54.2%	41%																	
Severnside	32.7%	33%																	
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Rural General	10.5%	16%																	

Headline	Objective	SA Indicators	Data	Commentary
				Continue to monitor SA objective.
Health, safety & security	To improve health and wellbeing by encouraging more healthy lifestyles, and protecting people from risk that may impact on their health and/or safety	1. Amount of open space created as a result of planning permissions	1. 0 ha.	<p>1. 0 ha of additional open space was approved as a result of planning permissions over the monitoring period. This data is collected from the Development Management statutory returns and excludes any outline applications or applications awaiting the signing of S106 agreements. This is a substantial decrease on the previous monitoring period (12.7ha) and is primarily due to a decrease in planning permissions due to the majority of allocated sites already having planning permission and the LDP reaching the latter stages of the Plan period. Other factors include the Covid-19 lockdown and the restrictions that were in place throughout the monitoring period.</p> <p>Continue to monitor SA objective.</p>
Community	To support and promote the distinctive character of local communities and community cohesion	<p>1. Number of community and recreation facilities granted planning permission (+)</p> <p>2. Amount of community and recreation facilities lost to other uses.</p> <p>3. Amount of public open space / playing fields lost to development which is</p>	<p>1. 3</p> <p>2. 1</p> <p>3. 0ha</p>	<p>1. Three planning applications were granted planning permission for community and recreation uses over the monitoring period. Two of the three applications relate to recreation uses and one to community uses. One of the applications relates to the change of use of unused land to a community park and local equipped area for play (LEAP), another to a community shop and café and the final one to a change of use of a former railway line to a footpath and cycle route. This represents a decrease in the number of community / recreation facilities granted (2018-2019; 8, 2019-2020; 12) and therefore does not meet the desired direction of change but could be reflective of the general reduction in planning permissions approved throughout the monitoring period and the impact the Covid-19 lockdown and associated restrictions has had on schemes. For further detail refer to</p>

Headline	Objective	SA Indicators	Data	Commentary
		not allocated in the development plan		<p>the Policy Analysis in Section 5 relating to Community and Recreation Facilities.</p> <p>2. There has been a loss of one community facility over the period monitored. The loss was in relation to the conversion of a public house in Chepstow into a new residential property. While the data collected indicates that the community facility was lost to alternative uses over the monitoring period and subsequently the trigger for this indicator has been met, the loss is justified within the context and requirements of the LDP policy framework. For further detail refer to the Policy Analysis in Section 5 relating to Community and Recreation Facilities.</p> <p>3. During the monitoring period no permissions were granted on areas of open space not allocated for development in the LDP. For further detail refer to the Policy Analysis in Section 5 relating to Landscape, Green Infrastructure and Natural Environment.</p> <p>Continue to monitor SA objective.</p>
Biodiversity	Protect, value, manage and enhance healthy functioning ecosystems, habitats and natural species diversity, valuing nature conservation	<p>1. Developments permitted that cause harm to the overall Nature Conservation value of locally designated sites (-)</p> <p>2. Number of new developments delivering habitat</p>	<p>1. 0 applications</p> <p>2. 0</p> <p>3. 0. ha ancient woodland potentially lost to development</p> <p>4. 1</p>	<p>1. There were no applications granted over the monitoring period that will cause harm to the overall Nature Conservation value of locally designated sites. For further detail refer to the Policy Analysis in Section 5 relating to Landscape, Green Infrastructure and Natural Environment.</p> <p>2. There were no developments permitted to specifically deliver habitat creation and restoration during the monitoring period.</p>

Headline	Objective	SA Indicators	Data	Commentary
	interests wherever they are found	<p>creation and restoration</p> <p>3. Hectares of ancient woodland lost to development (-)</p> <p>4. Development permitted within internationally / nationally important nature conservation areas.</p>		<p>3. No ancient woodland was lost as a result of applications approved over the monitoring period. This is a reduction on the previous two AMRs (2018/19; 0.0125ha and 2019/20; 0.05ha) and therefore the desired direction of change has been met. This indicator will continue to be monitored closely in the next AMR.</p> <p>4. There was 1 development permitted within internationally / nationally important nature conservation areas during the monitoring period, which was located in the Wye Valley, Lesser Horseshoe Site of Special Scientific Interest (SSSI). The proposal was justified on the basis that Habitats Regulations Assessments (HRA) and detailed surveys had been undertaken to inform the assessment of impact of the scheme, which was fully mitigated against and conditioned on the consent granted. For further detail refer to the Policy Analysis in Section 5 relating to Landscape, Green Infrastructure and Natural Environment.</p> <p>Continue to monitor SA objective.</p>
Landscape	To maintain and enhance the quality and character of the landscape, including its contribution to the setting and character of settlements	1. Number of trees protected by TPOs lost to development (-)	1. 1 tree protected by TPOs lost.	<p>1. 1 Tree Preservation Order tree was lost to development over the monitoring period. This is an increase when compared to the previous AMR (0 trees).</p> <p>Continue to monitor SA objective.</p>

Headline	Objective	SA Indicators	Data	Commentary
Built Environment	To maintain and enhance the built environment for both its visual character and distinctiveness and to create a better living environment.	1. Planning permission granted for renewable and low carbon energy development. 2. Number of new developments completed that incorporate on-site renewable energy generation. (i.e. permissions following LDP adoption that have been completed over the 2020-2021 monitoring period) 3. Sample of planning applications granted for developments with the potential for significant design / environmental implications.	1. 1 2. 0 3. N/A	<p>1. One application was approved for on-site renewable energy generation during the monitoring period. This scheme related to an application for the erection of a ground mounted solar PV renewable energy generation system on a farm to the south of Devauden. This compares to a total of six schemes in the previous AMR. For further detail refer to the Policy Analysis in Section 5 on Efficient Resource Use and Flood Risk.</p> <p>2. No schemes incorporating on-site renewable energy generation were completed over the monitoring period. This represents a decrease in comparison to past AMRs, however, it should be noted that since the Plan's adoption in 2014, a total of 11 schemes incorporating on-site renewable energy have been completed and are operational.</p> <p>3. Unfortunately the Planning Committee design tour did not take place during the monitoring period due to the impact of the Covid- 19 pandemic.</p> <p>Continue to monitor SA objective.</p>
Historic heritage	Understand, value, protect and restore, where necessary, the historic cultural heritage of the	1. Number of listed building and historic sites (-) 2. Sample of planning applications granted	1. Listed Buildings: 2148, Scheduled Ancient Monuments:	<p>1. One listed building was delisted by Cadw over the monitoring period. There were no other 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>

Headline	Objective	SA Indicators	Data	Commentary
	area, including features of the built and semi-natural environment	<p>for developments with the potential for significant impact on buildings of historic / archaeological interest, scheduled ancient monuments and conservation areas adversely affected by development.</p> <p>3. Number of conservation areas with an up-to-date character appraisal</p>	<p>164, Historic Parks & Gardens: 45, Archaeological Sensitive Areas: 10 and Landscapes of Historic Importance: 3</p> <p>2. N/A</p> <p>3. 19 up to date Conservation Area character appraisals.</p>	<p>2. Unfortunately, the Planning Committee design tour did not take place during the monitoring period due to the impact of the Covid-19 pandemic.</p> <p>3. 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>Continue to monitor SA objective.</p>
Air	To reduce all forms of air pollution in the interests of local air quality and the integrity of the atmosphere to protect from climate change	<p>1. Number of locations where air quality exceeds objective levels per annum (-)</p> <p>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 (-)</p> <p>3. Proportion of people employed travelling to work by public</p>	<p>1. 0</p> <p>2. 81.4%**</p> <p>3. 16.7%**</p>	<p>1. The annual objective level of nitrogen dioxide was not exceeded in 2020. This reflects the impact that the Covid-19 pandemic has had on traffic flows in Monmouthshire. For the fifth year running there was no exceedance in Usk. This represents an improvement since the previous monitoring period and reflects the impact of the pandemic. The indicator will continue to be monitored in future AMRs.</p> <p>2 – 3. 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</p>

Headline	Objective	SA Indicators	Data	Commentary
		transport, walking or cycling (+)		<p>obtained until that time. This data will subsequently remain the same in future AMRs.</p> <p>Continue to monitor SA objective.</p>
Water quality	To maintain and improve the quality of ground, surface and coastal waters	<p>1. % of rivers reaching 'good' water quality status (+)</p> <p>2. Proportion of allocated sites and all other developments of over 10 dwellings/1ha that incorporate SuDS (+)</p>	<p>1. 32%***</p> <p>2. 2 of 5</p>	<p>1. The Water Framework Directive (WFD) combines ecological and chemical status in its reporting, the surface water body will need to reach good status in both elements in order to reach an overall 'good status'. In the latest (interim) 2018 Water Framework Directive Classification, 32% of rivers in Monmouthshire achieve Good status.</p> <p>3. Of the 5 applications permitted, 2 incorporated SuDS. Both of these applications related to residential schemes, 1 for 24 close care (C2) units on the Westgate (SAE1d) allocated employment site and the other for 11 dwellings at the SAH11(xiv)(a) site in Shirenewton. The sites include landscaping, permeable paving detention basins as SuDS measures.</p> <p>4.</p> <p>While SuDS were not fully incorporated into all major developments over the monitoring period, the lack of SuDS appears to be justified in many of the cases and the reasoning behind the lack of SuDS is recognised within some of the application details and officers' reports. The number of major developments permitted has decreased since the previous monitoring period where there were 10 such schemes permitted. The proportion of schemes that incorporate SuDS has remained at 40% the same as the previous AMR compared to 23% in the 2018/19 AMR. This increase is likely to be due to the new</p>

Headline	Objective	SA Indicators	Data	Commentary
				<p>regulations which came into effect in January 2019. This indicator will be monitored closely in the next AMR.</p> <p>Continue to monitor SA objective.</p>
Water supply	To maintain the quantity of water available including potable water supplies, and ground water and river levels	<p>1. Proportion of groundwater bodies reaching 'good' quantity status (+)</p>	<p>1. 100%***</p>	<p>1. Monmouthshire sits within three groundwater bodies, the Usk Devonian Old Red Sandstone (ORS), Wye Secondary Devonian ORS and Usk and Wye southern Carboniferous Limestone. All three groundwater bodies had good status for quantity over the 2015 monitoring period. NRW no longer produce an annual classification and the figures subsequently remain the same as the previous six monitoring periods. The next classification will nevertheless be produced for the updated River Basin Management Plans and should be produced in time for the next AMR.</p> <p>Continue to monitor SA objective.</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. Number of permissions for development in Flood Zones C1 and C2 not meeting all TAN 15 tests (-)</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. 2 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 replicates the results of the previous monitoring period.</p> <p>2. Of the 5 applications permitted, 2 incorporated SUDS. Both of these applications related to residential schemes, 1 for 24 close care (C2) units on the Westgate (SAE1d) allocated employment site and the other for 11 dwellings at the SAH11(xiv)(a) site in Shirenewton. The sites include landscaping, permeable paving detention basins as SuDS measures.</p>

Headline	Objective	SA Indicators	Data	Commentary
		3. Instances where rivers experienced summer low flow (-)		<p>While SuDS were not fully incorporated into all major developments over the monitoring period, the lack of SuDS appears to be justified in many of the cases and the reasoning behind the lack of SuDS is recognised within some of the application details and officers' reports. The number of major developments permitted has decreased since the previous monitoring period where there were 10 such schemes permitted. The proportion of schemes that incorporate SuDS has remained at 40% the same as the previous AMR compared to 23% in the 2018/19 AMR. This increase is likely to be due to the new regulations which came into effect in January 2019. This indicator will be monitored closely in the next AMR.</p> <p>3. There are three key river monitoring stations in Monmouthshire positioned on the River Usk, River Wye and River Monnow. The flow data is based upon the days in which these have fallen below the Q95 flow during the period from 1st April 2020 to 31st March 2021. Q95 is the 95th percentile, meaning flow is greater than this for 95% of the time and lower than this for 5% of the time. On average, flows are below Q95 for around 18 days per year. It is often used as a typical indicator of summer low flows. In the latest monitoring period, flows fell below Q95 at 2 of the 3 monitoring stations, namely, at the River Wye and the River Usk. At the River Wye monitoring station flows were below the Q95 for 17 days and at the River Usk monitoring station for 2 days. In the previous AMR (2019-2020) all three monitoring stations recorded flows above Q95.</p> <p>Continue to monitor SA objective.</p>

Headline	Objective	SA Indicators	Data	Commentary
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>1. Number of permitted permanent non-mineral developments on safeguarded sites that do not comply with Policy M2 (-)</p> <p>2. Proportion of Monmouthshire's household waste collections being recycled and composted (+)</p> <p>3. Amount of waste management capacity permitted expressed as a percentage of the total capacity required as identified in the Regional Waste Plan</p> <p>4. Extent of primary land-won aggregates resources as a percentage of total capacity identified in the Regional Technical Statement.</p>	<p>1. 0</p> <p>2. 64.60%****</p> <p>3. 0ha permitted</p> <p>4. 0</p>	<p>1. No applications were granted for permanent non-mineral developments on safeguarded sites that did not comply with Policy M2 during the monitoring period. This is in line with the previous monitoring period.</p> <p>2. The latest data published is for the 2019 – 2020 period which suggests 64.6% of Monmouthshire's total household waste was recycled or composted (based on municipal waste collected/generated as per the indicator). This has increased since the previous AMR which indicated 61.6% was recycled or composted. This indicator will continue to be monitored in future AMRs.</p> <p>3. There were no permissions for waste management capacity during the monitoring period. For further information refer to the Policy Analysis in Section 5 relating to Waste.</p> <p>3. 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>Continue to monitor SA objective.</p>

Headline	Objective	SA Indicators	Data	Commentary
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>1. Proportion of development permitted on greenfield land as a percentage of all development excluding householder, conversions and agricultural buildings (nc or -)</p> <p>2. Amount of Greenfield land lost to development which is not allocated in the development plan</p> <p>3. Annual average densities of new housing development (+)</p> <p>4. Hectares of agricultural land at Grade 3a and better lost to major* development (excluding LDP allocations and agricultural development)'</p>	<p>1. 71.7%</p> <p>2. 11.7ha</p> <p>3. 28.2dpha</p> <p>4. 0ha</p>	<p>1. A total of 21.002ha hectares of development was permitted over the monitoring period, 15.052ha of which was located on greenfield sites. This equated to 71.7% of all development (excluding householder, conversions and agricultural buildings) as being permitted on greenfield land. The amount of greenfield land permitted for development is lower than the previous three monitoring periods (2019-2020; 19.79ha (79%) ,2018-2019; 25.27ha (87.1%), 2017-2018; 32.12ha (59.8%).</p> <p>The Council will continue to monitor this indicator to determine the effectiveness of the policy framework relating to this issue.</p> <p>2. Over the monitoring period 27 permissions were granted on greenfield land not allocated for development in the LDP, totalling 11.7 hectares. This is a decrease on the last AMR (18.27ha) and is the third lowest amount of non-allocated greenfield land permitted. (2014-15: 26ha, 2015-16: 44.6ha, 2016-17: 16.5ha, 2017-18: 8.98ha, 2018-19: 9.71ha, 2019-20: 18.27ha). For further detail refer to the Landscape, Green Infrastructure and Natural Environment Policy Analysis in Section 5.</p> <p>3. The annual average density of all new housing development equated to 28.2 dwellings per hectare. This figure is higher than the previous two AMRs 23.65 dpha (2019-2020) and 27.95 dpha (2018-2019). However, it is lower than the 2017-2018 AMR (29.1 dpha). Whilst the figure is also higher than the first three AMRs which recorded 23.5 dpha (2016-2017) 22 dpha (2015-2016) and 21 dpha (2014 - 2015), it is noted that this year's result is based on only one application as only</p>

Headline	Objective	SA Indicators	Data	Commentary
				<p>one site of over 10 dwellings was granted permission over the monitoring period.</p> <p>4. No agricultural land at Grade 3a and above has been lost to major development over the monitoring period.</p> <p>Continue to monitor SA objective.</p>
Energy	To secure energy efficiency improvements in all new buildings and encourage energy generation from renewable sources.	1. Number of new developments completed that incorporate on-site renewable energy generation. (i.e. permissions following LDP adoption that have been completed over the 2020-2021 monitoring period)	1. 0	<p>1. No schemes incorporating on-site renewable energy generation were completed over the monitoring period. This represents a decrease in comparison to past AMRs, however, it should be noted that since the Plan's adoption in 2014, a total of 11 schemes incorporating on-site renewable energy have been completed and are operational.</p> <p>Continue to monitor SA objective.</p>
Employment	Provide a range of jobs within Monmouthshire that help meet the needs of the resident workforce	1. Net employment land supply/ development and take-up of employment land (+) 2. Amount of employment land lost to non-employment uses	1. Supply 40.16ha, Take-up 0.3803ha 2. 1.21ha 3. 56.9%***** 4. 21.9km** 5. Abergavenny: 7.6%,	<p>1. The Employment Land Background Paper identified 40.16ha of employment land available across the County (the supply relates to SAE1 Identified Industrial and Business Sites only) meaning that sufficient employment land remains available. The take-up rate of employment land stood at 0.3803ha over the monitoring period. The take-up⁹ is lower than the last AMR (3.7364ha) and is similar to the take up recorded in 2014-15. For further information refer to the Economy and Enterprise Policy Analysis in Section 5.</p>

⁹ Employment land take-up relates to SAE1 Identified Industrial and Business Sites, SAE2 Protected Employment Sites and Mixed Use Sites.

Headline	Objective	SA Indicators	Data	Commentary
		<p>3. Proportion of resident workforce working in Monmouthshire (+)</p> <p>4. Average travel to work distance (-)</p> <p>5. Percentage of vacant units within CSA of each town and local centre</p>	<p>Caldicot:13.4%, Chepstow: 13.5%, Monmouth: 15.4%, Magor: 0%, Raglan: 9.1%, Usk: 9.8%</p>	<p>2. Four applications were granted during the monitoring period that related to the loss of B uses on allocated or protected employment sites (SAE1 & SAE2) which was a loss of 1.21ha. For further information refer to the Economy and Enterprise Policy Analysis in Section 5.</p> <p>3. The Welsh Government travel to work statistics identify 56.9% of the Monmouthshire workforce remaining in their own area for work. This figure has decreased by 3.2% since the previous AMR. However, these figures should not be given too much weight as the data is based on a small sample survey and should therefore be treated with caution.</p> <p>4. The average travel to work distance was 21.9km at the time of the 2011 Census. 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>5. Vacancy rates recorded in the Central Shopping Areas (CSA) for all of the County's towns and local centres all increased with the exception of Usk (9.8%), Magor (0%) and Raglan (9.1%). The other vacancy rates include Abergavenny (7.6%), Caldicot (13.4%), Chepstow (13.5%), Monmouth (15.4%). The increase in vacancy rates is likely a result of the Covid-19 pandemic, however with the exception of Monmouth all other Central Shopping Areas remain below the GB High Street vacancy rate of 13.7% in December 2020 (Local Data Company). For full details refer to the Retail Policy Analysis in Section 5.</p> <p>Continue to monitor SA objective.</p>

Headline	Objective	SA Indicators	Data	Commentary																																																								
Wealth creation	Raise prosperity and quality of life by developing a more self-sustaining local economy encouraging indigenous growth	<p>1. Range of SAE1/SAE2/Identified Mixed Use Sites available, distribution and size</p> <p>2. Planning permissions granted for employment use by settlement</p> <p>3. Planning permissions granted for employment use by sector</p> <p>4. Proportion of resident workforce working in Monmouthshire (+)</p> <p>5. Number of people in-commuting to Monmouthshire</p> <p>6. Number of people out-commuting from Monmouthshire</p> <p>7. Tourism expenditure (+)</p> <p>8. Number of rural diversification/</p>	<p>1. See table in commentary section</p> <p>2. Main Towns: 0.30ha, Severnside: 3.47ha, RSS: 0ha, Rural General: 1.27ha</p> <p>3. See table in commentary section.</p> <p>4. 56.9%*****</p> <p>5. 19,000*****</p> <p>6. 19,600*****</p> <p>7. £81.16 Million *****</p> <p>8. 8</p> <p>9. 14</p> <p>10. 3</p>	<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><tr><th>Site Reference</th><th>Site Name/Location</th><th>Site Use Class</th><th>Remaining land available (ha)</th></tr><tr><td>SAE1a</td><td>Wales One, Magor (west)</td><td>B1</td><td>4.0</td></tr><tr><td>SAE1b</td><td>Quay Point, Magor</td><td>B1/B2/B8</td><td>13.76</td></tr><tr><td>SAE1c</td><td>Gwent Europark, Magor</td><td>B8</td><td>13.3</td></tr><tr><td>SAE1d</td><td>Westgate, Llanfoist</td><td>B1/B2</td><td>1.3</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>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>0.65</td></tr><tr><td>SAH4</td><td>Wonastow Road, Monmouth</td><td>B1</td><td>2.78</td></tr><tr><td>SAH5</td><td>Rockfield Farm, Undy</td><td>B1</td><td>2.0</td></tr></table>	Site Reference	Site Name/Location	Site Use Class	Remaining land available (ha)	SAE1a	Wales One, Magor (west)	B1	4.0	SAE1b	Quay Point, Magor	B1/B2/B8	13.76	SAE1c	Gwent Europark, Magor	B8	13.3	SAE1d	Westgate, Llanfoist	B1/B2	1.3	SAE1e	Ross Road, Abergavenny	B1/B2	1.5	SAE1f	Newhouse Farm, Chepstow	B2/B8	4.0	SAE1g	South Woodside, Usk	B1	1.3	SAE1h	Pill Row, Caldicot	B1/B8	1.0	SAE2w	Wales One, Magor	B1/B2/B8	0.57	SAH2	Crick Road, Portskewett	B1	1.0	SAH3	Fairfield Mabey, Chepstow	B1	0.65	SAH4	Wonastow Road, Monmouth	B1	2.78	SAH5	Rockfield Farm, Undy	B1	2.0
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Headline	Objective	SA Indicators	Data	Commentary										
		<p>enterprise schemes approved</p> <p>9. Number of tourism schemes approved</p> <p>10. Number of tourism facilities lost through development, change of use or demolition</p>		<p>2. The Severnside area accounted for the majority of permissions relating to employment over the monitoring period equating to 3.47ha. The Rural General settlements followed with 1.27ha and then the Main Towns with 0.30ha. For further information refer to the Economy and Enterprise Policy Analysis in Section 5.</p> <p>3. The table below only identifies those sectors where planning permission for employment uses occurred over the monitoring period. The largest proportion of employment floorspace for B use classes permitted related to Manufacturing. For the full list of sectors and additional information refer to the Economy and Enterprise Policy Analysis in Section 5.</p> <table><tr><th>Sector</th><th>Size(ha)</th></tr><tr><td>Manufacturing</td><td>3.13ha</td></tr><tr><td>Wholesale & retail trade; repair of motor vehicles and motor cycles</td><td>0.1ha</td></tr><tr><td>Transport & storage; information and communication</td><td>0.61ha</td></tr><tr><td>Real estate activities; Professional, scientific and technical activities; Administrative and support service activities</td><td>1.20ha</td></tr></table> <p>4. The Welsh Government travel to work statistics identify 56.9% of the Monmouthshire workforce remaining in their own area for work. This figure has decreased by 3.2% since the previous AMR. However, these figures should not be given too much weight as the data is based on a small sample survey and should therefore be treated with caution.</p>	Sector	Size(ha)	Manufacturing	3.13ha	Wholesale & retail trade; repair of motor vehicles and motor cycles	0.1ha	Transport & storage; information and communication	0.61ha	Real estate activities; Professional, scientific and technical activities; Administrative and support service activities	1.20ha
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Headline	Objective	SA Indicators	Data	Commentary
				<p>5 – 6. The 2020 Welsh Government Commuting Statistics identified a total of 19,000 commuting into Monmouthshire and 19,600 out of Monmouthshire. The level of in-commuting has increased marginally since the previous monitoring period (2019 – 2020: 18,900) with the level of out-commuting increasing significantly (2019 – 2020: 17,700), resulting in a net outflow of commuters. However, these figures should not be given too much weight as the data is based on a small sample survey and should therefore be treated with caution. The Economy and Enterprise Policy Analysis in Section 5 provides a further breakdown of this information.</p> <p>7.The Monmouthshire STEAM report (2020) identified the total annual tourism expenditure as £81.16 Million over the 2020 period. This compared to £244.99 Million over the 2019 period, equating to a 67.7% decrease. Whilst this is a significant decrease since the previous period, this reflects the impact that the Covid-19 pandemic has had on the tourism and hospitality industries, which will be reflected nationwide.</p> <p>8. A total of 8 applications relating to rural diversification/enterprise were approved during the monitoring period. 6 of the applications were approved as rural enterprise schemes and 2 applications as rural diversification of existing farmsteads. Full details of which can be found in the Rural Enterprise Policy Analysis in Section 5.</p> <p>9 – 10. A total of 14 tourism schemes were approved over the monitoring period all of which were tourist accommodation facilities. These included 5 conversions to holiday lets, an extension to an</p>

Headline	Objective	SA Indicators	Data	Commentary
				<p>existing hotel in Wyesham, Monmouth, 6 glamping sites and 2 change of use applications.</p> <p>Three planning applications were approved which involved the loss of tourism facilities over the monitoring period. Two of the applications related to the removal of holiday let conditions and the third to the change of use of an existing hotel in Pandy to 2 dwellings. All three applications were justified within the overall LDP policy framework. The Visitor Economy Policy Analysis in Section 5 provides full detail of the type of tourism facilities gained over the monitoring period.</p> <p>Continue to monitor SA objective.</p>

*Major development - development involving one or more of the following: developments of 10 or more dwellings or 0.5ha or more for outline and full applications; development of building or buildings where the floor space to be created is 1000m² 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

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

**** Welsh Government Stats Wales

*****Welsh Government Commuting Statistics (2019)

*****Monmouthshire STEAM Report (2019)

***** This is one of two new indicators that have been added to replace the previous five-year housing land supply indicator, to reflect the requirements of the Development Plans Manual (March 2020) following the revocation of Technical Advice Note (TAN) 1: Joint Housing Land Availability Studies (January 2015)

7 Conclusions and Recommendations

- 7.1 This is the seventh AMR to be prepared since the adoption of the Monmouthshire LDP. As the LDP has been operational for seven years, trends have emerged through the monitoring process as to which policies are performing as intended and which are not. The AMR indicates that good progress is being made in delivering many of the Plan's policies with identified targets being met and that the LDP strategy remains sound. However, the AMR also indicates that there continues to be certain elements of the Plan which are not progressing as intended.
- 7.2 Section 5 provides a detailed assessment of how the Plan's strategic policies, and associated supporting policies, are performing against the identified key monitoring targets and outcomes and whether the LDP strategy and objectives are being delivered. This has enabled the Council to make an informed judgement of the Plan's progress in delivering the targets/monitoring outcomes and policies during this monitoring period. The table below provides a visual overview of the effectiveness of the Plan's policies during the current monitoring period based on the traffic light rating used in the assessment.
- 7.3 Overall, the plan is working effectively with the majority of the monitoring targets being achieved, although this is down slightly on last year's AMR. There has also been a slight increase in the number of indicators that have not achieved the target this year, but there is an appropriate justification, and no concerns are raised. However, there has also been an increase in 'red' ratings recorded during the current monitoring period, compared to the 2019-20 AMR (3 compared to 1 red rating in 2019-20). This is due to the increase in vacancy rates in the towns of Abergavenny and Monmouth. Further commentary is provided below.

Targets / monitoring outcomes* are being achieved	54
Targets / monitoring outcomes* are not currently being achieved but there are no concerns over the implementation of the policy	29
Targets / monitoring outcomes* are not being achieved with subsequent concerns over the implementation of policy	3
No conclusion can be drawn due to limited data availability or no applicable data	5

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

Key Findings

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

Strategy and Housing

- Six of the seven LDP allocated strategic housing sites have achieved consent since the Plan's adoption with an application under consideration on the seventh at Vinegar Hill, Undy.
- Progress has also been made with permission granted for seven dwellings on the Rural Secondary SAH10(i) – Cwrt Burrium, Usk site and Main Village Allocation SAH11(xiv)(a) – Land east Shirenewton for 11 units (including land adjoining the allocation). Reserved matters were also approved on SAH11(ix)(a) – Land to rear of the Carpenter's Arm, Llanishen for 8 dwellings.
- Progress continues to be made towards the implementation of the spatial strategy, with 52% of completions coming forward on allocated sites. Large windfall sites accounted for 29% of completions and small sites accounted for the remaining 19%. Permissions granted for residential units also remained within the target range for the County's most sustainable main towns, albeit based on fewer permissions.

Economy and Enterprise

- The County has a total of 40.16 hectares of employment land available, indicating that sufficient employment land is maintained to meet the identified take up rate.
- A planning application to vary the B use classes allowed on allocated SAE1 site at Gwent Euro Park has been approved, increasing the flexibility and marketability of the site.
- There has been progress in terms of employment permissions within the County, with a further nine permissions granted for a range of B use class employment uses on protected employment sites (SAE2) and elsewhere in the County, for example as rural diversification and rural enterprise schemes providing employment opportunities in a range of sectors (8 applications approved).
- The Council approved proposals for 14 tourism related applications, ranging from holiday lets and hotels to glamping facilities. Comparison with previous AMRs demonstrates that the number of tourism schemes approved during the current monitoring period remains at a positive level. The Sustainable Tourism Accommodation Supplementary Planning Guidance [SPG] (November 2017) has helped clarify our general support for this important sector of our economy.

Retail and Community Facilities

- Vacancy rates in the centres of Magor and Usk have decreased since the previous monitoring period, with Raglan remaining at the same level.

- The proportion of A1 retail uses within the towns' Primary Shopping Frontages generally accord with the thresholds identified in the Primary Shopping Frontages SPG.
- Three planning applications were approved for community and recreation uses during the monitoring period. These involved a community park and play area, a change of use of a former railway line to a cycle way and footpath and a community shop, café and teaching kitchen.

Environment

- A total of 21.002ha of development was permitted over the monitoring period, of which 6ha was located on brownfield sites. This equated to 28.3% of all development (excluding householder, conversions and agricultural buildings) and is an increase on last year's figure of 21%. The ratio between greenfield/brownfield development is reflective of the limited brownfield land available within the County for development.
- No new applications have resulted in the loss of open amenity space or harm to the overall nature conservation value of locally designated sites.
- No applications have been granted planning permission contrary to TAN15 requirements in either Zone C1 or C2 floodplain over the monitoring period.
- One application was recorded for a small-scale solar array during the monitoring period. It is important to note, however, the monitoring does not include householder schemes and the majority of smaller scale renewable energy schemes fall under permitted development and therefore are not picked up by the planning system.
- Ample land remains available for potential waste management sites and there has been no reduction in the minerals land bank.
- There were no applications that resulted in the loss of listed buildings or historic sites and no development permitted which would have an adverse impact on the historic environment.

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

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

Housing

- 419 dwellings were built during the monitoring period (348 general market and 71 affordable). Whilst this trigger has been met as completions have been 10% less than the LDP strategy build rate for two consecutive years, completions recorded over the past three monitoring periods have been significantly higher than those

achieved in the early years of the Plan period, reflecting the progression of the LDP strategic sites in recent years.

- The number of new dwellings permitted during the monitoring period at 86 dwellings is notably lower than the previous three years, from 1,238 in 2017 - 2018, 598 in 2018 – 2019, 251 in 2019 – 2020. This decrease is due to a combination of factors but is primarily due to the majority of allocated sites already having planning permission and the LDP reaching the latter stages of the Plan period. Other factors include the Covid-19 lockdown and the restrictions that were in place throughout the monitoring period. The introduction in January of the new measures to control phosphate levels in the River Usk and River Wye Catchment areas, which cover a large proportion of the County has also started to impact on permission numbers.
- The remaining allocated strategic housing site at Vinegar Hill, Undy is yet to obtain planning permission. However, whilst initial progress has been slow, the developer (Bovis) has submitted a hybrid application (DM/2019/01937) for 155 dwellings, 72 dwellings as a full application and 83 dwellings as outline. The Housing Trajectory prepared in conjunction with the Housing Stakeholder Group schedules the site to commence in the next monitoring period with completions anticipated in 2022/23.
- The proportion of new residential permissions in the Severnside settlements was lower than the identified target. There is one further strategic housing allocation in Severnside yet to receive planning permission - Land at Vinegar Hill, Undy. The determination of this application in the next monitoring period may result in a higher proportion of permissions in the next AMR.
- The proportion of residential completions in the Main Towns were higher than the identified LDP target. This is, however, primarily attributable to the delivery of allocated sites. Notable contributions came from the Wonastow Road site (SAH4) in Monmouth, the Deri Farm (SAH1) and Coed Glas sites (SAH9) in Abergavenny and the Fairfield Mabey (SAH3) site in Chepstow. Two windfall sites in Abergavenny also made contributions to the overall completion rate. However, completions within the Severnside area, Rural Secondary Settlements and Rural General areas all remained within the acceptability range indicating that overall, the housing is being delivered in accordance with the spatial strategy.
- The total number of affordable dwelling completions recorded over the six years of the Plan's adoption (495 units) remains below the required delivery target of 672 affordable units for the same period.
- The proportion of affordable dwellings permitted on sites of 5 or more in the County's Main Towns and Rural Secondary Settlements has not met the target of 35%, achieving a rate of 23.5% this year. This is however, only based on two applications and will continue to be monitored.
- While there has been some progress with the Main Village allocations (total of 47 affordable dwelling permissions and 21 affordable dwelling completions since the Plan's adoption), the target for these sites to collectively deliver 20 affordable dwellings per annum has not been achieved. However, two Main Village

Allocations have progressed during the monitoring period (SAH11(xiv)(a) – Land east Shirenewton for 11 units (including land adjoining the allocation) and reserved matters on SAH11(ix)(a) – Land to the rear of the Carpenter’s Arms, Llanishen for 8 dwellings.

Economy and Enterprise

- Four applications were granted relating to the loss of B use on allocated (SAE1) or protected (SEA2) accounting for a loss of 1.2ha. Three applications related to units or land on protected employment sites (SEA2) and involved the change of use to D2 (gym), Sui Generis community use and Sui Generis use related to the A465 Heads of the Valley Road construction. The fourth related to the approval of a care home on an allocated SAE1 site, justified due to the jobs generated and it being a needed facility in the County.
- Three applications were permitted during the monitoring period relating to the loss of tourism facilities, two of which related to the removal of holiday let conditions to residential use and the third to the change of use of a hotel to two dwellings. All proposals were, however, considered to be justified within the context and requirements of the LDP policy framework.

Retail and Community Facilities

- Vacancy rates in the central shopping areas of Caldicot and Chepstow have risen. However, the increases do not raise any immediate concerns with the vitality and viability of the centres.
- No new additional retail floorspace was permitted within a town/local centre during the monitoring period. As one application for a community shop, café and teaching kitchen was approved, which involved 30sqm of retail floorspace outside a defined centre, the trigger for this indicator has been met. However, given the scale and community benefits associated with the application there are not considered to be any concerns with the implementation of the retail policies.
- One community facility has been granted permission to an alternative use during the monitoring period. However, the loss is justified within the context and requirements of the LDP policy framework.

Environment

- Approximately 11.7ha of land was permitted on non-allocated greenfield land during the monitoring period. This is a decrease on last year’s figure; however, this remains above the target of no loss of non-allocated greenfield land. In each case, however, the loss was considered justified within the context and requirements of the LDP policy framework at the time of decision making.

7.7 Notwithstanding the above, the information collected through the monitoring process has identified two key policy indicator targets that are not progressing as intended

(red traffic light rating). This relates to vacancy rates in Abergavenny and Monmouth and overall housing completion figures:

Retail and Community Facilities

- As increased vacancy rates have occurred for two consecutive years in the central shopping areas of Abergavenny and Monmouth the trigger for this indicator has been met.

Strategy and Housing

- Housing completion rates represent an under delivery of -1,500 units (33.3%) for the Plan period when measured against the newly introduced cumulative annual average requirement (AAR).

- 7.8 As discussed in the policy analysis section, Welsh Government announced changes to the way in which housing delivery is to be monitored last year. The changes remove the five-year housing land supply policy and replace it with a policy statement making it explicit that the housing trajectory, as set out in the adopted LDP and agreed with the Housing Stakeholder Group, will be the basis for monitoring the delivery of development plan housing requirements as part of LDP Annual Monitoring Reports. The way in which this should be undertaken is set out in the Development Plans Manual (DPM) (Edition 3) (March 2020).
- 7.9 Accordingly two indicators were added to last year's AMR, which replace the previous indicator which measured the five-year housing land supply. The first of these indicators measures the annual level of housing completions monitored against the Average Annual Requirement (AAR). Whilst the Plan under delivered in the early years of the Plan period, in the most recent monitoring periods housing completions have been much closer to the AAR, -7 units (-1.6%) in 2018/19 and - 94 units (-20.9%) in 2019/20 and -31 units (-6.9%) in 2020/21. This is due in main to the speed with which the strategic sites have come forward. Of the 7 strategic sites, 6 now have planning permission so it is likely that completions will be more in line with the AAR going forward. However, the trigger for Plan review has been met in previous AMRs and work on the Replacement Local Development Plan is progressing.
- 7.10 The second of these indicators measures the total cumulative completions monitored against the cumulative requirement (Cumulative AAR). There has been under delivery of cumulative completions since the beginning of the Plan period of -1,500 units and so the trigger has been met. However, in more recent AMRs the % under delivery has steadily declined as the strategic sites have come forward. This shortfall is largely attributable to the lead in period of the strategic housing sites. The analysis discussed in relation Policy S2 – Housing Provision and S3 – Strategic Housing Sites shows that in the early years of the LDP the majority of completions were from existing commitments from the previous Plan. In recent years, however, as the Strategic Sites

have gained permission their contribution to total completions has increased and are projected to meet or exceed the annual average requirement over the next 4 years as the remaining sites build out, reducing the shortfall.

- 7.11 As evidenced in the AMR, continued progress is being made in bringing the LDP allocated sites forward, with six of the seven strategic sites now having planning permission and the submission of an application on the seventh at Vinegar Hill, Undy. Three of the seven sites are under construction (Deri Farm, Abergavenny, Farifield Mabey, Chepstow and Subrook Paper Mill, Sudbrook) and one site is complete (Wonastow Road, Monmouth). This demonstrates that the strategic sites are deliverable, however, their slower than anticipated delivery rate has obvious implications for the delivery of the housing requirement and reinforces the need to progress with the RLDP.
- 7.12 Given the importance attached to the supply of housing land, a full review of the LDP commenced in 2017 and culminated with the publication of the Final Review Report in March 2018. The latest position on the RLDP is discussed below in the recommendations section.

Supplementary Planning Guidance (SPG)

- 7.13 SPG preparation/adoption will continue in the next monitoring period as appropriate. Resources will, however, be focused on the Replacement Plan.

Sustainability Appraisal (SA) Monitoring

- 7.14 Section 6 expands the assessment of the performance of the LDP against the Sustainability Appraisal (SA) monitoring objectives. There is an overlap between some of the LDP and SA indicators helping to demonstrate how the LDP monitoring and SA monitoring are interlinked.
- 7.15 Some of the most notable findings specific to the SA during the current monitoring period include:
- One major new development¹⁰ was approved during the monitoring period – SAH11(xiv)(a) South of Minor Road, Shirenewton. This site is located within a 10-minute walk from a frequent and regular bus service.
 - One Tree Preservation Order Tree was lost to development the monitoring period. This is an increase on last year's AMR.
 - The annual objective level of nitrogen dioxide was not exceeded during the monitoring period, reflecting the reduction in traffic flows as a result of Covid-19.

¹⁰ Major development is defined as development involving one or more of the following: developments of 10 or more dwellings or 0.5ha or more; development of building or buildings where the floor space to be created is 1000m² 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.

- Two of the five proposals permitted on LDP allocated sites and sites of over 10 dwellings/1ha incorporated Sustainable Urban Drainage Systems (SUDS)¹¹ into the scheme. The proportion of schemes that incorporate SuDS has remained at 40% the same as the previous AMR.
- Water flow levels fell below the summer flow level at two of the three monitoring stations. The River Wye for 17 days and River Usk for 2 days. The River Monnow remained above the summer flow level.
- 64.9% of Monmouthshire's total household waste was recycled or composted. This has increased marginally since the previous AMR which indicated 61.60% was recycled or composted.
- No agricultural land at Grade 3a and above has been lost to major development over the monitoring period.
- The Monmouthshire STEAM report (2020) identified the total annual tourism expenditure as £81.16 Million over the 2020 period. This compared to £244.99 Million over the 2019 period, equating to a 67.7% decrease. Whilst this is a significant decrease since the previous period, this reflects the impact that the Covid-19 pandemic has had on the tourism and hospitality industries, which will be reflected nationwide.

Conclusions & Recommendations

- 7.16 Overall, the 2020-21 AMR indicates that good progress continues to be made in implementing many of the Plan's policies and that overall, the strategy remains sound. However, while progress has been made in relation to the Plan's Strategic Housing Sites, cumulative completion rates for the Plan period are lower than the Plan requirement and remain a matter of concern if the LDP objectives and housing needs of Monmouthshire's communities are to be met.
- 7.17 Given the importance attached to delivering and maintaining a constant supply of housing land, the Council resolved in May 2018 to commence work on a Replacement Local Development Plan (RLDP) for the County (excluding the area within the BBNP) which will cover the period 2018-2033.
- 7.18 The RLDP is being prepared in accordance with the Delivery Agreement, which was subject to a second revision in October 2020 to take account of delays in the Plan process as a result of Covid-19 and updated population projections published by Welsh Government. Following consultation on a revised set of Growth and Spatial options during January-February 2021 to take account of the updated population projections,

¹¹ SUDS are drainage solutions that provide an alternative to the direct channelling of surface water through networks of pipes and sewers to nearby watercourses. By mimicking natural drainage regimes, SUDS aim to reduce surface water flooding, improve water quality and enhance the amenity and biodiversity value of the environment. SUDS achieve this by lowering flow rates, increasing water storage capacity and reducing the transport of pollution to the water environment (*British Geological Society*).

a revised Preferred Strategy was published for consultation for an eight-week period over July/August 2021.

- 7.19 The delays noted above have unavoidably delayed the preparation and programmed adoption of the RLDP, with consultation on the Deposit Plan scheduled for Autumn 2022 and adoption of the RLDP anticipated in late 2023. Serious concerns were raised in the last AMR in relation to the legislation in place at the time regarding the LDP expiry dates and the 'drop dead date' whereby the Adopted LDP ceases to have any weight at all after its end date of 31st December 2021, with no local planning policy framework to inform decision making. In September 2020, Welsh Government published a letter from the Minister for Housing and Local Government clarifying that the provisions in the Planning Wales Act 2015 regarding the period to which a plan has effect do not apply to LDPs adopted prior to 2016. Plans adopted prior to 4th January 2016, including the adopted Monmouthshire LDP, will remain the LDP for determining planning applications until replaced by a further LDP¹². This is welcomed clarification and ensures a policy framework remains in place while the RLDP progresses, providing a basis to determine planning applications for continued economic development and windfall opportunities.
- 7.20 However, the LDP has reached the end of its 15-year plan period with six of the seven strategic housing allocations now with planning permission. While these will continue to play an important role in housing delivery and completion rates in the short term as the sites build out, the reduction in dwellings permitted during the AMR period is cause for concern. The progression of the RLDP to provide a continued policy framework and mechanism for addressing the County's key demographic and affordability issues is therefore a key priority of the Council.
- 7.21 The announcement during the monitoring period regarding phosphate water quality issues in the Usk and Wye Riverine SACs, also has implications for the ongoing delivery of development in the County. While the new measures have had a limited impact on permission levels during this monitoring period due to the January introduction date, concerns are raised with regards to the continued impact on permission levels during the next monitoring period. However, good progress is being made with addressing the phosphate issue and it is anticipated that solutions can be determined and agreed in the short term to facilitate the continued delivery of the LDP and the preparation of the RLDP. The Council is committed to seeking solutions to the phosphate issue and is in proactive discussions with the key organisations, including NRW, Welsh Government, DCWW and the development industry, to seek viable and timely solutions in the affected settlements. The situation will be kept under constant review.
- 7.22 With regards to the consecutive increased vacancy rates in the central shopping areas of Abergavenny and Monmouth, this may, in part reflect the impact of the Covid-19 pandemic on high streets across the UK, particularly given the loss of some national

¹² Welsh Government Letter – 24th September 2020 – <https://gov.wales/local-development-plan-ldp-end-dates-letter-local-authorities>

chains from the town centres. In response, recent WG guidance¹³ recognises that whilst retail development should continue to be focussed in town centres, retail and commercial centres should be enabled to operate as flexibly as possible. This will ensure that going forward retail and commercial centres are hubs of social and economic activity and the focal point for a diverse range of services and cultural activities/functions, which support the needs of local communities. This approach should enable the planning system to be responsive, flexible and pragmatic to assist with the recovery from Covid-19. Any impacts from this on the County's town centres will be recorded in the next monitoring period.

- 7.23 In further support of town centres Welsh Government issued a letter in March 2021 setting out a number of temporary permitted development rights to allow change of use between A use class (retail and food and drink) to facilitate a flexible planning system to assist with the recovery of Covid-19.
- 7.24 Locally, the Council put in place a number of interim measures during the height of the Covid-19 pandemic, such as street café licences and prioritising pedestrian movements throughout the town centres to facilitate Covid-19 social distancing restrictions. The Council will consider opportunities to extend the necessary regulations to allow different trial measures to be considered alongside feedback from relevant stakeholders. In addition, the Council through its Regeneration team is exploring opportunities to secure a share of a Welsh Government Transforming Towns 'Placemaking' grant, as well as Transforming Towns Revenue Funding and the Transforming Towns Business Fund.
- 7.25 While the 2-year consecutive rise in vacancy rates in Abergavenny and Monmouth are of concern, all centres, except for Monmouth are below or broadly in line with the Great Britain High Street vacancy rate (13.7% December 2020, Local Data Company), indicating that Monmouthshire's town and local centres are in the main functionally effectively. However, the situation will be continued to be monitored as part of the AMR and the annual retail surveys.
- 7.26 Accordingly, the AMR recommends the following:
1. Continue to progress work on the RLDP. The next formal stage of RLDP involves consultation on the Preferred Strategy in Summer 2021.
 2. Continue to work with the relevant organisations to seek solution to the phosphate water quality issues in the Usk and Wye Riverine SACs.

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

3. Submit the seventh AMR to the Welsh Government by 31 October 2021 in accordance with statutory requirements. Publish the AMR on the Council's website.
4. Continue to monitor the Plan through the preparation of successive AMRs.

Appendix 1 – Timing and Phasing of Sites

Allocations

Settlement Tier / Settlement	Allocated Site Name	Total site capacity	Development (April 2021-December 2021)			Units beyond the plan period				
			Completions	U/C	2021-22*	2021-22**	2022-23	2023-24	2024-25	2025-26
Main Towns										
Abergavenny	Deri Farm (DC/2014/01360)	250	183	51	0	16	0	0	0	0
	Coed Glas (DC/2015/01587)	51	51	0	0	0	0	0	0	0
Chepstow	Fairfield Mabey (DM/2019/00001 & DM/2019/01960)	373	18	59	0	11	94	68	68	55
Monmouth	Wonastow Road (DC/2015/00390 & DC/2015/00392)	340	340	0	0	0	0	0	0	0
	Wonastow Road (remainder of site)	110	0	0	0	0	0	0	35	35
	Tudor Road Wyesham	35	0	0	0	0	0	0	15	20
Severnside Settlements										
Portskewett	Crick Road (DM/2019/01041)	269	0	0	0	0	50	50	50	50

	Rockfield Farm (Phase 1)(DM/2018/01606)***	144	57	17	16	11	43	0	0	0
Magor Undy	Rockfield Farm (remainder of site) (DM/2016/00883(O/L))	122	0	0	0	0	17	35	35	35
	Land at Vinegar Hill (DM/2019/01937)****	155	0	0	0	0	15	40	40	40
	Land at Vinegar Hill (remainder of site)	70	0	0	0	0	0	0	0	0
Sudbrook	Former Paper Mill (DC/2015/01184)	210	124	14	16	10	40	6	0	
Rural Secondary Settlements										
Penperlleni	Land South of Usk Road (DC/2013/01001)	40	40	0	0	0	0	0	0	0
Raglan	Land at Chepstow Road (DM/2018/00769)(O/L)	45	0	0	0	0	20	25	0	0
Usk	Cwrt Burrium*****	7	0	7	0	0	0	0	0	0
Main Villages										
Cross Ash	Land adj Cross Ash Garage (DM/2017/01335)	6	0	0	0	0	6	0	0	0
	Land adj Village Hall	10	0	0	0	0	0	0	0	0
Devauden	Land at Well Lane (DM/2018/01741)	15	0	0	5	2	8	0	0	0
Dingestow	Land South East (DM/2018/01404)	15	15	0	0	0	0	0	0	
Grosmont	Land to the west	15	0	0	0	0	0	0	0	0
Little Mill	Land to the north	15	0	0	0	0	0	0	15	0
Llanddewi Rhydderch	Land rear Village Hall	5	0	0	0	0	0	0	0	0
Llanellen	Land to the north west	15	0	0	0	0	0	0	0	0

Llanfair Kilgeddin	Land north (DM/2018/02001(O/L))	5	0	0	0	0	0	5	0	0
Llangybi	Land at Ton Road	10	0	0	0	0	0	0	10	0
Llanishen	Land rear Carpenters Arms (DM/2016/00415(O/L)) (DM/2019/02053)	8	0	0	0	0	8	0	0	0
	Church Road	5	0	0	0	0	0	0	0	0
Mathern	Land to the west	15	0	0	0	0	0	0	0	0
Penallt	Land south west (DM/2015/00606)	10	0	0	0	0	10	0	0	0
Pwllmeyric	Hill Farm	17	0	0	0	0	0	0	0	0
Shirenewton	Land to east (south of minor road) (DM/2018/02066(O/L))	11	0	0	0	0	0	0	11	0
Werngifford Pandy	Land adjacent	15	0	0	0	0	0	0	15	0

* LDP Plan period goes to December 2021 - figures include 9 months from April 2021 to December 2021

** LDP Plan period goes to December 2021 - figures include 3 months from January 2022 to March 2022

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

**** Hybrid application for 155 dwellings - 72 as full application, 83 in outline only

***** Approved 23.04.20 for 7 dwellings

Sites with planning permission

Settlement Tier / Settlement	Site Name	Total site capacity	Development April 2021-December 2021			Units beyond the plan period				
			Completions	U/C	2021-22*	2021-22**	2022-23	2023-24	2024-25	2025-26
Main Towns										
Abergavenny	Ross Road (DC/2007/01679)	9	0	0	0	0	9	0	0	0
	Ross Road (DC/2008/00024(O/L))	9	0	0	0	0	0	0	0	0
	Mulberry House (DM/2014/01015)	25	0	7	0	0	18	0	0	0
	Magistrates Court (DM/2018/00007)	47	47	0	0	0	0	0	0	0
	17-25 Brecon Road (DM/2018/00156)	24	24	0	0	0	0	0	0	0
Chepstow	Osborn International (DC/2009/00910)	169	40	4	18	8	30	30	30	9
Monmouth	Hillcrest Road, Wyesham (DM/2019/02054)	11	0	0	0	0	11	0	0	0
	Land west Rockfield Road (DM/2017/00539(O/L))	70	0	0	0	0	0	0	35	35
Severnside Settlements										
Caldicot	Former White Hart Inn (DC/2013/00796)	16	16	0	0	0	0	0	0	0

	Church Road (DM/2019/01761)	130	0	4	26	10	36	36	18	0
Rogiet	Green Farm (DC/2015/01328)	11	0	0	0	0	0	5	6	0
	Ifton Manor Farm (DC/2015/00095)	14	12	2	0	0	0	0	0	0
Sudbrook	Old Shipyard (DM/2018/01828)	46	22	3	15	6	0	0	0	
Rural Secondary Settlements										
Llanfoist	Land at Grove Farm (DM/2019/00346)	106	0	6	20	9	35	36	0	0
Rural										
Llanellen	Llanellen Court Farm (DC/2015/00474)	14	0	14	0	0	0	0	0	0
	Llanellen Court Farm (DC/2015/00983)	14	0	0	0	0	14	0	0	0