



Monmouthshire County Council



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sir fynwy**

Adopted Local Development Plan 2011-2021

Annual Monitoring Report

Monitoring Period 1st April 2021-31st March 2022

**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 eighth AMR to be prepared since the adoption of the Monmouthshire LDP and is based on the period 1 April 2021 – 31 March 2022. The Adopted LDP covers the 10-year plan period 2011 – 2021, with 10 years' worth of completions monitoring reached in March 2021. However, as set out in the Minister for Housing and Local Government's letter of September 2020, clarifying the provisions in the Planning Wales Act 2015 relating to Local Plan expiry dates, plans adopted prior to 4th January 2016 will remain the LDP for determining planning applications until replaced by a further LDP.

Key Findings of the Eighth Annual Monitoring Process 2020-2021

Contextual Information

- 1.4 Section 3 provides a summary of the relevant contextual material that has been published during the current monitoring period. This includes national legislation and relevant plans, policies and strategies at the national, regional and local level, along with general economic trends which have occurred since the LDP's adoption. In the main, the implications of the contextual changes will take place over the longer term and as part of the Replacement Local Development Plan (RLDP). Of note during this monitoring period was the publication of an updated Technical Advice Note (TAN) 15 Development, Flooding and Coastal Erosion on 28th September 2021, in advance of its coming into effect and formal publication on 1st December 2021. However, on 23rd November 2021 Julie James, the Minister for Climate Change, wrote to local authorities to advise that in order for LPAs to consider fully the impact of climate change projections on their respective areas, the Welsh Government were suspending the coming into force of the new TAN15 and the Flood Map for Planning until 1st June 2023 for Development Management decisions. In the meantime, however, the updated TAN15 remains the policy basis for the preparation of the RLDP as advised in a further letter issued on 15th December 2021¹.

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

Local Development Plan Monitoring – Policy Analysis

- 1.5 Section 5 of the AMR provides a detailed assessment of how the Plan's strategic policies and associated supporting policies are performing against the identified key monitoring targets and outcomes and whether the LDP strategy and objectives are being delivered. This has enabled the Council to make an informed judgement of the Plan's progress in delivering the targets/monitoring outcomes and policies during this monitoring period. The table below provides a visual overview of the effectiveness of policies during the current monitoring period based on the traffic light rating used in the assessment.
- 1.6 Overall, the plan is working effectively with the majority of the monitoring targets being achieved, a slight increase to 57 from last year's 54 green rating. There has been a slight decrease in the number of indicators that have not achieved the target this year, but there is an appropriate justification, and no concerns are raised (26 compared to last year's 29). Red ratings recorded during the current monitoring period remained at 3 for the second consecutive year. Further commentary is provided below.

Targets / monitoring outcomes* are being achieved	57
Targets / monitoring outcomes* are not currently being achieved but there are no concerns over the implementation of the policy	26
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	7

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

Key AMR Findings

- 1.7 The results of the monitoring process demonstrate that many of the indicator targets and monitoring outcomes are being achieved (green traffic light rating), indicating that the relevant Plan policies are performing as intended. The analysis also indicates that various policy indicators are not being achieved but with no corresponding concerns over policy implementation, as detailed in Section 5 (amber traffic light rating). Further investigation has determined that there are justified reasons for the performance recorded and this is not representative of any fundamental issue with the implementation of the policy framework or strategy at this time. Of particular note over this monitoring period:
- Six of the seven LDP allocated strategic housing sites have planning permission, of which four are under construction (Deri Farm, Abergavenny; Fairfield Mabey, Chepstow; Rockfield Farm, Undy; and Sudbrook Paper Mill). One site is partially complete (Wonastow Road, Monmouth), with the remaining phase at Drewen Farm

awaiting a phosphate solution before it can be progressed. Permission was granted on the seventh at SAH6 Vinegar Hill, Undy in June 2022 and will therefore be recorded as a permission during the next monitoring period.

- Progress continues to be made towards the implementation of the LDP allocations, with 65% of completions coming forward on allocated sites (236 units). Large windfall sites accounted for 22% of completions (80 units) and small sites accounted for the remaining 13% (45 units).
- Dwelling permissions during 2021/22 were lower than recorded in any of the previous monitoring periods at 39 dwellings, all of which were general market. This decrease is due to a combination of factors including the majority of LDP allocated sites already having planning permission with the LDP having reached the end of the Plan period, hence the importance of progressing the RLDP at pace. In addition, the introduction of the measures in January 2021 to control phosphate levels in the River Usk and River Wye Catchment areas, which cover a large proportion of the County, has impacted on our ability to grant planning permissions in a significant proportion of the County. Officers and Cabinet Members are working hard to secure a solution to this challenge.
- The number of dwellings permitted in the main towns is significantly lower than previous monitoring periods and is the lowest recorded since the adoption of the LDP, accounting for 23.1% of residential permissions. Again, this reflects LDP Strategic Sites already having planning permissions and the impact of the phosphate restrictions on development.
- The County has a total of 40.16 hectares of employment land available, indicating that sufficient employment land is maintained to meet the identified take up rate. Work on the RLDP is exploring why the remaining employment sites have not yet come forward and will consider whether or not they should be de-allocated or if alternative interventions would secure their delivery.
- There has been progress in terms of employment permissions within the County, with 19 permissions granted for a range of B use class employment uses throughout the County including several rural diversification and rural enterprise schemes (7 applications).
- The Council approved proposals for a total of 17 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.
- Four Central Shopping Areas have seen a fall in vacancy rates, Abergavenny, Caldicot, Chepstow and Usk and two centres saw no change, Raglan and Magor, with Magor having no vacant units for the second consecutive year.
- The proportion of A1 retail uses within the towns' Primary Shopping Frontages generally accord with the thresholds identified in the Primary Shopping Frontages SPG.
- Thirteen planning applications were approved for community and recreation uses during the monitoring period. These involved an extension to Usk Primary School, a new 100 and 50 seated stands at Chepstow Town AFC. Also of note, although not a gain, the enhancement to the existing burial facility at Usk Natural Burial Ground.

- Five applications have been approved incorporating on-site renewable energy, including two solar car ports at Chepstow Comprehensive School and Innovation House, Wales 1, Magor and solar panels and air source heat pumps for the 15 new houses (SAH11(ii) at Well Lane, Devauden.

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

Strategy and Housing

- Housing delivery records covering the 10-year plan period 2011 - 2021 set out that the Plan had delivered a shortfall of 1,500 homes (33.3%) when compared to the 10-year Plan requirement of 4,500 dwellings. However, in more recent AMRs the % under delivery has steadily declined as the strategic sites have come forward. This shortfall is largely attributable to the lead in period of the strategic housing sites, many of which continue to deliver homes now which contributes to the RLDP housing delivery: it is worth noting that 1,263² homes have planning permission and due to be built in the near future. The impacts of phosphates restrictions is also now affecting site commencements and therefore completions. During this monitoring period, 361 dwellings were completed. Given the importance attached to the supply of housing land, a full review of the LDP commenced in 2017 and culminated with the publication of the Final Review Report in March 2018. The latest position on the RLDP is discussed below in the recommendations section.

Affordable Housing

- 35 affordable homes were completed during the monitoring period accounting for 9.7% of total completions recorded (361). This is well below the LDP target of 96 affordable homes per annum. Housing delivery records covering the 10-year plan period 2011 - 2021 set out that the Plan has delivered 658 affordable homes compared to a target of 960 affordable homes (a shortfall of 302 affordable homes). Proportionately, this shortfall is almost identical to the shortfall in total housing delivery. Furthermore, there were no new planning permissions for 5 or more dwellings during the monitoring period that triggered the delivery of on-site affordable housing. This shortfall is largely attributable to the lead in period of the strategic housing sites, many of which continue to deliver homes now which contributes to the RLDP housing delivery: it is worth noting that there are 280 affordable homes with consent and due to be built in the near future³. The impact

² This figure excludes sites in the upper Wye catchment which are unlikely to come forward in the near future until as phosphates solution is identified and implemented.

³ This figure excludes sites in the upper Wye catchment which are unlikely to come forward in the near future until as phosphates solution is identified and implemented.

of phosphates restrictions is also now affecting site commencements and therefore completions. This reduced trend of affordable housing delivery is therefore anticipated to continue in the short-term awaiting progress on the RLDP.

Retail and Community Facilities

- As increased vacancy rates have occurred for three consecutive years in the Monmouth Central Shopping Area, the trigger for this indicator has been met. While Monmouth only saw a marginal increase in vacancy rates from 15.4% to 15.5% in this monitoring period, this is an overall increase from 10.1% in the 2018 monitoring period.

Sustainability Appraisal (SA) Monitoring

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

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

- The annual objective level of nitrogen dioxide was not exceeded in 2021/22. For the fifth year running there was no exceedance in Usk.
- Monmouthshire sits within three groundwater bodies, the Usk Devonian Old Red Sandstone (ORS), Wye Secondary Devonian ORS and Usk and Wye southern Carboniferous Limestone. All three groundwater bodies had good status for quantity as per the Water Watch Wales for the Cycle 3 (2021) data.
- Water flow levels fell below the summer flow level at two of the three monitoring stations. The River Wye for 38 days and River Usk for 38 days, over two periods. The River Monnow remained above the summer flow level.
- The latest waste data published for 2020-2021 suggests that 62% of Monmouthshire's total household waste was recycled or composted. This has decreased since the previous AMR which indicated 64.6% 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 (2021) identified the total annual tourism expenditure as £182.79 Million over the 2021 period. This compared to £81.16 Million over the 2020 period, equating to a 122.2% increase. This is a significant increase since the previous period and reflects the recovery since the impact of the Covid-19 pandemic on the tourism and hospitality industries.

Conclusions and Recommendations

- 1.11 Overall, the 2021-22 AMR indicates that good progress continues to be made in implementing many of the Plan's policies and that overall, the strategy remains sound. However, while progress has been made in relation to the Plan's Strategic Housing Sites, cumulative dwelling completion rates for the Plan period are lower than the Plan requirement and remain a matter of concern if Monmouthshire's housing needs are to be met. However, this is due to a time-lag in site delivery rather than an issue with the sites not happening at all.
- 1.12 While all seven LDP strategic housing allocations now have planning permission⁴ and will continue to play an important role in housing delivery and completion rates in the short term, the reduction in dwellings permitted during the AMR period is cause for concern. Analysis of anticipated completions, in consultation with the house building industry indicates that completion rates are estimated to remain stable for a couple of years and then forecast to reduce the lower levels (253 units – 2025/26 and 166 units in 2026/27), with only strategic sites and small sites contributing to the forecast in 2026/27. These forecasts do not however, include any contribution from the emerging RLDP which will improve housing land supply as the plan progresses to adoption. In the meantime, however, the time lag between the two plans is an area of concern for its implications on housing delivery in the County.
- 1.13 The number of dwellings approved during the monitoring period has also been lower than any previous monitoring periods and whilst this is partially due to the Strategic Sites having permissions, the restriction on phosphates is considered to be a contributing factor.
- 1.14 Similar concerns are shared with the level of affordable housing secured and completed during the monitoring period. This again is considered to be reflective of a combination of the strategic sites gaining planning permission and being built out and restrictions on development due to phosphates constraints. No new planning permissions were approved during the monitoring period that triggered delivery of on-site affordable housing. Some progress has, however, been made on a couple of Main Village sites with 9 affordable dwellings under construction at SAH11(ii) Well Lane, Devauden and 4 affordable dwellings at SAH11(ix)(a) Land rear of Carpenters Arms, Llanishen.
- 1.15 As can be seen from the analysis throughout Section 5, the announcement during the last monitoring period regarding phosphate water quality issues in the River Usk and Wye Catchments continues to have implications for the ongoing delivery of development in the County. The Council is committed to seeking solutions to the phosphate issue and is in proactive discussions with the key organisation, including

⁴ SAH6 Vinegar Hill, Undy gained permission in June 2022 and will therefore be recorded in the next monitoring period. SAH4 Wonastow Road, Monmouth site is partially complete, with the remaining phase at Drewen Farm awaiting a phosphate solution before it can be progressed.

NRW, Welsh Government, DCWW and the development industry, to seek viable and timely solutions in the affected settlements. Of note, DCWW recently announced an investment programme to seek to address strategic phosphate mitigation to enable development in the future. Nevertheless, the short-term implications on the delivery of new homes raises concerns. This situation will be kept under review in collaboration with DCWW, NRW and other stakeholders.

- 1.16 These issues reinforce the need to progress with the RLDP to provide a continued policy framework and mechanism for addressing the County's housing and affordability issues. The Council reached the Preferred Strategy stage of the RLDP process in Summer 2021, with stakeholder consultation in July and August 2021, alongside the second call for candidate sites. Following this, a number of challenges have arisen which have impacted on the progression of the RLDP and require further consideration, namely the Welsh Government objection to the Sustainable and Resilient Communities Preferred Strategy⁵ and phosphate water quality issues in the Rivers Wye and Usk.
- 1.17 In light of the concerns with housing delivery and associated outcomes, the progression of the RLDP remains a key priority of the Council. On 27th September 2022 Council endorsed the proposal to progress the RLDP with a new growth and spatial strategy. A revised Preferred Strategy will be reported to Council in December 2022 for endorsement to be issued for statutory consultation/engagement in December 2022 - January 2023. This meeting will also seek Council's agreement of the RLDP Revised Delivery Agreement, which will amend the project timetable for Plan preparation, for submission to the Welsh Government for Ministerial approval.
- 1.18 With regard to the consecutive increased vacancy rates in the central shopping area of Monmouth, it is worthy of note that the rise in vacancy rates has been experienced in the primary shopping frontage only, with a decrease in rates across the secondary frontages. This may, in part reflect the continued impact of the Covid-19 pandemic on high streets across the UK, particularly given the loss of some national chains from the town centre, such as Peacocks.
- 1.19 WG guidance⁶ published in response to the Covid-19 pandemic recognises that whilst retail development should continue to be focussed in town centres, retail and

⁵ Welsh Government's Planning Division raised significant concerns regarding the Strategy's proposed level of growth and 'general conformity' with policies 1 and 33 of the FW2040, suggesting that growth in Monmouthshire would undermine growth in the national growth area of Cardiff, Newport and the Valleys. Welsh Government's letter unusually prescribes a maximum growth of 4,275 dwellings over the Plan period (285 dwellings per annum) which is below the Adopted LDP's annual dwelling requirement of 450 dwellings per annum and Preferred Strategy's consultation dwelling requirement figure of 507 dwellings per annum.

⁶ 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>

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.

- 1.20 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, many of which have remained in place since the Covid restrictions have been lifted. In addition, the Council through its Regeneration team has submitted a funding bid to secure a share of Central Government's 'Levelling Up Fund' to make improvements to Market Hall and Shire Hall, two key buildings in the town centre as well as improvements to Monnow Street and Blestium Street. A 'Levelling Up Fund' bid was also submitted for the acquisition of 7-43 Newport Road, Caldicot, public realm improvements to Caldicot town centre and refurbishment of Caldicot Wellbeing Centre.
- 1.21 Although, with the exception of Monmouth, high street vacancy rates are stable and below the GB average (14.5% June 2021, Local Data Company), it is recognised that high street vitality plays a key role in the character and attractiveness of our market towns. WG Transforming Towns funding seeks to support town centres, and Monmouthshire has submitted a comprehensive bid for this grant funding. The cost of living and energy costs crises pose additional threats to businesses as costs increase and customer spending decreases. The situation will be continued to be monitored as part of the AMR and the annual retail surveys.
- 1.22 Accordingly, the AMR recommends the following:
 1. Continue to progress work on the RLDP and seek Council endorsement to consult on a revised Preferred Strategy at the end of 2022/early 2023.
 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. Continue to work with other Council departments and other stakeholders to explore options for increasing affordable housing delivery.
 4. Submit the eighth AMR to the Welsh Government by 31 October 2022 in accordance with statutory requirements. Publish the AMR on the Council's website.
 5. Continue to monitor the Plan through the preparation of successive AMRs.

2 Introduction

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- 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 eighth AMR to be prepared since the adoption of the Monmouthshire LDP and is based on the period 1 April 2021 – 31 March 2022.

Status of Adopted LDP

- 2.5 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.

The Requirement for Monitoring

Planning and Compulsory Purchase Act 2004

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

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

- 2.8 The Town and Country Planning (Local Development Plan) (Wales) Regulations have been amended to simplify certain aspects of the local development plan procedures; however, these do not affect the LDP monitoring process. Under Regulation 37 the AMR is required to:
- Identify policies that are not being implemented;
And for each policy:
 - Identify the reasons why the policy is not being implemented;
 - Identify the steps (if any) that are intended to be taken to enable the policy to be implemented;
 - Explore whether a revision to the plan to replace or amend the policy is required.
 - Monitor the delivery of housing against the LDPs proposed housing trajectory.

Local Development Plan Manual (Edition 3, March 2020)

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

Monmouthshire LDP Monitoring Framework

- 2.10 A Monitoring Framework is provided in Chapter Eight of the LDP comprising a series of 51 indicators, with corresponding targets and triggers for further action, in relation to

the Plan's strategic policies. It also indicates the linkages between the Plan themes, objectives, strategic policies and other Plan policies. The indicators were developed in accordance with the above Welsh Government Regulations and guidance on monitoring. The Monitoring Framework forms the basis of the AMR.

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

- 2.11 In addition, the LDP and AMR must comply with European Directives and Regulations. The Sustainability Appraisal Report Addendum (2014) identifies a further set of indicators (61) that are used to monitor progress on sustainability issues. Whilst interlinked, these are set out separately from the LDP Policy Monitoring Framework and have been used in the AMR to measure the environmental, economic and social impacts of the LDP.
- 2.12 The completion of the AMR accords with the requirements for monitoring the sustainability performance of the Plan through the Strategic Environmental Assessment Regulations (2004) and The Conservation of Habitats and Species Regulations 2010 (as amended).

AMR Format and Content

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

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

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

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

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

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

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

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

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

Future Monitoring

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

LDP Review

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

Replacement Local Development Plan

- 2.17 The Preferred Strategy stage of the plan process was reached in summer 2021. This sets out how the Preferred Strategy will address key issues and challenges facing the County and also takes account of Covid-19 impacts and the publication of updated Welsh Government population projections. Consultation on the Preferred Strategy took place in July and August 2021. Since that time, the Council has been considering the consultation responses received, in particular the Welsh Government’s Planning Division response which raised significant concerns regarding the proposed level of growth and the Strategy’s ‘general conformity’ with policies 1 and 33 of Future Wales 2040. The water quality phosphate issues affecting the River Wye and River Usk has also continued to raise implications for proposed growth in the affected parts of the County. It is proposed that a report to Council in September 2022 will seek Council endorsement of the proposal for progressing the RLDP.

3 Contextual Information

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 the full impact of the Covid-19 pandemic will be for the Adopted LDP. Any implications will be reported in future AMRs.

National Planning Policy

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

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

Place Making Wales Charter

- 3.5 The Placemaking Wales Charter was launched by the Minister at the RTPi Cymru Welsh Planner Conference on 23rd September 2020. The Placemaking Wales Charter has been developed by Welsh Government and the Design Commission for Wales in collaboration with the Placemaking Wales Partnership. The Charter builds on the strengthening focus on Placemaking in policy and practice in Wales and aims to provide a common

understanding of the range of considerations that go into placemaking. Following the launch of the charter a work programme was established. This is either 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 signed up to the Charter in the current monitoring period.

Regional Context

Strategic Development Plans (SDP)

- 3.6 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.
- 3.7 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 Group⁷ was established tasked with progressing key options for the SDP, including SDP boundary, governance, timescale and scope. Subsequently, 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 regulations setting out the procedure to prepare an SDP are being progressed and will 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

- 3.8 The Cardiff Capital Region (CCR) is made up of an area of South East Wales, consisting of the ten local authorities, including Monmouthshire. These local authorities 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

⁷ SDP Project Group comprised heads of planning and planning policy managers from the 10 local planning authorities in South East Wales.

agreed in May 2018 by all 10 local authority partners. This investment represents a significant opportunity for Monmouthshire and for the region.

- 3.9 There are currently a number of approved projects within Monmouthshire and whilst some are region-wide there are two specific to the County:
- CCR investment money is to support the development of cool plasma sterilisation and decontamination technology at Creo Medical.
 - Severn Tunnel Junction Park and Ride - creation of an additional 150-200 space car park on the south side of Severn Tunnel Junction station and reconfiguration of the existing station car park to include additional bike & ride spaces, safer walking & cycling access, a revamped bus-rail interchange.
- 3.10 MCC successfully bid during the current monitoring period for CCR funding to support the delivery of the LDP strategic housing site SAH6 Vinegar Hill, Undy. This will enable a fully planning policy compliant scheme to be delivered despite viability pressures which had resulted in the site not coming forward. The progress of the Cardiff Capital Region agenda, City Deal Bids and any subsequent implications for the LDP will be given further consideration in subsequent AMRs where appropriate.

M4 Relief Road

- 3.11 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 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 58 recommendations, the Burns Delivery Board was created in Spring 2021 to bring together Welsh Government, Transport for Wales and local authorities, including Monmouthshire County Council, to deliver the recommendations. Further details with regard to progress on the recommendations are included in the policy analysis for transport.
- 3.12 In June 2021 the Deputy Minister for Climate Change released a written statement to the effect that the TR111 route corridor protection for the M4 relief road was to be removed. This decision relieves local authorities of the need to consult Welsh Government on proposed planning developments in the area. This will be taken account of in the development of the Replacement Local Development Plan

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 and sets the objectives for partnership working for the Public Service Board up until 2023.
- 3.14 In 2021, the five local authorities in Gwent moved from having five separate Public Service Boards to having one overall Gwent Public Service Board, with the first Gwent wide Public Service Board meeting in September 2021. In January 2022 an update to the Monmouthshire Well-being Assessment was published for public consultation with the consultation closing on 18th February 2022. The final report was published on 5th May 2022 and is being used to develop the Gwent Well-being plan which will be published by May 2023 to cover the period up to 2028. The Well-being Plan has informed the preparation of the RLDP.

Monmouthshire 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 commenced on site on 25th July 2022, the school building is scheduled for completion in the summer of 2024 with the demolition of the existing school and sports pitches scheduled to be completed by May 2025. Our final school, Chepstow School, is in Band C and work will not commence on this project for at least another 3 years. Progress on schools in the County reflects a key corporate priority of children having the best possible start in life and no-one being left behind.

Climate 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 has ten broad objectives focusing on energy, transport, green spaces, waste and procurement. An update on progress against

each of the actions in the plan was published in June 2021 with the majority of actions progressing as planned or showing some progress.

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

Monmouthshire 2040: Our Economic Growth and Ambition Statement

- 3.18 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 was under consideration to take account of the COVID pandemic. Businesses were consulted on these in Autumn 2021 with the closing date for comments the 8th November 2021. The majority of correspondents believe that the documents identify the key challenges facing the economy of Monmouthshire and so it is not intended to make any changes to the documents in light of the consultation. 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

- 3.19 Key economic activity data for Monmouthshire and Wales from the LDP base date of 2011 to the current monitoring period is shown in the tables below. The data demonstrates that during the current monitoring period the percentage of the economically active who are in employment has decreased to 77.8%, at the same time the percentage of the economically active who are unemployed has remained at 2.9%. The proportion of those economically active who are unemployed in the County remains lower than the Wales figure. The Gross pay for full-time workers resident in the County remains at a higher level in Monmouthshire than in Wales as a whole (+20.7%). Such changes are not considered to be so significant as to have any implications for the LDP. These economic indicators will be considered in subsequent AMRs and any potential implications recorded.

Economically Active – In Employment

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

Source: Nomis (Annual Population Survey, August 2022)

Economically Active – Unemployed

	Monmouthshire	Wales
April 2011-March 2012	5.1%	8.4%
April 2012-March 2013	5.6%	8.3%
April 2013-March 2014	5.1%	7.4%
April 2014-March 2015	4.9%	6.8%
April 2015-March 2016	3.3%	5.4%
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%
April 2021-March 2022	2.9%	3.8%

Source: Nomis (Annual Population Survey, August 2022)

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
2021	£688.80	£570.60

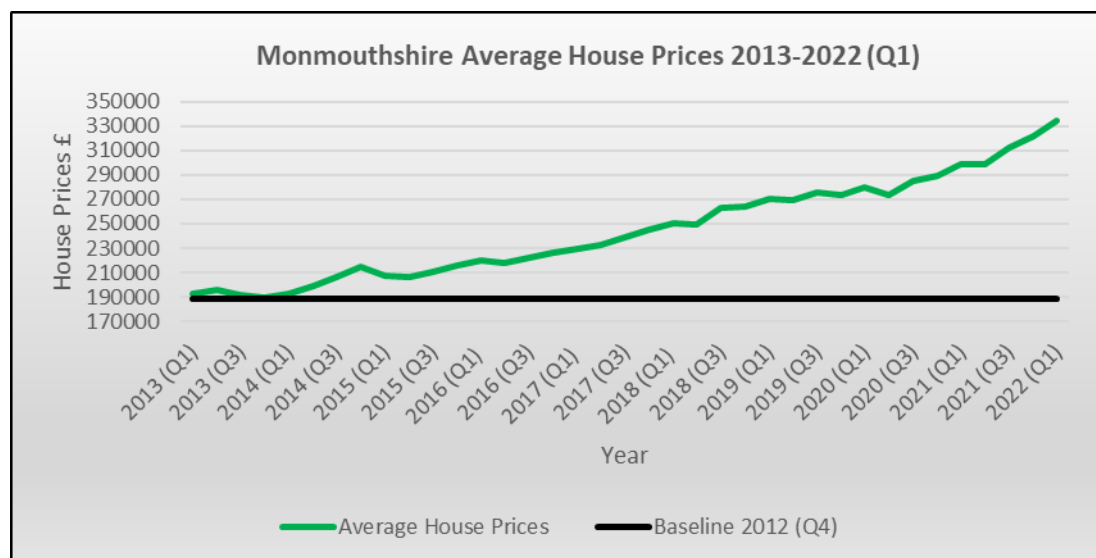
Source: Nomis (Annual Survey of Hours and Earnings, July 2022)

3.20 There appears to have been a recovery in earnings during the monitoring period, following a marginal decline in Monmouthshire during the last monitoring period. With average earnings in Monmouthshire increasing by 7.1% compared to 5.3% for Wales as

a whole. This decline may well have been as a result of the lockdowns associated with the Covid-19 pandemic. Evidence continues to suggest that the income for economically active women who are resident within the County is significantly lower than that of men within the same category. It is unlikely that this is something that the land use planning system can directly influence, however, further consideration will be given to this, if relevant, via Plan revision.

House Prices

- 3.21 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 2022 (January to March) at £334,148 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.
- 3.22 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, the rising cost of living 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 (July 2022)

Summary

- 3.23 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

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
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*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 2.16-2.17, a full review of the Monmouthshire LDP commenced in 2017 and culminated with the publication of the Final Review Report in March 2018. The report concluded that the LDP should be revised and that this should take the form of a full revision procedure, i.e. a new LDP.

Sustainability Appraisal Monitoring Framework

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

5 LDP Monitoring – Policy Analysis

5 LDP Monitoring – Policy Analysis

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

Spatial Strategy

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

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

LDP Objectives Supported: 1, 3 & 4

Contextual Changes

There are no contextual changes for this period.

Indicator	Target <i>(Previous AMR Performance)</i>	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% <i>(2014-15: 27%)</i> <i>(2015-16: 40.2%)</i> <i>(2016-17: 38.2%)</i> <i>(2017-18: 71.3%)</i> <i>(2018-19: 60.3%)</i> <i>(2019-20: 60.11%)</i> <i>(2020-21: 54.2%)</i>		Dwelling Completions 43.5%
	b) Severnside Settlements 33% <i>(2014-15: 43%)</i> <i>(2015-16: 8.1%)</i> <i>(2016-17: 19.3%)</i> <i>(2017-18: 5.4%)</i> <i>(2018-19: 16.9%)</i> <i>(2019-20: 24.43%)</i> <i>(2020-2021: 32.7%)</i>		45.98%

	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> <i>(2020-21: 2.6%)</i>		5.26%
	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> <i>(2020-21: 10.5%)</i>		5.26%

Analysis – Dwelling Completions

A total of 361 dwelling completions were recorded for this monitoring period, of which 326 were market homes and 35 were affordable homes. This compares to a total of 419 completions in the 2020-2021 monitoring period and 356 completions in the 2019-2020 monitoring period. Further analysis on the overall completion rate is set out in relation to Policy S3.

There was a clear correlation of the impact of Covid-19 on the rate of completions and new sites coming forward in the previous monitoring period due to lockdowns and closure of many building sites. While it is appreciated it will take some time for the development industry to recover from the effects of Covid-19. Water quality issues in relation to Phosphates are affecting the River Wye and River Usk, with developments required to demonstrate betterment or neutrality. Solutions are being investigated but there is no strategic solution for phosphates at this time. This is having a significant impact on the number of housing sites being brought through the planning system. There are also numerous wider economic factors that influence housing delivery above and beyond the planning system.

a) Main Towns

Of the 361 completions recorded during the monitoring period, 43.5% (157 dwellings) were in the County's main towns. This is slightly higher than the identified target of 41% but within the 10% acceptability range. Chepstow accounted for the highest number of completions at 96 units or 61% of main town completions. Abergavenny accounted for 37% with 58 completions and Monmouth only 2% with 3 completions.

Of the completions in Chepstow, the majority related to the allocated LDP site at Fairfield Mabey (SAH3) where 88 dwellings were completed, there were an additional 4 completions at the major windfall site at Osborn International. The remainder of completions related to small sites***. In Abergavenny 51 dwellings were completed on the LDP allocated Deri Farm site (SAH1), with a further 6 completions through the conversion of the Former Pen-y-Fal Chapel. The final completion related to a small site***. Of the completions in Monmouth, one related to a small site*** with the remaining 2 both conversions. The impact on the phosphate issue on development in Monmouth is of concern.

All of the completions in the main towns related to market homes.

The percentage of dwelling completions recorded in the main towns during this monitoring period of 43.5% is lower than the previous four monitoring periods (2020 – 21, 54.2%, 2019 – 20, 60.11%, 2018-19, 60.3% and 2017-18, 71.3%). It nevertheless remains higher than in the first three monitoring periods (2016 – 2017, 38.2%, 2015 – 2016, 40.2% and 2014 – 2015, 27%). These trends are considered to reflect the time taken for the LDP allocations to progress to delivering dwellings. This is also reflected by the contribution LDP allocations made to the main towns' completion figures. Two allocated LDP sites accounted for 88.5% of the main town completions, delivering 139 dwellings between them (Fairfield Mabey and Deri Farm). Further details on the progress of these and other LDP allocations is set out in the analysis of strategic housing sites (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 delivery of new housing in the Main Towns. 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.

Over the longer term as the LDP Strategic Site allocations are built out the number of completions in the Main Towns will decline. The Fairfield Mabey, Chepstow site however looks set to provide a steady supply of housing in the Main Towns over the next few years, although there are concerns of further development in Abergavenny and Monmouth due to the ongoing phosphate issue.

b) Severnside Settlements

The Severnside Settlements accounted for 46% (166 units) of dwelling completions recorded during the monitoring period, of which 133 related to general market homes and 33 related to affordable homes. This is higher than the identified target of 33% and exceeds the 10% acceptability range. The trigger for this indicator has consequently been met. Phase 1 of the LDP allocation at Rockfield Farm, Undy (SAH5) recorded 49 dwellings accounting for the majority of these completions (29.5%), of which 12 were affordable. Sudbrook Paper Mill (SAH7) accounted for a further 24.7% of these completions and recorded 41 completions. The Church Road, Caldicot site (approved through the unallocated sites policy) accounted for a further 44 completions (26.5%), of which 21 dwellings were affordable. The Old Shipyard, Sudbrook windfall site*** (24 completions,

14%) also recorded a reasonable number of completions. The remaining 8 completions were made up of 6 dwellings on small sites** and 2 single change of use schemes.

Phase 1 of the Rockfield Farm, Undy (SAH5) site, the Former Sudbrook Paper Mill (SAH7) site and 'unallocated' Church Road, Caldicot site are scheduled to progress further in the next monitoring period and will continue to be a significant contributor to completions in this part of the County. A Reserved Matters application was approved in the previous monitoring period on the Crick Road, Portskewett site (SAH2) but is yet to progress, it is anticipated the first completions are to be expected in 2023/24. Similarly, while progress has been slower than anticipated on Strategic Housing allocation SAH6 – Land at Vinegar Hill, a planning application for 155 units was submitted in the last monitoring period and received planning permission subject to the signing of a S106 Agreement on 16 June 2022 and will be recorded as a permission during the next monitoring period. The first completions are anticipated on site in 2023/24. Further details on the progress of these and other LDP allocations is set out in the analysis of strategic housing sites (Policy S3).

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 33%, the exceedance of the target in the current monitoring period is reflective of a number of large LDP allocations delivering homes. As such, there is not considered to be any significant issue with the implementation of the Plan's spatial strategy in relation to dwelling completions in the Severnside area. It is recognised that the sites at Rockfield Farm, Undy, Sudbrook Paper Mill, Church Road, Caldicot and the Old Shipyard site in Sudbrook accounted for the majority of completions, 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

c) Rural Secondary Settlements

A total of 19 completions (17 market homes, 2 affordable homes) were recorded during the monitoring period within the Rural Secondary Settlements, accounting for 5.26% 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.

The allocated site at Cwrt Burrium, Usk (SAH10(i)) accounted for the majority of completions and is now complete with 7 dwellings (37%) being delivered in the monitoring period, 2 of which related to affordable homes. A further 5 dwellings were completed in Usk on a small site*** at the Three Salmons Hotel. A non-material amendment to a major windfall scheme** in Llanfoist resulted in an additional 6 dwellings being completed. The remaining single dwelling relating to a barn conversion.

The completion rate is higher than the previous two monitoring periods (2020/21, 2.6% & 2019/20 3.65%). This is considered to be a reflection of the completion of the Usk SAH10 – Rural Secondary Settlements site allocation over the monitoring period. The SAH10(iii) site – Land at Chepstow Road, Raglan is yet to commence, a Reserved Matters application

was nevertheless submitted over the monitoring period. Progress has, therefore, been made on this allocation.

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 19 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 5.26% of the overall completions in the County compared to the identified target of 16%. This is just outside the +/- 10% flexibility allowance and accordingly, the trigger for further investigation has been reached.

All of the completions in the Rural General areas related to market homes.

Main Villages accounted for four dwellings (21%) with two single dwellings, one change of use and a rehabilitation.

Minor Villages also contributed with four dwellings (21%), one single dwelling and three barn conversions.

The remaining 11 (58%) related to dwellings delivered in the open countryside. The majority of which (10 of the units) involved the conversion or change of use of an existing building, the additional unit related to a rural workers dwelling.

There were no further completions recorded on the SAH11 – Main Villages sites during this monitoring period. However, both SA11(ii) – Land off Well Lane, Devauden (15 dwellings) and the Carpenter's Arms, Llanishen site (SAH11(ix)(a) (8 dwellings) are under construction and progressing well and are expected to contribute to completions in this tier of the settlement hierarchy over the next monitoring period.

The completion rate is slightly lower than those achieved over previous monitoring periods, with rates ranging previously from 6.1% to 24%, all of which have nevertheless been within the +/-10% flexibility allowance. While this year's figure at 5.26% is below the 10% flexibility allowance, 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 particularly as the delivery of the allocated sites in Devauden and Llanishen will deliver completions in the next monitoring period. 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 align more closely with the target figure of 16% in the next monitoring period. While the trigger for further investigation has been reached 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% (2014-15: 81%) (2015-16: 31%) (2016-17: 30.2%) (2017-18: 59.61%) (2018-19: 29.6%) (2019-20: 13.5%) (2020-21: 54.2%)		23.1%
	f) Severnside Settlements 33% (2014-15: 11%) (2015-16: 10%) (2016-17: 54.1%) (2017-18: 24.15%) (2018 - 19: 53.2%)		23.1%

	(2019 - 20: 61.8%) (2020-21: 32.7%)		
	g) Rural Secondary Settlements 10% (2014-15: 1%) (2015-16: 37%) (2016-17: 5.2%) (2017-18: 10.26%) (2018-19: 8.0%) (2019-20: 2.4%) (2020-21: 2.6%)		5.1%
	h) Rural General 16% (2014-15: 7%) (2015-16: 22%) (2016-17: 10.5%) (2017-18: 5.98%) (2018-19: 9.2%) (2019-20: 22.3%) (2020-21: 10.5%)		48.7%

Analysis – Dwelling Permissions

Dwelling permissions in Monmouthshire during 2021-22 were lower than recorded in any of the previous monitoring periods at 39 dwellings. The lowest of which previously related to 86 dwellings in the 2020-21 monitoring period and 212 dwellings in 2015-16. This compares to the highest where it reached 1,238 in 2017-2018. This decrease is due to a combination of factors, one of which being that the majority of allocated LDP Strategic Sites already having planning permission. The reduction in dwelling permissions in the current monitoring period is also likely linked to the significant impact of riverine phosphate levels in the River Usk and Wye Catchment Areas on the ongoing delivery of development. Water quality issues in relation to Phosphates are affecting the River Wye and River Usk, with developments required to demonstrate betterment or neutrality. Solutions are being investigated but there is no strategic solution for phosphates at this time. This is having a significant impact on the number of new homes being brought through the planning system. Other factors may have also resulted in a reduction of permissions for new dwellings, including the on-going impact of the recent Covid-19 pandemic on the development industry.

All of the dwellings permitted in the 2021-22 monitoring period related to market homes.

e) Main Towns

Of the 39 dwellings granted planning permission during the monitoring period, 23.1% (9 units) were in the County's Main Towns of Abergavenny, Monmouth and Chepstow. This falls below the +/- 10% flexibility allowance of the identified LDP target (41%) and accordingly, the trigger for further investigation has been reached.

The permissions were made up of 7 applications, all of which are classified as small sites, contributing to the Plan's small site allowance. Of these, 4 applications related to change of use and conversions accounting for 6 units. The remaining 3 applications related to new build dwellings, providing a total of 3 units. New build development therefore related to a total of 33% and conversions/change of use 67% of permissions in Main Towns.

Chepstow accounted for the majority of dwelling permissions recorded at 44% (4 homes), with Abergavenny accounting for 33% (3 homes) and Monmouth 22% (2 homes).

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. The percentage of overall permissions in the Main Towns across the County has also decreased to 23.1% compared to the previous monitoring period (54.2%).

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. Phosphate water quality issues in the River Usk and Wye catchments are also impacting on the delivery of homes in the main towns of Abergavenny and Monmouth.

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

An update on the progression of allocated sites in the Main Towns is provided in the strategic sites policy analysis (Policy S3).

f) Severnside Settlements

9 of the 39 dwellings granted planning permission during the monitoring period were in Severnside settlements equating to 23.1%. This is below the identified target for this area (33%), but just within the +/- 10% flexibility range. All of the 9 units granted permission were in Caldicot. None of the other Severnside Settlements had any residential units permitted during the monitoring period.

Small sites accounted for all of the permissions in Severnside. 3 permissions related to new build dwellings totalling 4 units and 3 permissions related to change of use to residential accounting for 5 dwellings.

The proportion of development permitted in Severnside settlements is higher than the previous monitoring period (15.1%).

There is one further strategic housing allocation in Severnside that is yet to be recorded – Land at Vinegar Hill, Undy. The site received planning permission on 16 June 2022 so will be recorded as a permission during the next monitoring period and will likely result in a higher proportion of permissions in the Severnside region in 2022-23 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

2 units (5.1%) 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.

Both of the dwellings related to conversions, one in Raglan and one in Usk.

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 and SAH10(i) Cwrt Burrium, Usk are both complete and outline permission is granted on the SAH10(iii) Land at Chepstow Road, Raglan site. While the proportion of all dwellings permitted broadly aligns with the target figure, it should be noted that phosphate water quality issues in the River Usk catchment are also impacting on the delivery of homes in the Rural Secondary Settlements.

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

19 (48.7%) 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.

The overall increase in proportion is more a reflection of a decrease in permissions in the Main Towns than any real increase in the Rural General settlements. Other factors such as the on-going 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.

The majority of the permissions in rural areas related to conversions/change of use applications (15 dwellings) in a range of rural settlements throughout Monmouthshire. Of the remaining permissions two related to new build (one in a Main Village and the other as

a net gain from demolition of one dwelling into two new dwellings) and two related to properties that had been subdivided.

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

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

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

Indicator	Target (Previous AMR Performance)	Trigger for Further Investigation	Performance 1 April 2021 – 31 March 2022
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) (2020-21: 419)	10% less or greater than the LDP strategy build rate for 2 consecutive years	361

2. The annual level of housing completions monitored against the Average Annual Requirement (AAR)**	<p>Difference between actual annual completions and the AAR</p> <p><i>(2014-15: -245 units (-54.4%))</i> <i>(2015-16: -216 units (-48%))</i> <i>(2016-17: -212 (-47.1%))</i> <i>(2017-18: -171 units (-38%))</i> <i>(2018-19: -7 units (-1.6%))</i> <i>(2019-20: -94 units (-20.9%))</i> <i>(2020-21: -31 units (-6.9%))</i></p>	Under delivery of annual completions on two consecutive years	-89 units (-19.8%)
3. Total cumulative completions monitored against the cumulative requirement (Cumulative AAR)**	<p>Difference between the cumulative completions and the cumulative AAR</p> <p><i>(2014-15: -769 units (-42.7%))</i> <i>(2015-16: -985 units (-43.8%))</i> <i>(2016-17: -1197 (-44.3%))</i> <i>(2017-18: -1368 units (-43.4%))</i> <i>(2018-19: -1375 units (-38.2%))</i> <i>(2019-20: -1469 (-36.3%))</i> <i>(2020-21: -1500 (-33.3%))</i></p>	Under delivery of completions on two consecutive years	<p>-1,500 (33.3%) recorded for 10 years of monitoring in the previous AMR</p> <p>A further 361 units were delivered during this monitoring period.</p>
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	No applications determined in monitoring period

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. Progress on meeting need discussed below.
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Analysis

1. Whilst the method by which the monitoring of housing delivery changed during the 2019-20 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 takes account of any under / over delivery in the first three years of the Plan period prior to adoption.

361 dwellings were built during the monitoring period (326 general market and 35 affordable).

65% of all completions were on allocated sites (236 units), including Deri Farm, Abergavenny (51), Fairfield Mabey, Chepstow (88), Sudbrook Paper Mill (41), Rockfield Farm, Undy (49) and Cwrt Burrium, Usk (7). Large windfall sites accounted for a further 80 units (22%) and small sites accounted for the remaining 45 units (13%). The Church Road site in Caldicot which was permitted through the unallocated sites policy, accounted for just over half of the windfall completions with 44 units (55%) and The Old Shipyard site in Sudbrook accounted for 24 completions (30%).

The trigger for this indicator has been met for a second consecutive year as completions have been 10% less than the LDP strategy build rate for three consecutive years. However, the completions recorded over the second half of the plan monitoring period have been significantly higher than those achieved during the first half of the plan monitoring period (1,529 completions 2018-2022 compared to 956 completions 2014-2018) which reflects the delivery of the LDP strategic sites.

The current completion figure, coupled with the completion rate of 2,174 dwellings recorded during the seven 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; 419 completions in 2020 - 2021), means that a total of 2,535 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. This is set to continue over the next few years as the sites are built out and the windfall completion rate is forecast to decline. The restrictions on development related to the phosphate water quality issues in the River Wye and River Usk catchments also have implications for the ongoing delivery of development in the County. Delivery rates will continue to be monitored closely, particularly given that the LDP has reached the end of its Plan period and as an evidence base for the preparation of the RLDP.

2. & 3. In March 2020, Welsh Government announced changes to the way in which housing delivery is to be monitored. The changes 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, will be the basis for monitoring the delivery of development plan housing requirements as part of LDP Annual Monitoring Reports. The way in which this should be undertaken is set out in the Development Plans Manual (DPM) (Edition 3) (March 2020).

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

The first of the Development Plans Manual indicators measures the annual level of housing completions monitored against the AAR. The DPM states that this must be presented clearly in the AMR both in numerical and percentage terms (plus/minus x %) and that the trigger for further investigation should be under delivery of annual completions on two consecutive years. As indicated in the table below, whilst the Plan under delivered in the early years of the Plan period, 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, -31 (-6.9%) in 2020/21 and -89 (-19.8%). This is due in main to the speed with which the strategic sites have come forward. However, completion rates have reduced further in this monitoring period with 361 completions recorded. LDP allocations continue to make the largest contribution to completion rates with all Strategic Sites now having planning permission⁸. However, a notable reduction has occurred in the small sites' contribution falling to 45 units this year compared to an average of 85 units in the previous 5 years. This may be linked to the phosphate issue in the River Wye and Usk Catchments and the associated restrictions on development.

However, the trigger for Plan review has been met in previous AMRs and work on the RLDP is progressing.

⁸ SAH6 Vinegar Hill gained permission in June 2022 and will therefore be recorded in the next monitoring period.

Annual Completions Compared against the AAR

	Monitoring contributing to 10-year housing requirement of 4,500 units										2021 /22 AMR period	5 - year Trajectory 2022/23 – 2026/27				
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	2026 -27
Actual completions landbank sites ⁹	90	193	118	73	0	0	0	0	0	0	0					
Actual completions allocated sites	0	0	0	0	0	36	89	279	252	217	236					
Actual completions windfall sites	74	55	53	33	135	128	107	80	0	121	80					
Actual completions small sites	90	94	59	99	99	74	83	84	104	81	45					
Anticipated completions allocated sites												204	250	261	171	87
Anticipated completions windfall sites												111	127	8	5	0
Anticipated completions small sites												79	79	79	79	79
Total Actual Completions	254	342	230	205	234	238	279	443	356	419	361	394	428	468	255	166
Average Annual Reqt. (Based on straight line AAR)	450	450	450	450	450	450	450	450	450	450	N/A	N/A	N/A	N/A	N/A	N/A
Completions against the AAR	-196	-108	-220	-245	-216	-212	-171	-7	-94	-31	N/A	N/A	N/A	N/A	N/A	N/A
Completions % +/-against the AAR	-43.6	-24.0	-48.9	-54.4	-48.0	-47.1	-38.0	-1.6	-20.9	-6.9	N/A	N/A	N/A	N/A	N/A	N/A

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

The second of the Development Plans Manual (DPM) indicators measures the total cumulative completions monitored against the cumulative requirement (Cumulative AAR). Again, the DPM states that this must be presented clearly in the AMR both in numerical and percentage terms (plus/minus x %) and that the trigger for further investigation should be under delivery of completions 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

⁹ Landbank sites are those sites which were allocated for development in previous Plans

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).

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

Cumulative Completions Compared against the Cumulative AAR

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

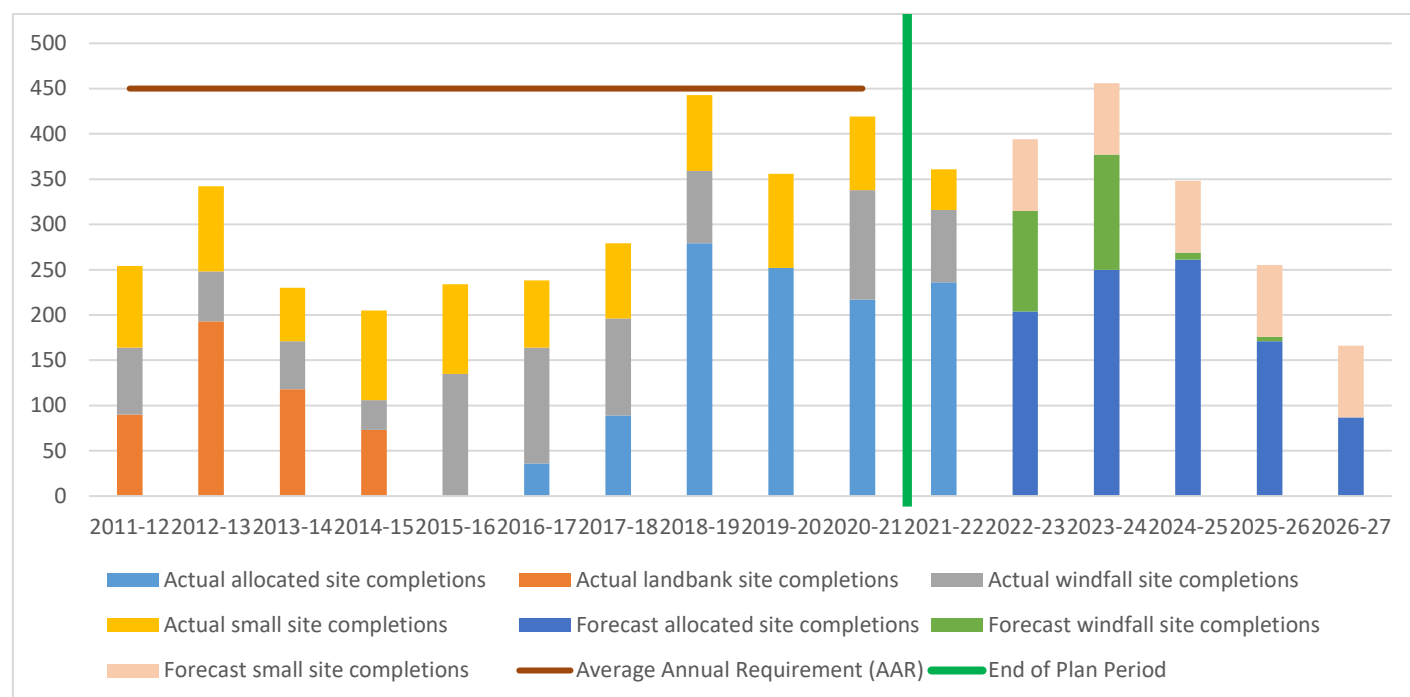
* 10 years of LDP monitoring recorded in the 2020-21 AMR period – monitoring continued for information.

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

¹⁰ Landbank sites are those sites which were allocated for development in previous Plans

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 end of the Plan period has been reached this exercise takes the trajectory into the RLDP Plan period and covers the five-year period 2022-2027.

Housing Development Trajectory 2011-2027



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

4. No planning applications were determined during the monitoring period on allocated housing sites.

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 Minster 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.

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

As reported in previous AMRs, 2 planning applications for Gypsy/Traveller accommodation were refused over the 2016-17 period. The applications related to a private gypsy site comprising of an additional 5 pitches and associated development at land in Llangeview and a 4-pitch private Gypsy site in Llancayo. Both proposals were considered to be contrary to LDP policies in relation to development in the open countryside and it was considered that the applicants had failed to demonstrate that there were overriding exceptional circumstances that would outweigh the LDP policy framework.

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

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

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

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). Although condition 3 of the permission stated that no part of the site shall be used by touring caravans and condition 4 limited the site to personal use. Application DM/2020/00883 sought to vary condition 3 and 4 to allow 4 touring pitches on the site and remove the restriction on personal use. This received a split decision with condition 3 relating to the touring caravans being approved and the removal of the personal restriction being refused (13/10/2020). This was the subject of a further modification of

condition application in the last monitoring period to amend the named people that can reside on the site (DM/2021/00311), which was approved during this monitoring period (26/05/2021).

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 awaiting approval.

Recommendation

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

*Core Indicators

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

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

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

Strategic Housing Sites

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

Strategic Policy: S3 Strategic Housing Sites

LDP Objectives Supported: 1, 3 & 4

Other LDP Policies Supported: SAH1-SA7

Contextual Changes

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

Indicator	Target	Trigger for Further Investigation	Performance 1 April 2021– 31 March 2022
1. The number of dwellings permitted on strategic sites as identified in Policy S3 and site allocation policies SAH1 to SAH7	Secure /deliver housing need on the key strategic sites identified in Policy S3 and site allocation policies SAH1-SA7 during the plan period:	Planning permission is not granted by the end of 2014 for each of the strategic sites	
	a) Deri Farm, Abergavenny		(250*)
	b) Crick Road, Portskewett		(269*)
	c) Fairfield Mabey, Chepstow		(373*)
	d) Wonastow Road, Monmouth		(340*)
	e) Rockfield Farm, Undy		(266*)
	f) Land at Vinegar Hill, Undy		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 (2020-21 trajectory = 67 completions for 2021-22)		51
	b) Crick Road, Portskewett (2020-21 trajectory = 0 completions for 2021-22)		0
	c) Fairfield Mabey, Chepstow (2020-21 trajectory = 70 completions for 2021-22)		88
	d) Wonastow Road, Monmouth (2020-21 trajectory = 0 completions for 2021-22)		0***
	e) Rockfield Farm, Undy (2020-21 trajectory = 44 completions for 2021-22)		49
	f) Land at Vinegar Hill, Undy (2020-21 trajectory = 0 completions for 2021-22)		N/A
	g) Former Paper Mill, Sudbrook (2020-21 trajectory = 40)		41

	<i>completions for 2021-22)</i>		
Analysis			
<p>1. Dwelling Permissions</p> <p>In terms of allocated strategic sites, no additional sites were granted planning permission over the current monitoring period. However, to date the following strategic sites have gained permission, 373 dwellings on the Fairfield Mabey site, Chepstow*, 340 dwellings at the Wonastow Road site, Monmouth*, 210 dwellings at the Former Paper Mill, Sudbrook*, 269 dwellings at Crick Road, Portskewett*, 266 dwellings at Rockfield Farm, Undy* and 250 dwellings at Deri Farm, Abergavenny*. This means 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 will 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): Persimmon Homes submitted a full application (DC/2014/01360) for 250 residential units (201 market and 49 affordable dwellings) in November 2014. The progress of the application was slower than anticipated due to significant issues relating to site viability, particularly affordable housing provision and the undergrounding of overhead power lines. However, these issues were subsequently resolved, the application was approved in the 2017 - 2018 monitoring period and 234 dwellings have been completed to date.</p> <p>The housing trajectory prepared in consultation with the Housing Stakeholder Group shows that the site delivered 234 dwellings within the Plan period with all dwellings expected to be completed by the end of the next monitoring period.</p> <p>Crick Road, Portskewett (SAH2): In the 2018/19 monitoring period Monmouthshire County Council and Melin Homes submitted a joint outline application (DM/2018/00696) for 291 residential units (218 market and 73 affordable units), this was granted permission in March 2019. During the 2019/20 monitoring period a reserved matters application (DM/2019/01041) for 269 residential units was approved (201 market and 68 affordable units). This is below the target number of units for the site (285) in the LDP. The drop in density of the site has been driven by changes to the proposed house types and by positive improvements to the design of the site. These improvements include Green Infrastructure that forms the north-south axis of the site, the ecological implications of a badger sett on the site which has led to greater protected open space, whilst the highway requirements have resulted in safer, more accessible links. Policy SAH2 allocates 1 hectare of B1, which has been replaced with a care home which will provide up to 32 beds on the area outlined for employment use.</p>			

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 shows that the site has not delivered any dwellings within the Plan period. The first completions on site are expected in 2023/24.

Fairfield Mabey, Chepstow (SAH3):

The landowner submitted an outline application (DC/2014/01290) in October 2014 for up to 600 residential units (350 to be delivered within the Plan period), commercial space including offices and workshops (Use Class B1), small scale retail/food and drink floorspace (Use Classes A1 and A3) and multi-functional green and blue open space. Progress with the application 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 2019/20 monitoring period for 347 units. The application was for the market housing element of the site and did not include the land identified for affordable housing or employment land; the affordable housing element of the site (26 units) was the subject of a separate application for which Reserved Matters was permitted during the last monitoring period (DM/2019/01960(RM)). Work on the site began during the last monitoring period with 106 completions during the Plan period.

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

Wonastow Road, Monmouth (SAH4):

Outline permission was granted for up to 370 dwellings and 6.5ha of employment land in December 2014. The site developers (Barratt/David Wilson and Taylor Wimpey) submitted a Reserved Matters application (DC/2015/00392) for 340 units (238 market and 102 affordable units) which was granted permission in November 2015. The site was completed during the last 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 and any such application will need to consider the issue of phosphates in the River Wye. A planning application would need to demonstrate phosphate neutrality or betterment in its design and/or its contribution to the water body. The guidance issued by NRW has significant implications on any development proposal for the site. The Council continue to liaise with both Welsh Water

and NRW with regard to addressing the phosphate issue and are exploring solutions to facilitate the continued delivery of the LDP.

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 106 dwellings completed to date.

The housing trajectory prepared in consultation with the Housing Stakeholder Group shows the site to have delivered 106 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 2026/27.

Land at Vinegar Hill, Undy (SAH6):

This site for 225 residential units is linked to the adjacent Rockfield Farm site and was expected to progress in tandem. Whilst initial progress on the site has been slow, MCC successfully bid during the current monitoring period for CCR funding to support the delivery of the site. This will enable a fully planning policy compliant scheme to be delivered despite viability pressures which had resulted in the site not coming forward. 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. The site received planning permission on 16 June 2022 for 155 dwellings of which 39 are affordable, so will be recorded as a permission 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 2023/24.

Former Paper Mill, Sudbrook (SAH7):

A full planning application (DC/2015/01184) was submitted by Harrow Estates (Redrow confirmed as the developer) in October 2015 for 212 residential units (192 market and 20 affordable units). There had been a number of site viability issues associated with this application meaning that progress with the application was slower than anticipated. However, these issues were subsequently resolved, and the application was approved in the 2016/17 monitoring period (November 2016). Following a re-plan of part of the site

the number of residential units on the site has decreased to 210 of which 20 are affordable. The site is currently under construction, with 165 dwellings completed during the Plan period.

The housing trajectory prepared in consultation with the Housing Stakeholder Group shows that the site delivered 165 dwellings within the Plan period. The remaining dwellings are expected to be completed by 2023/24.

It is recognised that, with the exception of Wonastow Road, allocated strategic sites have not progressed in accordance with the identified target of obtaining planning permission by the end of 2014. However, given the constraints associated with some of the sites, including Deri Farm and Fairfield Mabey, the trigger date of gaining permission for all sites by the end of 2014 was unrealistic. The strategic allocation at Sudbrook Paper Mill gained consent in the 2016/17 monitoring period. Full planning permission was granted at the Deri Farm site along with outline permissions at Mabey Bridge, Chepstow and Rockfield Farm, Undy in the 2017/18 monitoring period, with Crick Road, Portskewett gaining permission during the 2019/20 monitoring period. 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 1,092 dwellings from strategic sites. While there continues to be progress with strategic sites there is 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 seventh 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 as it has received permission and so will be reported accordingly. The delays in sites coming forward, however, have implications for other monitoring targets and triggers and the need for any further action is being considered in connection with those particular indicators. In particular the delivery of strategic sites has obvious implications for the spatial strategy and housing delivery (general market and affordable). For further information with regard to this see the policy analysis for Policy S1, S2 and S4.

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

2. Dwelling Completions

Completions were recorded on the following allocated strategic sites during the monitoring period: Deri Farm, Abergavenny (51 completions), Fairfield Mabey, Chepstow (88 completions), Rockfield Farm, Undy (49 completions) and Sudbrook Paper Mill (41 completions). This is expected as all of these sites gained planning permission prior to this monitoring period. With the exception of Deri Farm, all of the completions recorded were in line with or exceeded the 2020-21 JHLAS trajectory. With regard to Deri Farm there was a shortfall of completions; the 2020-21 trajectory predicted 67 completions on this site in

2021-22, actual completions were 51. However, as the site is nearing completion with only 16 dwellings outstanding, the shortfall is not considered a cause for concern.

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.

In light of 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. A meeting was held with the Housing Stakeholder Group on 30th June 2022 to ensure that the trajectory is as robust as possible and based on the latest information available. 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.

Housing Stakeholder Group Trajectory

	2020 – 21		2021-22		Change in Number of Units Outside next 5 years
	Within next 5 years	Outside next 5 Years	Within next 5 years	Outside next 5 years	
Deri Farm	67	0	16	0	=
Fairfield Mabey	355	0	267	0	=
Rockfield Farm	209	0	160	0	=
Vinegar Hill	135	90	155	70	-20
Wonastow Road (Taylor Wimpey) *	-	-	-	-	-
Wonastow Road (Barratt) *	-	-	-	-	-
Wonastow Road (Drewen Farm)	70	40	0	110	+70
Crick Road	200	69	200	69	=
Sudbrook Paper Mill	86	0	45	0	=

One strategic site has seen an increase in the number of units outside of the next 5-year period, Wonastow Road (Drewen Farm), Monmouth now falls wholly outside the five year period for the reasons explained above. However, completions on Vinegar Hill, Undy have come forward in the trajectory owing to the progress made during the monitoring period. Accordingly, there are 249 units which fall outside of the next 5 years (i.e. 2022 – 2027) in the 2022 housing trajectory, compared to 199 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.

**2021-21 Trajectory as this forecasts completions for 2021-22 period i.e. current monitoring period.

***Site is complete.

Affordable Housing

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

Strategic Policy: S4 Affordable Housing

LDP Objectives Supported: 1, 3 & 4

Other LDP Policies Supported: H7, SAH1-SAH11

Contextual Changes

House Prices

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

Indicator	Target <i>(Previous AMR Performance)</i>	Trigger for Further Investigation	Performance 1 April 2021– 31 March 2022
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) (2014-15: 17) (2015-16: 63) (2016-17: 47) (2017-18: 84) (2018-19: 131) (2019-20: 82) (2020-21: 71)	10% less or greater than the LDP strategy build rate for 2 consecutive years	35
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 (2014-15: 35%) (2015-16: 34%) (2016-17: 43%) (2017-18: 16.5%)	Proportion of affordable housing achieved on development sites in each area falls below the requirement set out in Policy S4	N/A (No applicable applications)

	<p>(2018-19: 32%) (2019-20: 100%) (2020-21: 23.35%)</p>		
	<p>b) 25% of the total number of dwellings to be affordable on sites of 5 or more dwellings in the Severnside Settlements identified in Policy S1</p> <p>(2014-15: 100%) (2015-16: N/A) (2016-17: 9.7%) (2017-18: 31.7%) (2018-19: 26%) (2019-20: 32%) (2020-21: N/A)</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%) (2020-21: 60%/16%)</p>		<p>N/A (No applicable applications)</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)</p>		<p>N/A (No applicable applications)</p>

	<p>(2015-16: N/A)</p> <p>(2016-17: N/A)</p> <p>(2017-18: N/A)</p> <p>(2018-19: N/A)</p> <p>(2019-20: N/A)</p> <p>(2020-21: N/A)</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>(2014-15: 0)</p> <p>(2015-16: 9 permitted)</p> <p>(2016-17: 9 permitted/9 built)</p> <p>(2017-18: 5 permitted/0 built)</p> <p>(2018-19: 12 permitted/3 built)</p> <p>(2019-20: 9 permitted/0 built)</p> <p>(2020-21: 3 permitted/0 built)</p>	10% less or greater than the target build rate for 2 consecutive years	0 permitted/ 0 built
4. Number of affordable dwellings built through rural exception schemes	<p>No target</p> <p>(2014-15: 0)</p> <p>(2015-16: 0)</p> <p>(2016-17: 0)</p> <p>(2017-18: 0 built/3 permitted)</p> <p>2018-19: 4 (1 permitted)</p> <p>2019-20: 4 (0 permitted)</p> <p>(2020-21: 0 permitted/0 built)</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 35 affordable dwellings were completed during the monitoring period accounting for 9.7% of the total dwelling completions recorded. Allocated LDP sites accounted for 40% of these, with the remaining 60% on the Church Road Caldicot site (approved through the unallocated sites policy). The allocated site at Rockfield Farm, Undy (SAH5) accounted for 12 of the 35 affordable housing completions recorded, representing 34%. The only other allocation that contributed to the supply of affordable homes related to a Rural Secondary Settlement allocation at Cwrt Burrium, Usk (SAH10(i)) where 2 affordable homes were completed during 2020/21.

In addition to completions on allocated sites, the 'unallocated' site at Church Road, Caldicot contributed by providing 21 affordable homes, accounting for 60% of the total.

The overall figure of 35 units is considerably lower than the 71 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 and 71 2020/21. 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 and 2020/21 monitoring periods, it has triggered the need for further investigation.

Cumulatively, ten years' worth of affordable housing completions were recorded during the 2020-21 monitoring period, with the Plan delivering 658 affordable homes compared to a target of 960 affordable homes for the plan period of 2011 – 2021 (shortfall of 302 affordable homes). As noted above a further 35 affordable units were completed during this monitoring period, which remains below the Adopted LDPs annual target of 96 affordable homes per annum.

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, including Deri Farm (now resolved and development commenced on site with all affordable dwellings completed), 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.

There was a clear correlation of the impact of Covid-19 on the rate of completions and new sites coming forward in the previous monitoring period due to lockdowns and closure of many building sites. While it is appreciated it will take some time for the development industry to fully recover from the effects of Covid-19, the reduction in affordable housing completions in the current monitoring period is more likely linked to the significant impact of riverine phosphate levels in the River Usk and Wye Catchment Areas. Water quality issues in relation to Phosphates are affecting the River Wye and River Usk, with developments required to demonstrate betterment or neutrality. Solutions are being investigated but there is no strategic solution for phosphates at this time. This is having a significant impact on the number of homes being delivered through the planning system.

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

No permissions were granted during the monitoring period for sites of 5 or more homes that triggered the delivery of on-site affordable housing in the County's Main Towns or Rural Secondary Settlements (see policy analysis for Policies S1 and S2). The Council will continue to monitor Main Towns and Rural Secondary Settlements in order to determine the effectiveness of the affordable housing target identified in Policy S4.

Sevenside Settlements

No permissions were granted during the monitoring period for sites of 5 or more homes that triggered the delivery of on-site affordable housing in Sevenside (see policy analysis for Policies S1 and S2). The Council will continue to monitor Sevenside Settlements in order to determine the effectiveness of the affordable housing target identified in Policy S4.

Main Villages

No permissions were granted during the monitoring period for sites of 3 or more homes that triggered the delivery of on-site affordable housing in the Main Villages (see policy analysis for Policies S1 and S2). The Council will continue to monitor Main Villages 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. No applications were permitted or built over the monitoring period on the allocated Main Village sites identified in Policy SAH11. Some progress has however been made over the monitoring period with 9 affordable dwellings under construction at SAH11(ii) Well Lane, Devauden and 4 affordable dwellings at SAH11(ix)(a) Land Rear of Carpenters Arms, Llanishen**. The impact of riverine phosphate levels in the River Usk and Wye Catchment Areas is also having an impact on sites coming forward with sites at Little Mill and Werngifford, Pandy unable to progress through the planning application system.

The target for the Main Village sites to collectively deliver 20 affordable dwellings per annum nevertheless has not been achieved.

The Main Village 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 RLDP process. The reasons for the lack of progress on Main Village sites will be investigated further, including for example unrealistic land owner expectations in relation to land values. This will enable the Council to de-allocate those sites that are not progressing as intended. Letters have been sent to the land owners/ agents of all remaining undelivered Main Village Sites requesting evidence to demonstrate that the sites are deliverable and viable and whether they intend to progress them by the end of 2021, noting they will not be rolled forward into the RLDP as allocations.

4. Rural Exceptions Completions.

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

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

As set out in Section 3, Land Registry data indicates that average house prices in Monmouthshire have increased over the current monitoring period with average prices in quarter 1 2022 (January to March) standing at £334,148, significantly higher than the 2012 quarter 4 baseline price (£188,720). A 5% increase in the 2012 quarter 4 baseline price figure would equate to an increase of £9,436. In both quarter 4 2021 and quarter 1 2022 the increase in house prices exceeded this figure, although at £9,988 in Q4 2021 the increase is only marginally above the level to trigger additional viability testing. Looking at the figures more closely it would appear that the overall volume of house sales within the County, whilst recovering have yet to reach the levels seen in the two years prior to the Covid-19 pandemic. The type of property being sold will also impact on the average property price. Whilst the trigger for further investigation has been met this indicator has been given an amber rating for this AMR. 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. Updated high level viability evidence will be prepared to inform the RLDP policy framework.

It should also be recognised, however, that house prices are just one factor that could impact on development viability. Build costs, for instance, are documented to have risen over the monitoring period. Whilst build costs are not specified as a LDP monitoring indicator, general viability issues will be kept under review as information comes forward on a case-by-case basis and in connection with 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.

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

Community and Recreation Facilities

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

Strategic Policy: S5 Community and Recreation Facilities

LDP Objectives Supported: 1 & 5

Other LDP Policies Supported: CRF1, CRF3

Contextual Changes

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

Indicator	Target <i>(Previous AMR Performance)</i>	Trigger for Further Investigation	Performance 1 April 2021 – 31 March 2022
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> <i>(2020-21:3)</i>	None*	13
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> <i>(2020-21:1)</i>	Loss of any 1 community/ recreation facility in any 1 year	1

Analysis
<p>1. Thirteen planning applications were approved for community and recreation uses during the current monitoring period. Eight of the applications related to community uses and five to recreation.</p> <p>Applications in relation to the community uses included: a new pre-school educational facility as Whitecastle Monmouth; extension to Usk Primary school; change of use to nursery from A3 use at unit 103 Wales 1, Magor; change of use from C3 (dwelling) to children's care home at Dobson's Farm Abergavenny; change of use from dwelling to dentist at Lidstone Abergavenny; carpark extension to Caldicot Castle Country Park; and a new green bin store in Chepstow High Street.</p> <p>Of note, although not a gain, an application was also approved for enhancement to the existing burial facility at Usk Natural Burial Ground.</p> <p>Recreational uses approved include: a change of use from B8 to Café at The Cedars, Goytre; a new 100 and 50 seated stands at Chepstow Town AFC; and enhancements to Chepstow Athletic Club, Abergavenny Cricket Club and Linda Vista Gardens Abergavenny.</p> <p>Overall, the number of community facilities permitted is one of the highest levels recorded since plan adoption and indicates that the LDP community & recreational policy framework is operating effectively to enable such development in the County.</p>
<p>2. There has been one loss of a community facility over the period monitored. This is in relation to the loss of Kingdom Hall Raglan, a dis-used meeting hall which was granted a change of use to residential. Although not explicitly referred to in the planning application report the local community is adequately served by alternative facilities, there being a well-established village hall and other venues suitable for public meetings within Raglan. The principle of losing the meeting hall was therefore considered to be acceptable having regard to Policies S5 and CRF1 and its loss is justified within the context and requirements of the LDP policy framework.</p> <p>The Council will continue to monitor such proposals in future AMRs to determine the effectiveness of the policy framework relating to this issue.</p>
Recommendation
<p>1. No action is required at present. Continue to monitor.</p>
<p>2. No action is required at present. Continue to monitor.</p>

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

Retail

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

Contextual Changes

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

Indicator	Target (Previous AMR Performance)	Trigger for Further Investigation	Performance 1 April 2021– 31 March 2022
1. Amount of new food and non-bulky retail development permitted in town/local centres as a proportion of all retail development permitted	90% of new food and non-bulky retail floorspace to be located in town/local centres (2014-15: 0%) (2015-16: 53.2%) (2016-17: 33%) (2017-18 – 35.7%) (2018-19 – 0%) (2019-20 – 70.5%) (2020-21 – 0%)	More than 10% of new food and non-bulky retail floorspace is developed outside town/local centres in any 1 year	35% retail development permitted in town/local centres. 736.5 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: a) Abergavenny (2014: 5.1%) (2015: 5.8%) (2016: 8.7%) (2017: 6.3%) (2018: 4.7%) (2019: 6.6%) (2020: 7.6%)	Vacancy rate in a town/local centre increases for 2 consecutive years	 3.6%

	b) Caldicot (2014: 9.2%) (2015: 7.6%) (2016: 10.1%) (2017: 8.8%) (2018: 10.6%) (2019: 7.6%) (2020: 13.4%)		6.1%
	c) Chepstow (2014: 9.0%) (2015: 10%) (2016: 7.1%) (2017: 5.9%) (2018: 11.8%) (2019: 11.2%) (2020: 13.5%)		11.2%
	d) Monmouth (2014: 8.3%) (2015: 7.9%) (2016: 4.9%) (2017: 10.1%) (2018: 10.1%) (2019: 14.4%) (2020: 15.4%)		15.5%
	e) Magor (2014: 9.1%) (2015: 0%) (2016: 0%) (2017: 9.1%) (2018: 4.5%) (2019: 13.6%) (2020: 0%)		0%
	f) Raglan (2014: 0%) (2015: 0%) (2016: 0%) (2017: 0%) (2018: 9%) (2019: 9%) (2020: 9%)		9%
	g) Usk (2014: 7.8%) (2015: 11.1%) (2016: 13.1%) (2017: 9.7%) (2018: 15.8%) (2019: 15.3%)		8.5%

	(2020: 9.8%)		
3. Percentage of A1 uses in the primary shopping frontages of Abergavenny, Caldicot, Chepstow and Monmouth***	% of A1 uses no less than the thresholds identified for the towns' primary shopping frontages as defined in the Primary Shopping Frontages SPG**	% figures for a primary shopping frontage fall below the threshold set out in the SPG	
	a) Abergavenny <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%) (2020: 73%) 		<ul style="list-style-type: none"> 72%
	<ul style="list-style-type: none"> PSF2 Cibi Walk (Target 100%) (2014: 100%) (2015: 100%) (2016: 100%) (2017: 100%) (2018: 94%) (2019: 100%) (2020: 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%) (2019: 36%) (2020: 36%) 		<ul style="list-style-type: none"> 36%
	b) Caldicot <ul style="list-style-type: none"> PSF4 Newport Rd (Target 65%) (2014: 65%) (2015: 65%) 		<ul style="list-style-type: none"> 63%

	<p>(2016: 65%) (2017: 65%) (2018: 63%) (2019: 63%) (2020: 63%)</p>		
	<p>c) Chepstow</p> <ul style="list-style-type: none"> PSF5 High St (Target 75%) (2014: 80%) (2015: 80%) (2016: 80%) (2017: 80%) (2018: 76%) (2019: 80%) (2020: 80%) 		<ul style="list-style-type: none"> 76%
	<ul style="list-style-type: none"> PSF6 St Mary St (Target 65%) (2014: 65%) (2015: 65%) (2016: 65%) (2017: 69%) (2018: 69%) (2019: 73%) (2020: 73%) 		<ul style="list-style-type: none"> 73%
	<p>d) Monmouth</p> <ul style="list-style-type: none"> PSF7 Monnow St (Target 75%) (2014: 77%) (2015: 76%) (2016: 72%) (2017: 74%) (2018: 73%) (2019: 73%) (2020: 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%) (2018: 67%) (2019: 67%) (2020: 69%) 		<ul style="list-style-type: none"> 69%

Analysis

1. Two applications were permitted for new A1 food and non-bulky retail developments in the County's town/local centres during the period monitored:

- DM/2021/01532 – this relates to a conversion of an old storeroom into a small hair studio in Abergavenny, the storeroom was previously used in support of an A3 use.
- DM/2019/01793 – this relates to an extension to the Aldi foodstore in Abergavenny. Whilst not within the CSA it's edge of centre location warrants its inclusion here. The extension will add an additional 380m³ of retail floorspace to the store. The existing Aldi store was granted consent in 2008 and has been successfully operating for around 7 years. The principle of the retail use is therefore well established. The extension will provide extra space for both the shop floor and the warehouse. This is required to enable the store to be better laid out in order to provide an enhanced customer experience. The application states that there is no intention to expand the number of products (currently approximately 1500) available and so the store will continue to complement rather than compete with the other shops within the town centre.

However, as three applications (65% of applications for new retail uses) were permitted outside of the centres, the trigger for this indicator has been met. Of note, one of the applications related to an extension to an existing retail unit, the second is ancillary to the existing use and it was considered that the third application would help meet both the quantitative and qualitative need for additional convenience goods shopping in Magor. While the trigger has been met, given the justification for the permissions an amber rating has been given rather than a red rating as there are no concerns over the implementation of the relevant policy. Full details are set out below.

- DM/2021/01023 – this relates to an extension to the existing retail space at Usk Garden Centre.
- DM/2021/01021 – this relates to the establishment of a small scale tap room and seating area to sample and sell the beer made on the site at Severn Bridge Industrial Estate. It is considered that the use will be ancillary to the existing microbrewery on the site to showcase their range of products and increase brand awareness. The proposal will help to maintain the viability of the existing business and to help maintain and create new jobs.
- DC/2011/00083 – this relates to a new convenience store on the old Magor Motors site in Newport Road Magor. It was considered that the proposed store would help meet both a quantitative and qualitative need for additional convenience goods shopping in Magor. Although outside the CSA, it is considered that the provision of additional dedicated parking has the potential to increase footfall in the CSA to the benefit of the retail units there such as the post office and pharmacy, as well as other businesses. There are no available alternative sites in or better related to the CSA and thus the proposal meets the sequential test. Although the likely loss of some trade to an existing trader (principally the Co-op) is regrettable the issue for consideration was impact on the vitality and viability of the CSA as a whole and not competition in terms of impact on an individual trader. On balance, it was considered that the proposal met relevant local and national retail planning policies and guidance.

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

2. Vacancy rates recorded during the monitoring period** in all of the County's central shopping areas (CSA), with the exception of Monmouth, were below the GB High Street vacancy rate (14.5% June 2021, Local Data Company). Retail vacancy rates in the County's town centres ranged from 3.6% in Abergavenny to 15.5% in Monmouth.

Comparison with last year's vacancy rates indicates that 4 centres have seen a fall in vacancy rates, Abergavenny, Caldicot, Chepstow and Usk. Abergavenny saw a decline from 7.6% in 2020 to 3.6% this year, Caldicot 13.4% to 6.1%, Chepstow 13.5% to 11.2% and Usk 9.8% to 8.5%. Two centres saw no change, Raglan and Magor, with Magor having no vacant units for the second consecutive year. The only centre to see a rise in the vacancy rate is Monmouth, and whilst this rise is marginal 15.4% to 15.5% the trigger for further investigation has been reached. The vacancy rate in Monmouth is much higher when compared to the other centres and is also higher than the level recorded at a GB level for the first 6 months of 2021.

In Monmouth the rise in total vacancy rates has been solely across the primary frontages, with an actual decrease in vacancy rates across the secondary frontages in the latest survey, down from 21.1% in 2020 to 16.1% in 2021. 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 in recent years, such as Peacocks. However, as this is higher than the GB High Street vacancy rate and the highest recorded over any monitoring period this will need to be looked at carefully in the next AMR.

Although, with the exception of Monmouth, high street vacancy rates are stable and below the GB average, it is recognised that high street vitality plays a key role in the character and attractiveness of our market towns. WG Transforming Towns funding seeks to support town centres, and Monmouthshire has submitted a comprehensive bid for this grant funding. The cost of living and energy costs crises pose additional threats to businesses as costs increase and customer spending decreases. The evidence suggests that the impacts of the recent pandemic saw an 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, with the Local Data Company Report in particular showing that vacancy rates in city centres have increased at a much greater rate since 2019 than in smaller centres. 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 and considered in the RLDP. 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 2021. 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 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 73% to 72%. This is due to a change of use of one unit from an A1 use to an A3 use. The unit was previously a dress shop and is now Bar24. Whilst it was deemed that the change of use would be contrary to Policy RET1 criterion (c) as a COU on this frontage (PSF1) would mean that the % of non-A1 units would increase, the unit had been vacant for nearly 2 years and taking into account Building Better Places the covid-19 recovery document, which recognised the impact Covid-19 has had on town centres and the need to respond flexibly, it was considered that the proposed change of use would add to the vitality of the town centre by attracting customers and creating additional footfall which would benefit the neighbouring retail uses and was therefore acceptable in principle.
- PS5 High Street, Chepstow recorded a decline in A1 uses down from 80% to 76%. This is due to a change of use of one unit from an A1 use to an A3 use. The unit was previously a dress shop and is now a tea-room. Whilst a change of use at this location resulted in the loss of an A1 unit with a long double frontage, this part of Chepstow is dominated by A1 and A3 uses on the ground floor. It was considered that the change of use of this shop to an A3 use would not create an over concentration of uses detracting from its retail character. A tea-room is the type of use that would contribute to the retail offer of a town centre location and is considered to be an appropriate use. It was considered that the proposal accords with the objectives of policy RET1 as it will help to attract footfall into the town centre especially as it is intended that the tea rooms be open during the day. The proposal would also provide job opportunities for local people.

Overall, it is considered that the towns' primary shopping frontages are functioning well in terms of the proportion of A1 uses, and no further investigation is required at present. The long-term impacts of the Covid-19 pandemic on the High Street and on future shopping patterns, 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.

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

**Monmouthshire Retail Background Paper (August 2022). Base date October 2021.

***Monmouthshire Primary Shopping Frontages SPG, April 2016

Economy and Enterprise

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

Contextual Changes

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

Indicator	Target (Previous AMR Performance)	Trigger for Further Investigation	Performance 1 April 2021 – 31 March 2022
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) (2015-16: 41.18ha) (2016-17: 40.76ha) (2017-18: 40.16ha) (2018-19: 40.16ha) (2019-20: 40.16ha) (2020-21: 40.16ha)	Insufficient employment land available to meet the identified take-up rate of 1.9ha per annum	40.16ha
2. Take-up of employment land♦	Maintain sufficient employment land to meet identified take-up rate of 1.9 ha per annum (2014-15: 0.38ha) (2015-16: 1.131ha) (2016-17: 3.21ha) (2017-18: 5.002ha) (2018-19: 0.873ha) (2019-20: 3.74ha) (2020-21: 0.38ha)	Insufficient employment land available to meet the identified take-up rate of 1.9ha per annum	0.055ha

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> <i>(2020-21: 2)</i>	Lack of development on strategic employment sites identified in Policy SAE1 by the end of 2017	1 planning permission 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> <i>(2020-21: 0.30ha)</i>		0.3 ha
	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> <i>(2020-21: 3:47ha)</i>		1.69 ha
	Rural Secondary Settlements <i>(2014-15: 0.3ha)</i> <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> <i>(2020-21: 0ha)</i>		0.05 ha
	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> <i>(2020-21: 1.27ha)</i>		1.55 ha

5. Planning permissions granted for employment use (B use classes♦♦) by sector*	No specific target	None	
	Manufacturing		1.48ha
	Wholesale & retail trade; repair of motor vehicles and motorcycles		0.42ha
	Transport & storage; information and communication		0.87ha
	Real estate activities; Professional, scientific and technical activities; Administrative and support service activities		0.49ha
	Agriculture, forestry & fishing		0.14ha
	Construction		0.20ha
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> <i>(2020-21: 1.21ha)</i>	Loss of any B1, B2 or B8 employment land in any 1 year	0.03ha
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> <i>(2017: 58.1%)</i> <i>(2018: 60.4%)</i> <i>(2019: 60.1%)</i> <i>(2020: 56.9%)</i>	None	61.3%

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) (2020: 19,000)	None	14,300
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) (2020: 19,600)	None	17,100

Analysis

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 four 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.

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 Team to promote economic initiatives that seek to support economic activity in the County.

2. The take-up rate (i.e. completed developments) of employment land on either allocated (SAE1 or SAE2 sites) equated to 0.055ha over the monitoring period. This was delivered over three protected employment sites: Wonastow Road (SAE2I) involving a storage silo and first floor extension, a small extension to a dental surgery in Mayhill/Hadnock Road (SAE2m) and Magor Brewery (SAE2o) where the extension at an existing yeast propagation building has been completed.

The trigger for further investigation relates to the total amount of land supply of Strategic SAE1 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.

3. There was one planning application approved on allocated employment sites as identified in SAE1 during the monitoring period. This related to the allocated SAE1

employment site at Beaufort Park in Chepstow (SAE1i) and related to the change of use from a retail warehouse to B1 light industrial including the expansion of the unit to include a mezzanine floor. The unit would increase by approximately 300m² of additional employment floorspace.

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 five since 2017, giving a total of 11 applications since adoption of the LDP (albeit three relate to change of use applications not relating to B Use Classes).

It is recognised, however, that overall, there has been limited progress on the delivery of strategic employment sites over the 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 land approved to facilitate the delivery of additional employment floorspace for B use classes permitted by settlement in Monmouthshire. Nineteen applications were approved for such employment uses during the monitoring period, totalling 3.59ha of land. Of these, one permission related to allocated SAE1 employment site at Beaufort Park in Chepstow with the details discussed in relation to indicator 3 above.

A further 1.70ha of land was approved for additional B use class related development on SAE2 protected employment sites. This included two applications on the Severn Bridge SAE2p site involving a 300sqm warehouse extension (DM/2021/00781) and a temporary concrete manufacturing facility accounting for 0.2ha (DM/2020/00691). Two further planning permissions related to the protected Magor Brewery site (SAE2o) accounting for approximately 1.47ha of land. These involved the erection of a new building comprising 10,015 sqm of manufacturing, laboratory and office accommodation (DM/2021/01717) and a second application for the extension to the existing yeast propagation building (DM/2021/01001).

The remaining 14 applications were on non-allocated employment sites totalling 1.6ha of land. These included the erection of a small starter unit for B2/B8 on Magor Pill Farm (DM/2021/01489) and the change of use of agricultural land to form an extension to an existing caravan storage facility as Chapel Farm in Undy.

The main towns accounted for 0.3ha of the approved B use class employment floorspace. This related to the change of use and extension to B1 on SAE1i Beaufort Park, Chesptow as discussed above.

The Severnside area accounted for the greatest proportion of approved B use class employment, accounting for 1.70ha of the overall 3.59ha. This related to the four planning applications noted above – two in relation to the Magor Brewery SAE2o site and two in relation to the Severn Bridge Industrial Estate (SAE2p).

One planning permission related to the Rural Secondary Settlement of Raglan and related to the erection of a new abattoir building and accounted for 0.05ha of employment land.

Thirteen permissions within the rural general area accounted for the remaining 1.55ha of employment land. These included the erection of a commercial/light industrial storage building at Little Castle Farm, Raglan (DM/2021/01987), erection of a starter unit for b2/B8 uses at Magor Pill Farm (DM/2021/01489) and the change of use of an agricultural barn for the storage of cars at Clawdd Y Parc Farm, Llangybi (DM/2020/01076).

Although there is no specific target relating to this indicator, the Council is keen to monitor employment permissions for B uses in the County. The amount of employment land area permitted during this monitoring period is lower than that recorded in the last AMR (5.04ha) but is comparable with that achieved over most monitoring periods. 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. In addition to the applications discussed here there are also permissions for change of uses to existing employment units that do not result in additional employment land but reflect the 'churn' that occurs within existing provision. For example, the change of use from B2 to B8 in a unit in Caldicot Works, Forge Row on the Severn Bridge Industrial Estate (DM/2021/01071).

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

In addition, as detailed in the analysis for Policy S11 (Visitor Economy), 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 0.5ha of floorspace approved, B2 use class accounted for 0.47ha and 0.95ha for B8 warehousing and storage use class. A further 1.676ha 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 3.59ha of B use classes recorded over the monitoring period were in the following sectors**:

- Wholesale and retail trade; repair of motor vehicles/motorcycles (0.42ha)
- Transport and storage; information and communication (0.87ha)

- Manufacturing (1.48ha)
- Real estate activities; Professional, scientific and technical activities; Administrative and support service activities (0.49ha)
- Agriculture, forestry & fishing (0.14ha)
- Construction (0.20ha)

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. One application was granted during the monitoring period that related to the loss of B uses on allocated or protected employment sites (SAE1 & SAE2) which involved 0.03ha of land.

The planning application related to an identified employment site allocated under policy SAE2p – Severn Bridge, Caldicot. The application related to a small-scale tap room and seating area to sample and sell the beer made on site and involved a change of use of approximately 176.5 sqm of the existing 353sqm B2 use class to A1 use class. Whilst a change in use of part of the unit has occurred it will be ancillary to the existing microbrewery on site and help maintain the viability of the existing business and create new jobs. While the indicator has been triggered by this application there are not considered to be any concerns due to the circumstances of the proposal and conformity with the LDP policy framework. It does not indicate any issue with the implementation of LDP policies and therefore no further investigation is required at present. The Council will continue to monitor such proposals in the future AMRs to determine the effectiveness of the policy framework relating to this matter.

7. The 2021 Welsh Government Commuting Statistics indicate that 61.3% of the County's residents work in the area. This is up on last year's figure of 56.9% and is also the highest level recorded since the monitoring of the Plan began. Despite this rise it remains at a lower level than the Welsh average of 70.7%. However, these figures should not be given too much weight as the data is based on a small sample survey and should therefore be treated with caution. It should be noted that responses for work location relate to the respondent's usual working pattern if coronavirus restrictions were not in place. Therefore, data for 2020 and 2021 do not reflect actual commuting patterns observed during the pandemic.

8. According to the 2021 Welsh Government Commuting Statistics, Monmouthshire has a net outward flow of 2,800 commuters – with 14,300 commuting into the area to work and 17,100 commuting out. There was significant in-commuting from Newport (3,000), Torfaen (1,900), Blaenau Gwent (1,400) and from outside Wales (2,900). The main areas for out-commuting were Bristol (4,600), Newport (2,600), Torfaen (2,400) and Cardiff (1,600) with a further 2,800 commuting to other areas in South West England and 1,200 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 14,300 during this monitoring period 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. Although as indicated above responses for work location relate to the respondent's usual working pattern if coronavirus restrictions were not in place. Therefore, data for 2020 and 2021 do not reflect actual commuting patterns observed during the pandemic.

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 2021 (release date 31st March 2022)

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 2021 – 31 March 2022
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> <i>(2020-21: 8)</i>	None	7

Analysis

A total of seven applications relating to rural enterprise/diversification were approved during the monitoring period. Two of the applications were approved as rural enterprise schemes and five applications as rural diversification of existing farmsteads.

Of the rural enterprise schemes, an application for a new dog exercising classes/ business was granted at Llanellen, which involved change of use of paddock land for this purpose , and expansion granted for an existing aviation business at The Byre Abergavenny.

With regards to the rural diversification proposals these related to extensions/expansions of existing business which included: extension to caravan storage at Chapel Farm Undy; extension to units for B uses at Betholey House Farm, Pen y Cae Mawr, change of use to storage of vehicles at The Meads Farm Chepstow; and 2 new small starter B2/B8 units in conjunction with existing commercial units at Magor Pill Farm.

The number and consistency of rural diversification and rural enterprise schemes approved since the LDP's adoption (total 68 schemes) suggests that Strategic Policy S10 and the supporting development management policies are operating effectively. The Council will continue to monitor this indicator in future AMRs to determine the effectiveness of this policy framework in relation to the diversification of the rural economy.

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

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

Visitor Economy

Monitoring Aim/Outcome: Encourage high quality sustainable tourism

Strategic Policy: S11 Visitor Economy

LDP Objectives Supported: 1, 3, 5 & 7

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

Contextual Changes

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

Indicator	Target (Previous AMR Performance)	Trigger for Further Investigation	Performance 1 April 2021 – 31 March 2022
1 Number of tourism schemes approved (includes extensions/conversions and new build)	No target (2014-15: 17) (2015-16: 10) (2016-17: 24) (2017-18: 16) (2018-19: 22) (2019-20: 17) (2020-21: 14)	None	17 tourism schemes approved
2 Number of tourism facilities lost through development, change of use or demolition	Minimise the loss of tourism facilities (2014-15: 5) (2015-16: 0) (2016-17: 1) (2017-18: 3) (2018-19: 3) (2019-20: 7) (2020-21: 1)	Loss of any 1 tourism facility in any 1 year	1 tourism facility lost
Analysis			
1. 17 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"> 10 applications for holiday lets (all conversions) in various settlements*. 			

- 7 new glamping accommodation sites: 1 pod at Penallt; 2 pods at Whitecastle; 8 Bell tents Rockfield Monmouth; 3 Shepherd huts and 3 yurts Barbadoes Hill Tintern; 3 pods at Llangottock Lingoed; and 2 pods at Gaer Fawr.

Collectively, these new holiday lets and glamping facilities provide 36 new units and 43 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 136 tourism schemes have been approved since the LDP's adoption in February 2014 which further indicates that the LDP tourism policy framework is operating effectively to enable such development in the County.

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

2. One application has been permitted during the monitoring period relating to the loss of tourism facilities. This related to the demolition of a holiday let and erection of a domestic garage at Court Windermere Bettws Newydd.

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

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

Recommendation

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

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

* Llantilio Crossenny, Llanowell, Llangybi, Llandenny, Devauden and Rockfield Monmouth

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 (Previous AMR Performance)	Trigger for Further Investigation	Performance 1 April 2021 – 31 March 2022
1. Proportion of development on brownfield land as a percentage of all development permitted (including change of use of land) (excludes householder, conversions and agricultural buildings)	Increase proportion of development on brownfield land (2014-15: 28% /17.3ha) (2015-2016: 16.8%/10.51ha) (2016-17: 51.2% /18.6ha) (2017-18: 40.18%/21.58ha) (2018-19: 12.7% / 3.7ha) (2019-20: 21% /5.3ha) (2020-21: 28.3% /6ha)	No increase in proportion of development on brownfield land for 2 consecutive years	3.5ha 31.8%
2. Amount of development (by TAN15 category) permitted in C1 and C2 floodplain areas not meeting all TAN15 tests	All developments to be compliant with TAN15 requirements (2014-15: 1) (2015-16: 0) (2016-17: 0)	Planning permission is granted contrary to TAN15 requirements	0 application granted in Zone C2

	(2017-18: 1) (2018-19:1) (2019-20: 0)		
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 (2014-15: 2) (2015-16: 9) (2016-17: 5) (2017-18: 1) (2018-19: 3) (2019-20: 6) (2020-21: 1)	No annual increase	5
4. Number of new developments completed that incorporate on-site renewable energy generation **	Increase in the number of new developments completed incorporating renewable energy generation (2014-2015: N/A) (2015-2016: 4) (2016-2017: 3) (2017-2018:2) (2018-19: 1) (2019-20: 1) (2020-21:0)	No annual increase	1
Analysis			
<p>1. A total of 11 ha of development was permitted over the monitoring period, whereby 3.5 ha was located on brownfield sites. This equated to 31.8% of all development (excluding householder, conversions and agricultural buildings) as being permitted on brownfield land and therefore represents an increase in the proportion of development on brownfield land from the previous few monitoring periods.</p> <p>A large proportion of brownfield land permitted at 54% /1.9ha within the current monitoring period was in association with employment development. This was mainly</p>			

in association with a large 10,000sqm new manufacturing unit within the existing Magor Brewery site (1.45ha) and also a new yeast propagation building (0.026ha). A further 0.43ha was associated with various small-scale extensions to existing employment units around the County. This included new office building at Chepstow garden centre (0.01ha), warehouse facility at Raglan garden centre (0.03ha), a new abattoir building at Raglan butchers (0.09ha) , a creche facility at Chepstow racecourse (0.0024ha) and various extensions to industrial units at Raglan, Servenside Industrial estate and Llantrissant (0.3ha).

Retail development accounted for 28%/ 0.97ha of brownfield land due to permission granted for the redevelopment of Magor Motors to a retail convenience unit (0.2ha); an extension to retail space at Usk Garden Centre (0.07ha) and an extension to Aldi foodstore and carpark Abergavenny (0.7ha).

Residential development accounted for 12.5%/ 0.44ha of brownfield land permitted. This was mainly in association with housing infill plots within existing residential curtilage/garden areas.

The remaining small proportion of development permitted on brownfield land related to community facilities: 1.7% /0.06ha was in association with extensions to Usk School, Chepstow Athletic Club and a bin store on Chepstow high street; and renewable energy 1.68%/0.1ha for solar car ports at Chepstow Comprehensive and Innovation House, Wales 1 Magor.

As with the previous two monitoring years: 2018-19 (12.7%/3.7ha) 2019-2020 (21%/5.3 ha) the proportion of development permitted on brownfield sites 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. The proportion of development on brownfield land (31.8%) however, 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. Five applications have been approved incorporating on-site renewable energy. These included the two solar carports at Chepstow Comprehensive School and Innovation House, Wales 1, Magor; a 60sqm solar panel array at Crooked Billets, Devauden; solar panels and air source heat pumps for the 15 new houses (allocation SAH11(ii)) at Well Lane Devauden; and the installation of an air source heat pump at 17 Willow Drive, Monmouth. 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.

It is important to note that collectively a total of 32 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. One additional scheme incorporating on-site renewable energy generation has been recorded as completed within the current monitoring period. This related to the installation of roof mounted solar panels on at the newly built affordable homes at Dingestow. It should be noted that since the Plan's adoption in 2014, a total of 12 schemes incorporating on-site renewable energy have been completed and are operational. This further indicates that Strategic Policy S12 and its supporting policies are operating effectively in respect of the provision and completion of on-site renewable energy schemes.

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

Recommendation

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

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

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

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

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

**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 2021 – 31 March 2022
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) (2020-21: 11.7ha)</i>	Any loss of non-allocated Greenfield land in any 1 year	7.5ha*
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) (2020-21: 0)</i>	Any loss of open space due to development, not allocated in the development plan in any 1 year	0 ha

3. Developments permitted / completed that are within internationally / nationally important nature conservation areas**	<p>None adversely affected</p> <p>(2014-15: N/A)</p> <p>(2015-16: 0)</p> <p>(2016-17: 0)</p> <p>(2017-18:0)</p> <p>(2018-19:1)</p> <p>(2019-20: 3)</p> <p>(2020-21:1)</p>	Recorded damage or fragmentation of designated sites / habitats	1
4. Developments granted permission that cause harm to the overall nature conservation value of locally designated sites	<p>Minimise developments that would cause harm to the overall nature conservation value of locally designated sites</p> <p>(2014 -15: N/A)</p> <p>(2015-16:1)</p> <p>(2016-17: 1)</p> <p>(2017-18:1)</p> <p>(2018 – 19: 2)</p> <p>(2019-20: 2)</p> <p>(2020-21: 0)</p>	1 or 2 developments result in overall harm for 2 consecutive years, or 3 or more developments result in harm in any 1 year	1
5. Number of new developments delivering habitat creation and restoration	<p>Increase number of new developments delivering habitat creation / restoration</p> <p>(2014-15: 1)</p> <p>(2015-16: 1)</p> <p>(2016-17: 0)</p> <p>(2017-18:2)</p> <p>(2018-19 :1)</p> <p>(2019-20 :0)</p> <p>(2020-21:0)</p>	None	0
Analysis			
<p>1. Over the current monitoring period, 26 permissions were granted on greenfield land which is not allocated for development in the LDP, totalling 7.5ha. This is lower than the last two previous monitoring periods (which had the exceptions of unallocated sites policy prior to the revocation of TAN1) but similar in range to other monitoring periods (8.98ha in</p>			

2017-18; 9.71ha in 2018-19). The greenfield loss is 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.

Employment and rural enterprise proposals accounted for the majority of non-allocated greenfield land permitted at 4.4ha. This included an HGV carpark expansion to Magor Brewery (1.8ha) justified on the basis that the site was always identified as there being a need for HGV expansion and the greenfield land was within the existing Brewery compound rather than an expansion into open countryside. Other employment permissions were a change of use of agricultural land to dog exercise area at Llanellen (1.8ha); a change of use of agricultural land to caravan storage Chapel Farm Undy (0.74ha); extension to an agricultural shed for aviation business at Hardwick Lane, Abergavenny (0.001ha); extension of B2/B8 starter units at Magor Pill Farm (0.01ha); and extensions on poultry units at Parklands Llandogo to upgrade staff facilities (0.08ha).

Tourism accommodation facilities accounted for a further 1.8ha of non-allocated greenfield land. These permissions included seven glamping accommodation sites. Fundamentally, the glamping accommodation facilities permitted are not permanently sited and relate to a reversible use of agricultural land.

The remaining 1.3ha of non-allocated greenfield land permitted over the monitoring period related to a range of uses. Seven permissions related to 'horsiculture activities' accounting for 0.37ha - including riding arenas and stables; community facilities with a carpark extension at Caldicot Castle (0.92ha) and replacement courts Chepstow Athletic club (0.04ha); an application for extension of residential curtilage at Trelawney, Llanvair Discoed (0.02); and a solar panel array (0.006ha) at Crooked Billets, Devauden. These were considered to be an appropriate use of land in rural areas and to comply with the LDP policy framework.

While the monitoring data indicates that there has been a loss of non-allocated greenfield land over the monitoring period due to the aforementioned permissions (albeit less than previous two monitoring periods) and subsequently the trigger for this indicator has been met, the loss is justified within the context and requirements of the LDP policy framework 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 a garden room extension at Pond Cottage, Mynyddbach, which was within 100m, of the boundary of Mywngloddfa Mynyddbach Bat roost Special Scientific Interest (SSSI) and Wye Valley and Forest of Dean 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.

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

4. One application was permitted that were considered to cause harm to the overall nature conservation value of locally designated sites. This related to a replacement dwelling at Springfield, Penperlleni and the increase in footprint of the proposed replacement dwelling resulting in new loss of SINC grassland.

The application was justified on the basis that the ecological appraisal submitted as part of the application indicated that the remainder of the SINC grassland at the site will be sensitively managed and it is proposed to plant 21 new trees on the site. A planning condition has been used on the consent to secure the future management of the grassland. Given the overall size of the site, the mitigation planting proposed and subject to sensitive management of the remainder of the SINC and no further loss of grassland, it was considered that significant harm to the SINC will be avoided and therefore refusal of the application would not be reasonable in this case.

Overall, as only one application has been considered to cause harm to a locally designated site, this indicates that the policy framework relating to nature conservation is functioning effectively in protecting nature conservation sites of local importance. The Council will continue to monitor permission and completions within these nature conservation sites to determine the effectiveness of the policy framework relating to this matter.

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

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

future AMRs to determine the effectiveness of the policy framework in relation to Landscape, Green Infrastructure and the Natural Environment.

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

*Additional 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>(2019-20: 0ha permitted; 26.26ha potential waste management sites)</i></p> <p><i>(2020-21: 0ha permitted; 26.26ha potential waste management sites)</i></p>		
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> <i>(2020-21: 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

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. In June 2021 the Deputy Minister for Climate Change released a written statement to the effect that the TR111 route corridor protection for the M4 relief road was to be removed. This decision relieves local authorities of the need to consult Welsh Government on proposed planning developments in the area. 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 2021 – 31 March 2022
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> <i>(2020-21: 0)</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

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 8 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.

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

Welsh Government Road Schemes:

M4 corridor enhancement scheme Magor to Castleton: Following the conclusion of a public inquiry into the project and the publication of the Inspector's Report, the Welsh Government announced the decision in June 2019 that the M4 Relief Road would not proceed. The route within Monmouthshire is currently safeguarded in the Adopted LDP. In June 2021 the Deputy Minister for Climate Change released a written statement to the effect that the TR111 route corridor protection for the M4 relief road was to be removed. This decision relieves local authorities of the need to consult Welsh Government on proposed planning developments in the area.

Rail Schemes: Following the decision to not progress the M4 corridor enhancement scheme a Written Statement from the Welsh Minister for Economy and Infrastructure, stated that the Welsh Government had appointed an expert Commission (the South East Wales Transport Commission) to "consider the problems, opportunities, challenges and objectives for tackling congestion on the M4 in south east Wales and make recommendations to the Welsh Government on a suite of alternative solutions". In November 2020, the commission reported making 58 recommendations. The Burns Delivery Board was created in Spring 2021 to bring together Welsh Government, Transport for Wales and local authorities, including Monmouthshire County Council, to deliver these. One of the key recommendations was for better local rail services and new stations between Cardiff and Severn Tunnel Junction. The TfW Burns Team 2021 Annual Report was published in January 2022 reporting on progress on this. Of most note for Monmouthshire the Unit submitted a £2.7m bid in May 2021 to the development fund, to progress the technical studies needed for rail timetabling, station feasibility and an outline business case. At the time of the publication of the report transfer of funding from UK Government to TfW was in progress for the rail technical studies.

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. Following the publication of the South East Wales Transport Commission Report (Burns Report), Transport for Wales is now progressing delivery of this project.

Monmouthshire County Council Road Schemes:

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. A WelTAG study has been commissioned and is expected to report later in 2022.

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 2022/23.

The South East Wales Transport Commission report proposes investigation of a connection between the A48, the B4245 and Severn Tunnel Junction station, a study has been commissioned and is expected to report later in 2022.

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. MCC is currently investigating funding options for a WelTAG stage 3 (full business case / detailed design) study.

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 2022/23.

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) study has commenced, public consultation was undertaken in July 2022, and the study is expected to report later in 2022.

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 175-space extension to the car park was fully designed in 2020/21 and is expected to be delivered in 2022/23.

Monmouth coach stop: No further work

Monmouth Park and Ride:** No further work.

Chepstow Park and Ride:** No further work.

Monmouth bus station improvement: Shelter upgrades will be delivered later in 2022.

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 have been 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.

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 Monmouthshire County Council signed up to the Charter on the 15th September 2021 confirming its commitment to deliver and maintain high quality places that enhance the health and well-being of residents and future generations.

Indicator	Target <i>(Previous AMR Performance)</i>	Trigger for Further Investigation	Performance 1 April 2021 – 31 March 2022
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	Refer to analysis (4) below

potential for significant impact on buildings of historic / archaeological interest, scheduled ancient monuments and conservation areas		the historic environment	
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> <i>(2020-21: none)</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:

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

No Listed Buildings were delisted over the monitoring period and there was one new listing at Luburnum Cottage Abergavenny taking the total number across Monmouthshire back up to 2,149. 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.

The indicator has therefore been satisfied as there has not been a net loss 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 4 listed buildings. Nevertheless, this is not considered to be significant and the Heritage Team has not raised concerns in relation to these losses. There have also been new listings 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. The Members of Planning Committee design tour in March 2022 considered 6 applications that were approved under the LDP. The sites all related to residential schemes: Two strategic sites allocated in the LDP: 250 dwellings at Deri Farm Abergavenny; and 345 dwellings at former Fairfield Mabey, Chepstow; an allocated 60/40 Main Village site at Dingestow; and an allocated site Cwrt Burrium in the Rural Secondary Settlement of Usk. Two windfall residential sites were also visited at: former Sudbrook Shipyard, Sudbrook, and land at Walnut Tree Cottage Llangybi, which had gained consent/constructed in recent years.

Members reacted positively to the majority of the residential developments and had no major concerns. They were pleased with the benefits of the comprehensive Green Infrastructure (GI) that was beginning to take place in the Deri Farm site – which is one of the Council's first major housing sites to fully embrace the GI policy. This site was able to demonstrate to Members the benefits of the GI policy and its associated detailed SPG, which guides the delivery, implementation and management of GI within residential development schemes.

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

The '60/40' affordable housing site at Dingestow was received well, where the build quality and evidence of renewable energy measures for the affordable units was praised. The surrounding landscaping and well-chosen boundary enclosures in the open street scenes, such as transparent railings with green landscaping helped create a pleasant environment for those living within the housing and surrounding vicinities.

Although disappointment that the LDP allocation of 20 units (and 7 affordable homes) at Cwrt Burrium Usk could not be achieved due to flood risk constraint, the seven houses (2 affordable) constructed were considered visually pleasing with high quality materials. While these were commented upon as large properties they were considered to be in-keeping with the surrounding built context and the 2 affordable units were considered high quality and not differing from the market dwellings in material quality.

Members were less impressed with the design of elements of the residential scheme at Llangybi where, in particular, the garages for the market housing units were considered to be poorly sited and over large, given the size of each plot.

The houses at Sudbrook Shipyard generated mixed views, with some concerns in relation to the proximity and outlook of some of the properties onto the large existing electricity sub-station. However, the energy efficient design, including solar panels on market houses was commended.

The design tour has demonstrated that there are currently some very good examples being developed that demonstrate innovative and energy efficient residential development that provide a sense of place, and that the Council's GI SPG vision and its current implementation within sites is beginning to take shape and enhance the landscaping and setting of developments.

The Council will continue to monitor the design and materials of new development to determine the effectiveness of the policy framework relating to design.

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

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

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

The trigger has not been initiated and it is considered the current the LDP policies that protect the historic environment are functioning effectively. The Council will continue to monitor the number of listed buildings and historic sites to determine the effectiveness of the policy framework relating to this issue.

Recommendation

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

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

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

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

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

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

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

6 Sustainability Appraisal Monitoring Framework

- 6.1 The Sustainability Appraisal monitoring expands the assessment of the performance of the LDP against the Sustainability Appraisal (SA) Monitoring Objectives. The data collated includes a mix of qualitative and quantitative data with a commentary in the latter column to describe the progress and provide a recommendation. Not all of the indicators originally listed in the SA monitoring framework are included, information is only provided for those indicators where data is available.
- 6.2 There is an overlap with some LDP indicators, these indicators are marked in bold and coloured green for clarity. This is intended to provide an indication of how the LDP monitoring and SA monitoring are interlinked. A brief commentary is provided although reference should be made to Section 5 LDP Policy Analysis for additional information.
- 6.3 There are a number of SA indicators where information is not published annually, for example those based on the Census. The purpose of the monitoring framework is to review changes on an annual basis, as a consequence these are not necessarily going to be useful moving forward in terms of future monitoring. They have been retained in order to provide a baseline, and while work has been undertaken to try to find alternative sources of information, none appear to be available.
- 6.4 The traffic light rating system used for the LDP Monitoring Indicators has not been taken forward for use with the SA Monitoring. Many of the SA objectives are aspirational. In addition, the LDP alone would not be the only factor that would need to be considered in achieving their aims. The SA Monitoring does not include targets as such, unlike the LDP monitoring, it would therefore prove difficult to interpret the commentary into a traffic light rating. The symbols associated with certain indicators identify the desired direction for change. The symbols refer to; (+) increase or more; (-) decrease, less or none and (nc) no change. As this relates to the eighth SA monitoring period since the adoption of the LDP, it is compared to the previous seven 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	1. Average travel to work distance (-) 2. Proportion of people travelling to work by public transport, walking or cycling (+) 3. Proportion of the workforce who remain in their own area for work, according to travel to work statistics (+) 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.	1. 21.9km** 2. 16.7%** 3. 61.2%***** 4. Main Towns: 43.5%, Severnside: 46%, RSS: 5.3%, Rural General: 5.2% 5. 0%	<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. Whilst the 2021 Census has now taken place, data in relation to travel to work has yet to be released. A meaningful comparison will be made at the time of the next AMR, when travel to work data from the 2021 Census has been released.</p> <p>3. The Welsh Government travel to work statistics identify 61.2% of the Monmouthshire workforce remaining in their own area for work. This figure has increased by 4.3% since the previous AMR. However, these figures should not be given too much weight as the data is based on a small sample survey and should therefore be treated with caution.</p> <p>4. The Main Towns provided the largest proportion of dwelling completions over the monitoring period equating to 43.5% (157) of the overall figure (361). The Severnside Settlements accounted for a total of 46% (166) of completions, an increase compared with the previous monitoring period (32.7%). The Rural Secondary Settlements accounted for 5.3% (19) of completions and the Rural General area, which incorporates figures from the Main Villages, accounted for 5.2% (19). The Policy Analysis in Section 5 relating to the Spatial Strategy provides full analysis of this indicator.</p>

Headline	Objective	SA Indicators	Data	Commentary
		5. Percentage of major* new development within 10 minute walk from a frequent and regular bus service (+)(includes residential, employment, retail and leisure permissions only)'		<p>5. 0 major residential schemes approved over the monitoring period. This reflects 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. The decrease in planning permissions also reflects the restriction due to phosphates which is considered to be a contributing factor.</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. 35</p> <p>3. 326</p> <p>4. -89 units</p> <p>5. -1,500 at end of 10 years of monitoring recorded in the 2020/21 AMR. A further 361 completions recorded during the 2021/22 monitoring period.</p> <p>6. 0</p>	<p>1. The Local Housing Market Assessment (LHMA) 2020-2025 uses a methodology prescribed by Welsh Government to calculate housing need which is different to that used to provide evidence for the LDP. The results, therefore, are not directly comparable. The 468 figure should not be taken as a target for the delivery of affordable housing as new build homes are not the only supply of affordable homes in Monmouthshire. Acquisitions of existing properties offer a reliable source of increasing the provision affordable homes. In addition, the Council is working with private landlords to increase the supply of private rented homes and to bring empty homes back into use. Other initiatives include the government's Help to Buy scheme. The social rent need identified in the LHMA is 319.61 per year, Low Cost Home Ownership is 115.20 per year and Intermediate Rent is 33 per year. Low cost homeownership need will be addressed through a variety of mechanisms including S106 contributions on new build housing schemes negotiated by the Council as well as LCHO resales. As stated above this figure should not be taken as an annual target, it does however provide an indication of current projected need for affordable</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>7. 0 dwellings permitted, 229 completed</p> <p>8. 0</p> <p>9. See table in commentary section</p>	<p>housing within the County and sets a benchmark the Council can work towards.</p> <p>2 – 3. There were 35 affordable home completions and 326 market dwelling completions over the monitoring period.</p> <p>4 - 5 Changes to monitoring of housing delivery were announced by the Welsh Assembly Government in March 2020. 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 2019-20 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 2021-2022 this figure was -89 dwellings (-19.8%) if compared against the LDP requirement of 450 dwellings per year. The second of these indicators measures the total cumulative completions monitored against the cumulative requirement (Cumulative AAR). Ten years' worth of housing completions was recorded in 2020-21 AMR period delivering a shortfall of -1,500 units against the Plan requirement of 4,500 units. A further 361 dwellings were completed in the current monitoring period. The Policy Analysis in Section 5 relating to the Housing Provision provides a full analysis of the new indicators.</p>

Headline	Objective	SA Indicators	Data	Commentary
				<p>6. 0 residential schemes approved over the monitoring period on allocated housing sites. This reflects that the majority of allocated sites already having planning permission and the LDP reaching the latter stages of the Plan period.</p> <p>7. There has been an increase in the number of completions on strategic sites over the monitoring period (229 completions 2021-2022) compared to the previous AMR (183 completions 2020 – 2021). The majority of strategic site completions (88) relate to the SAH3 Fairfield Mabey site. Other completions were as follows; SAH1 Deri Farm (51), SAH5 Rockfield Farm, Undy (49) and SAH7 Sudbrook Paper Mill (41),</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 361 dwelling completions in comparison with the settlement hierarchy set out in Policy S2. The Policy Analysis in Section 5 relating to the Spatial Strategy provides a full analysis of this indicator.</p>

Headline	Objective	SA Indicators	Data	Commentary			
					2021 – 2022	Target	
				Main Towns	43.5%	41%	
				Severnside	46%	33%	
				Rural Secondary	5.3%	10%	
				Rural General	5.2%	16%	
				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	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 and excludes any outline applications or applications awaiting the signing of S106 agreements. This is consistent with the previous monitoring period but a substantial decrease on the 2019/20 monitoring period (12.7ha).			
				Continue to monitor SA objective.			
Community	To support and promote the distinctive character of local communities and community cohesion	1. Number of community and recreation facilities granted planning permission (+) 2. Amount of community and recreation facilities lost to other uses. 3. Amount of public open space / playing	1. 13 2. 1 3. 0ha	1. Thirteen planning applications were granted planning permission for community and recreation uses over the monitoring period. Eight of the applications related to community uses and five to recreation. Permissions for community uses included a new pre-school educational facility at Whitecastle, Monmouth; an extension to Usk Primary School; a change of use from A3 to nursery at Unit 103, Wales One, Magor; a change of use from C3 to a children's care home at Dobson's Farm, Abergavenny; a change of use from dwelling to dentist, Lidstone, Abergavenny; a carpark extension to Caldicot Castle Country Park; and a new green bin store in Chepstow High Street. Permissions for recreational uses included a change of use from B8 to Café at Goytre;			

Headline	Objective	SA Indicators	Data	Commentary
		fields lost to development which is not allocated in the development plan		<p>new 100 and 50 seater stands at Chepstow AFC; enhancements to Chepstow Athletic club, Abergavenny Cricket Club and Linda Vista Gardens, Abergavenny. This represents an increase in the number of community / recreation facilities granted (2018-2019; 8, 2019-2020; 12, 2020-2021; 3) and therefore meets the desired direction of change. For further detail refer to the Policy Analysis in Section 5 relating to Community and Recreation Facilities.</p> <p>2. There has been a loss of one community facility over the period monitored. The loss was in relation to the conversion of Kingdom Hall in Raglan a dis-used meeting hall which was granted permission for conversion to residential use. 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. 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.</p> <p>Continue to monitor SA objective.</p>
Biodiversity	Protect, value, manage and enhance healthy	1. Developments permitted that cause harm to the overall	1. 1 application 2. 0	1. There was one application granted over the monitoring period that will cause harm to the overall Nature Conservation value of locally designated sites, in relation to Springfield SINC. The application was

Headline	Objective	SA Indicators	Data	Commentary
	functioning ecosystems, habitats and natural species diversity, valuing nature conservation interests wherever they are found	<p>Nature Conservation value of locally designated sites (-)</p> <p>2. Number of new developments delivering habitat 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 data available for the 2021-2022 monitoring period.</p> <p>4. 1</p>	<p>justified on the basis that the ecological appraisal submitted as part of the application indicated that the remainder of the SINC grassland at the site will be sensitively managed and it is proposed to plant 21 new trees on the site. 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. 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.</p> <p>3. No data available for the monitoring period. 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 related to a permission for a garden room extension at Pond Cottage, Mynyddbach. 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>

Headline	Objective	SA Indicators	Data	Commentary
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. No data available for the 2021-2022 monitoring period.	1. No data available for the 2021-2022 monitoring period. This indicator will continue to be monitored closely in the next AMR. Continue to monitor SA objective.
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 2021-2022 monitoring period) 3. Sample of planning applications granted for developments with	1. 5 2. 1 3. 6	1. Five applications were approved for on-site renewable energy generation during the monitoring period. These schemes included; 2 solar car ports at Chepstow Comprehensive School and the Wales One site in Magor; a solar panel array at Devauden; solar panels and heat pumps for the 15 dwellings at the allocated site (SAH11(ii)) at Well Lane, Devauden; and the installation of a heat pump at 17 Willow Drive, Monmouth. This compares to a total of one scheme in the previous AMR. For further detail refer to the Policy Analysis in Section 5 on Efficient Resource Use and Flood Risk. 2. One additional scheme incorporating on-site renewable energy generation has been recorded as completed within the current monitoring period. This related to the installation of roof mounted solar panels on at the newly built affordable homes at Dingestow. 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.

Headline	Objective	SA Indicators	Data	Commentary
		the potential for significant design / environmental implications.		<p>3. The Planning Committee design tour on the 9th March 2022 considered 6 applications that were approved under the LDP. The sites all related to residential schemes: Two strategic sites allocated in the LDP: 250 dwellings at Deri Farm Abergavenny; and 345 dwellings at former Fairfield Mabey, Chepstow; an allocated 60/40 Main Village site at Dingestow; and an allocated site in the Rural Secondary Settlement of Usk. Two windfall residential sites were also visited at: former Sudbrook Shipyard, Sudbrook, and land at Walnut Tree Cottage Llangybi, which had gained consent/constructed in recent years. Refer to the Place Making and Design Policy Analysis in Section 5 for further details.</p> <p>Continue to monitor SA objective.</p>
Historic heritage	Understand, value, protect and restore, where necessary, the historic cultural heritage of the area, including features of the built and semi-natural environment	<p>1. Number of listed building and historic sites (-)</p> <p>2. Sample of planning applications granted for developments with the potential for significant impact on buildings of historic / archaeological interest, scheduled ancient monuments and conservation areas</p>	<p>1. Listed Buildings: 2149, Scheduled Ancient Monuments: 164, Historic Parks & Gardens: 45, Archaeological Sensitive Areas: 10 and Landscapes of Historic Importance: 3</p>	<p>1. There was a marginal increase (+1) in the number of listed buildings since the previous monitoring period. There were no changes in relation to Scheduled Ancient Monuments, Historic Parks and Gardens, Archaeologically Sensitive Areas or Landscapes of Outstanding Historic Interest over the monitoring period.</p> <p>2. The Planning Committee design tour on the 9th March 2022 considered 6 applications that were approved under the LDP. The sites all related to residential schemes: Two strategic sites allocated in the LDP: 250 dwellings at Deri Farm Abergavenny; and 345 dwellings at former Fairfield Mabey, Chepstow; an allocated 60/40 Main Village site at Dingestow; and an allocated site in the Rural Secondary Settlement of Usk. Two windfall residential sites were also visited at: former Sudbrook Shipyard, Sudbrook, and land at Walnut Tree Cottage Llangybi, which had gained consent/constructed in recent</p>

Headline	Objective	SA Indicators	Data	Commentary
		<p>adversely affected by development.</p> <p>3. Number of conservation areas with an up-to-date character appraisal</p>	<p>2. 6</p> <p>3. 19 up to date Conservation Area character appraisals.</p>	<p>years. Refer to the Place Making and Design Policy Analysis in Section 5 for further details.</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 transport, walking or cycling (+)</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 in 2021. For the fifth year running there was no exceedance in Usk. 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 is 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. Whilst the 2021 Census has now taken place, data in relation to travel to work has yet to be released. A meaningful comparison will be made at the time of the next AMR, when travel to work data from the 2021 Census has been released.</p> <p>Continue to monitor SA objective.</p>
Water quality	To maintain and improve the quality of ground,	1. % of rivers reaching 'good' water quality status (+)	<p>1. 25%***</p> <p>2. 0</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

Headline	Objective	SA Indicators	Data	Commentary
	surface and coastal waters	2. Proportion of allocated sites and all other developments of over 10 dwellings/1ha that incorporate SUDS (+)		<p>status'. In the latest (interim) Water Watch Wales Cycle 3 (2021), 25% of rivers in Monmouthshire achieve Good status.</p> <p>2. 0 major residential schemes incorporating SUDS approved over the monitoring period. This reflects 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. The decrease in planning permissions also reflects the restrictions due to phosphates which are considered to be a contributing factor.</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	1. Proportion of groundwater bodies reaching 'good' quantity status (+)	1. 100%***	<p>1. Monmouthshire sits within three groundwater bodies, the Usk Devonian Old Red Sandstone (ORS), Wye Secondary Devonian ORS and Usk and Wye southern Carboniferous Limestone. All three groundwater bodies had good status for quantity as per the Water Watch Wales for the Cycle 3 (2021) data.</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</p>	<p>1. 0</p> <p>2. 0</p> <p>3. 2***</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. 0 major residential schemes approved over the monitoring period. This reflects 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.</p>

Headline	Objective	SA Indicators	Data	Commentary
		<p>over 10 dwellings/1ha that incorporate SUDS (+)</p> <p>3. Instances where rivers experienced summer low flow (-)</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 2021 to 31st March 2022. 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 38 days and at the River Usk monitoring station for 8 days. There were 2 periods when flows in the River Wye fell below the Q95, from 20.07.21 for 8 days to 27.07.21 and from 29.08.21 for 30 days to 27.09.21. In the previous AMR (2020-2021) the same monitoring stations recorded flows below the Q95, however at a considerably lower rate of 17 and 2 days respectively.</p> <p>Continue to monitor SA objective.</p>
Minerals and waste	To ensure that primary materials and minerals are managed in a sustainable way, by safeguarding mineral areas, encouraging re-use and recycling	<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</p>	<p>1. 0</p> <p>2. 62%****</p> <p>3. 0ha permitted</p> <p>4. 0</p>	<p>1. There were no permissions 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 2020 – 2021 period which suggests 62% of Monmouthshire's total household waste was recycled or composted (based on municipal waste collected/generated as per the indicator). This has decreased since the previous AMR which indicated</p>

Headline	Objective	SA Indicators	Data	Commentary
	and avoiding final disposal of resources	<p>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>64.6% 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>
Land/soil	To use land efficiently by prioritising development on previously developed land where possible, and using existing land efficiently by tackling	1. Proportion of development permitted on greenfield land as a percentage of all development excluding householder, conversions and agricultural buildings (nc or -)	<p>1. 68.2%</p> <p>2. 7.5ha</p> <p>3. 0dpha</p> <p>4. 0ha</p>	1. A total of 11.0ha of development was permitted over the monitoring period, 7.5ha of which was located on greenfield sites. This equated to 68.2% 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 (2020-2021; 15.052ha (71.7%) 2019-2020; 19.79ha (79%) ,2018-2019; 25.27ha (87.1%), 2017-2018; 32.12ha (59.8%).

Headline	Objective	SA Indicators	Data	Commentary
	contamination and protecting higher grade agricultural soil	<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>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 26 permissions were granted on greenfield land not allocated for development in the LDP, totalling 7.5 hectares. This is a decrease on the last AMR (11.7ha) and is the 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, 2020-2021; 11.7ha). For further detail refer to the Landscape, Green Infrastructure and Natural Environment Policy Analysis in Section 5.</p> <p>3. 0 residential schemes approved of more than 10 dwellings over the monitoring period for residential schemes.</p> <p>4. None of the major applications permitted over the monitoring period resulted in the loss of any agricultural land at Grade 3a and above.</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.	<p>1. Number of new developments completed that incorporate on-site renewable energy generation. (i.e. permissions following LDP adoption that have</p>	1. 1	<p>1. One additional scheme incorporating on-site renewable energy generation has been recorded as completed within the current monitoring period. This related to the installation of roof mounted solar panels on at the newly built affordable homes at Dingestow. 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>

Headline	Objective	SA Indicators	Data	Commentary
		been completed over the 2021-2022 monitoring period)		Continue to monitor SA objective.
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 3. Proportion of resident workforce working in Monmouthshire (+) 4. Average travel to work distance (-) 5. Percentage of vacant units within CSA of each town and local centre	1. Supply 40.16ha, Take-up 0.0545ha 2. 0.03ha 3. 61.3%***** 4. 21.9km** 5. Abergavenny: 3.6%, Caldicot:6.1%, Chepstow: 11.2%, Monmouth: 15.5%, Magor: 0%, Raglan: 9.1%, Usk: 8.5%	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 0.055ha over the monitoring period. The take-up ¹¹ is lower than the last AMR (0.3803ha) and represents the lowest take up over the Adopted LDP period. For further information refer to the Economy and Enterprise Policy Analysis in Section 5. 2. One application was 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 0.03ha. For further information refer to the Economy and Enterprise Policy Analysis in Section 5. 3. The Welsh Government travel to work statistics identify 61.3% of the Monmouthshire workforce remaining in their own area for work. This figure has increased by 4.4% since the previous AMR. However, these figures should not be given too much weight as the data is based on a small sample survey and should therefore be treated with caution. 4. The average travel to work distance was 21.9km at the time of the 2011 Census. Whilst the 2021 Census has now taken place, data in relation to travel to work has yet to be released. A meaningful

¹¹ 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>comparison will be made at the time of the next AMR, when travel to work data from the 2021 Census has been released.</p> <p>5. Vacancy rates recorded in the Central Shopping Areas (CSA) for all of the County’s towns and local centres all decreased or remained the same with the exception of Monmouth (15.5%) which saw a marginal increase. The other vacancy rates include Abergavenny (3.6%), Caldicot (6.1%), Chepstow (11.2%), Magor (0%), Raglan (9.1%) and Usk (8.5%). The decrease reflects that centres in Monmouthshire have recovered reasonably well from the impacts of the pandemic. Vacancy rates recorded in all the County’s Central Shopping Areas (CSA) with the exception of Monmouth were below the GB High Street vacancy rate (14.5% June 2021, Local Data Company).</p> <p>Continue to monitor SA objective.</p>																				
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>1. See table in commentary section</p> <p>2. Main Towns: 0.30ha, Severnside: 1.69ha, RSS: 0.05ha, Rural General: 1.55ha</p> <p>3. See table in commentary section.</p> <p>4. 61.2%*****</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></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
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Headline	Objective	SA Indicators	Data	Commentary																																					
		4. Proportion of resident workforce working in Monmouthshire (+) 5. Number of people in-commuting to Monmouthshire 6. Number of people out-commuting from Monmouthshire 7. Tourism expenditure (+) 8. Number of rural diversification/enterprise schemes approved 9. Number of tourism schemes approved 10. Number of tourism facilities lost through development, change of use or demolition	5. 14,300***** 6. 17,100***** 7. £182.79 Million ***** 8. 7 9. 17 10. 1	<table><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>	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	<p>2. The Severnside area accounted for the majority of permissions relating to employment over the monitoring period equating to 1.69ha. The Rural General settlements followed with 1.55ha and then the Main Towns with 0.30ha. The Rural Secondary Settlements accounted for 0.05ha. 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>
SAE1e	Ross Road, Abergavenny	B1/B2	1.5																																						
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				<table><tr><th>Sector</th><th>Size(ha)</th></tr><tr><td>Manufacturing</td><td>1.48ha</td></tr><tr><td>Wholesale & retail trade; repair of motor vehicles and motor cycles</td><td>0.42ha</td></tr><tr><td>Transport & storage; information and communication</td><td>0.87ha</td></tr><tr><td>Real estate activities; Professional, scientific and technical activities; Administrative and support service activities</td><td>0.49ha</td></tr><tr><td>Agriculture, forestry & fishing</td><td>0.14ha</td></tr><tr><td>Construction</td><td>0.2ha</td></tr></table> <p>4. The Welsh Government travel to work statistics identify 61.3% of the Monmouthshire workforce remaining in their own area for work. This figure has increased by 4.4% since the previous AMR. However, these figures should not be given too much weight as the data is based on a small sample survey and should therefore be treated with caution.</p> <p>5 – 6. The 2021 Welsh Government Commuting Statistics identified a total of 14,300 commuting into Monmouthshire and 17,100 out of Monmouthshire. The level of in-commuting has decreased significantly since the previous monitoring period (2020 – 2021: 19,000) with the level of out-commuting decreasing (2020 – 2021: 19,600), 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</p>	Sector	Size(ha)	Manufacturing	1.48ha	Wholesale & retail trade; repair of motor vehicles and motor cycles	0.42ha	Transport & storage; information and communication	0.87ha	Real estate activities; Professional, scientific and technical activities; Administrative and support service activities	0.49ha	Agriculture, forestry & fishing	0.14ha	Construction	0.2ha
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Headline	Objective	SA Indicators	Data	Commentary
				<p>Enterprise Policy Analysis in Section 5 provides a further breakdown of this information.</p> <p>7.The Monmouthshire STEAM report (2021) identified the total annual tourism expenditure as £182.79 Million over the 2021 period. This compared to £81.16 Million over the 2020 period, equating to a 122.2% increase. This is a significant increase since the previous period and reflects the recovery since the impact of the Covid-19 pandemic on the tourism and hospitality industries.</p> <p>8. A total of 7 applications relating to rural diversification/enterprise were approved during the monitoring period. 2 of the applications were approved as rural enterprise schemes and 5 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 17 tourism schemes were approved over the monitoring period all of which were tourist accommodation facilities. These included 10 conversions to holiday lets, and 7 new glamping accommodation sites.</p> <p>One planning application was approved which involved the loss of tourism facilities over the monitoring period. This related to the demolition of a holiday let and erection of a domestic garage in its place at Court Windermere, Bettws Newydd. The application was 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>

Headline	Objective	SA Indicators	Data	Commentary
				Continue to monitor SA objective.

*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

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**** Welsh Government Stats Wales

*****Welsh Government Commuting Statistics (2021)

*****Monmouthshire STEAM Report (2021)

***** 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 Conclusion and Recommendations

- 7.1 This is the eighth AMR to be prepared since the adoption of the Monmouthshire LDP. As the LDP has been operational for eight years, trends have emerged through the monitoring process as to which policies are performing as intended and which are not. The AMR indicates that good progress is being made in delivering many of the Plan's policies with identified targets being met and that the LDP strategy remains sound. However, the AMR also indicates that there continues to be certain elements of the Plan which are not progressing as intended.
- 7.2 Section 5 provides a detailed assessment of how the Plan's strategic policies, and associated supporting policies, are performing against the identified key monitoring targets and outcomes and whether the LDP strategy and objectives are being delivered. This has enabled the Council to make an informed judgement of the Plan's progress in delivering the targets/monitoring outcomes and policies during this monitoring period. The table below provides a visual overview of the effectiveness of the Plan's policies during the current monitoring period based on the traffic light rating used in the assessment.
- 7.3 Overall, the plan is working effectively with the majority of the monitoring targets being achieved, a slight increase to 57 from last year's 54 green rating. There has been a slight decrease in the number of indicators that have not achieved the target this year, but there is an appropriate justification, and no concerns are raised (26 compared to last year's 29). 'Red' ratings recorded during the current monitoring period remained at 3 for the second consecutive year. Further commentary is provided below.

Targets / monitoring outcomes* are being achieved	57
Targets / monitoring outcomes* are not currently being achieved but there are no concerns over the implementation of the policy	26
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	7

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

Key Findings

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

Strategy and Housing

- Six of the seven LDP allocated strategic housing sites have planning permission, of which four are under construction (Deri Farm, Abergavenny; Fairfield Mabey, Chepstow; Rockfield Farm, Undy; and Sudbrook Paper Mill). One site is partially complete (Wonastow Road, Monmouth), with the remaining phase at Drewen Farm awaiting a phosphate solution before it can be progressed. Permission was granted on the seventh at SAH6 Vinegar Hill, Undy in June 2022 and will therefore be recorded as a permission during the next monitoring period.
- Progress continues to be made towards the implementation of the LDP allocations, with 65% of completions coming forward on allocated sites (236 units). Large windfall sites accounted for 22% of completions (80 units) and small sites accounted for the remaining 13% (45 units).

Economy and Enterprise

- The County has a total of 40.16 hectares of employment land available, indicating that sufficient employment land is maintained to meet the identified take up rate. Work on the RLDP is exploring why the remaining employment sites have not yet come forward, and will consider whether or not they should be de-allocated or if alternative interventions would secure their delivery.
- One planning application was approved on an allocated SAE1 site at Beaufort Park in Chepstow relating to a change of use from a retail warehouse to B1 light industrial including the expansion of the unit to include a mezzanine floor.
- There has been progress in terms of employment permissions within the County, with a further 19 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.
- Seven planning applications were approved for rural diversification or enterprise schemes. Some related to B use class uses such as small starter B2/B8 units also contributing to the point above and others were for rural enterprises such as a new dog exercise business at Llanellen and the expansion of an aviation business at The Byre, Abergavenny.
- The Council approved proposals for 17 tourism related applications, relating to 10 holiday lets proposals and seven 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

- Four Central Shopping Areas have seen a fall in vacancy rates, Abergavenny, Caldicot, Chepstow and Usk and two centres saw no change, Raglan and Magor, with Magor having no vacant units for the second consecutive year.
- The proportion of A1 retail uses within the towns' Primary Shopping Frontages generally accord with the thresholds identified in the Primary Shopping Frontages SPG.
- Thirteen planning applications were approved for community and recreation uses during the monitoring period. These involved an extension to Usk Primary School, change of use from a dwelling to a dentist, new green bin store in Chepstow High Street, a new 100 and 50 seated stands at Chepstow Town AFC and enhancements to Chepstow Athletic Club, Abergavenny Cricket Club and Linda Vista Gardens, Abergavenny. Also of note, although not a gain, the enhancement to the existing burial facility at Usk Natural Burial Ground.

Environment

- A total of 11ha of development was permitted over the monitoring period, of which 3.5ha was located on brownfield sites. This equates to 31.8% of all development (excluding householder, conversions and agricultural buildings) and is an increase on last year's figure of 28.3%. 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.
- No applications have been granted planning permission contrary to TAN15 requirements in either Zone C1 or C2 floodplain over the monitoring period.
- Five applications have been approved incorporating on-site renewable energy. These include two solar car ports at Chepstow Comprehensive School and Innovation House, Wale 1, Magor and solar panels and air source heat pumps for the 15 new houses (SAH11(ii)) at Well Lane, Devauden. 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

- 361 dwellings were built during the monitoring period (326 general market and 35 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 second half of the plan monitoring period have been significantly higher than those achieved during the first half of the plan monitoring period (1,529 completions 2018-2022 compared to 956 completions 2014-2018).
- Completions are 19.8% below (-89 units) the Average Annual Requirement (AAR) of 450 dwellings per annum. This is, however, an improvement on the early years of the Plan period with housing completions in the most recent monitoring periods being 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.
- Dwelling permissions during 2021/22 were lower than recorded in any of the previous monitoring periods at 39 dwellings, all of which were general market. This decrease is due to a combination of factors including the majority of LDP allocated sites already having planning permission with the LDP having reached the end of the Plan period, hence the importance of progressing the RLDP at pace. In addition, the introduction of the measures in January 2021 to control phosphate levels in the River Usk and River Wye Catchment areas, which cover a large proportion of the County, has impacted on our ability to grant planning permissions in a significant proportion of the County. Officers and Cabinet Members are working hard to secure a solution to this challenge.
- The number of dwellings permitted in the main towns is significantly lower than previous monitoring periods and is the lowest recorded since the adoption of the LDP, accounting for 23.1% of residential permissions. Again, this reflects LDP Strategic Sites already having planning permissions and the impact of the phosphate restrictions on development.
- Progress continues towards the implementation of the Plan's spatial strategy with 43.5% (157 dwellings) of recorded completions delivered in the County's main towns. However, Monmouth accounted for only 2% with 3 completions while Chepstow accounted for 61% (96 units) and Abergavenny accounted for 37% (58 units). These are largely attributable to the SAH3 - Fairfield Mabey, Chepstow and SAH1 – Deri Farm, Abergavenny allocations which have planning permission and are under construction. 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.

- While there have been no planning permissions triggering the delivery of on-site affordable housing during the monitoring period, some progress has been on the delivery of two Main Village Allocations. Nine affordable dwellings are under construction at SAH11(ii) Well Lane, Devauden and four affordable dwellings at SAH11(ix)(a) Land rear of Carpenters Arms, Llanishen.

Economy and Enterprise

- One planning application was approved relating to the loss of B use class on an allocated (SAE1) or protected (SAE2) employment site. This however, involved 0.03ha of land relating to the change of use of approximately 176.5 sqm of existing 353sqm of B2 use class to A1 use class to provide a small tap room and seating area in a microbrewery in a unit on SAE2p – Severn Bridge, Caldicot.
- One application was permitted during the monitoring period relating to the loss of tourism facilities. This related to the demolition of a holiday let and erection of a domestic garage at Court Windermere, Bettws Newydd. The loss is however, considered to be justified within the context and requirements of the LDP policy framework.

Retail and Community Facilities

- A marginal decline down from 73% to 72% in A1 retail uses in Abergavenny Primary Shop Frontage and a decline down from 80% to 76% in Chepstow Primary Shop Frontage. However, overall, the towns' primary shop frontages are functioning well.
- Two applications were permitted for new A1 food and non-bulky retail developments in the County's town/local centres during the period monitored. However, three applications (65% of new retail uses) were permitted outside of the centres. Of those permitted outside existing centres, one related to an extension to an existing retail unit at Usk Garden Centre, the second related to a new convenience store on the old Magor Motors site in Magor and the third was for a small-scale tap room and seating area to sample and sell the beer made on the site at Severn Bridge Industrial Estate. On balance, it was considered both met relevant local and national retail planning policy and guidance.
- One community facility has been granted permission to an alternative use during the monitoring period, relating to the change of use of Kingdom Hall, Raglan from a dis-used meeting hall to residential. However, the loss is justified within the context and requirements of the LDP policy framework.

Environment

- Approximately 7.5ha 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 and is reflective of the limited brownfield opportunities in the County.

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

Strategy and Housing

- Housing delivery records covering the 10-year plan period 2011 - 2021 set out that the Plan had delivered a shortfall of 1,500 homes (33.3%) when compared to the 10-year Plan requirement of 4,500 dwellings. However, in more recent AMRs the % under delivery has steadily declined as the strategic sites have come forward. This shortfall is largely attributable to the lead in period of the strategic housing sites, many of which continue to deliver homes now which contributes to the RLDP housing delivery: it is worth noting that 1,263 homes have planning permission and due to be built in the near future¹². The impacts of phosphates restrictions is also now affecting site commencements and therefore completions. During this monitoring period, 361 dwellings were completed. Given the importance attached to the supply of housing land, a full review of the LDP commenced in 2017 and culminated with the publication of the Final Review Report in March 2018. The latest position on the RLDP is discussed below in the recommendations section.

Affordable Housing

- 35 affordable homes were completed during the monitoring period accounting for 9.7% of total completions recorded (361). This is well below the LDP target of 96 affordable homes per annum. Housing delivery records covering the 10-year plan period 2011 - 2021 set out that the Plan has delivered 658 affordable homes compared to a target of 960 affordable homes (a shortfall of 302 affordable homes). Proportionately, this shortfall is almost identical to the shortfall in total housing delivery. Furthermore, there were no new planning permissions for 5 or more dwellings during the monitoring period that triggered the delivery of on-site affordable housing. This shortfall is largely attributable to the lead in period of the strategic housing sites, many of which continue to deliver homes now which contributes to the RLDP housing delivery: it is worth noting that there are 280 affordable homes with consent and due to be built in the near future¹³. The impact of phosphates restrictions is also now affecting site commencements and therefore completions. This reduced trend of affordable housing delivery is therefore anticipated to continue in the short-term awaiting progress on the RLDP.

¹² This figure excludes sites in the upper Wye catchment which are unlikely to come forward in the near future until as phosphates solution is identified and implemented.

¹³ This figure excludes sites in the upper Wye catchment which are unlikely to come forward in the near future until as phosphates solution is identified and implemented.

Retail and Community Facilities

- As increased vacancy rates have occurred for three consecutive years in the Monmouth Central Shopping Area, the trigger for this indicator has been met. While Monmouth only saw a marginal increase in vacancy rates from 15.4% to 15.5% in this monitoring period, this is an overall increase from 10.1% in the 2018 monitoring period.

Supplementary Planning Guidance (SPG)

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

Sustainability Appraisal (SA) Monitoring

- 7.9 Section 6 expands the assessment of the performance of the LDP against the Sustainability Appraisal (SA) monitoring objectives. There is an overlap between some of the LDP and SA indicators helping to demonstrate how the LDP monitoring and SA monitoring are interlinked.
- 7.10 Some of the most notable findings specific to the SA during the current monitoring period include:
- The annual objective level of nitrogen dioxide was not exceeded in in 2021/22. For the fifth year running there was no exceedance in Usk.
 - Monmouthshire sits within three groundwater bodies, the Usk Devonian Old Red Sandstone (ORS), Wye Secondary Devonian ORS and Usk and Wye southern Carboniferous Limestone. All three groundwater bodies had good status for quantity as per the Water Watch Wales for the Cycle 3 (2021) data.
 - Water flow levels fell below the summer flow level at two of the three monitoring stations. The River Wye for 38 days and River Usk for 38 days, over two periods. The River Monnow remained above the summer flow level.
 - The latest waste data published for 2020-2021 suggests that 62% of Monmouthshire's total household waste was recycled or composted. This has decreased since the previous AMR which indicated 64.6% 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 (2021) identified the total annual tourism expenditure as £182.79 Million over the 2021 period. This compared to £81.16 Million over the 2020 period, equating to a 122.2% increase. This is a significant increase since the previous period and reflects the recovery since the impact of the Covid-19 pandemic on the tourism and hospitality industries.

Conclusions & Recommendations

- 7.11 Overall, the 2021-22 AMR indicates that good progress continues to be made in implementing many of the Plan's policies and that overall, the strategy remains sound. However, while progress has been made in relation to the Plan's Strategic Housing Sites, cumulative completion rates for the Plan period are lower than the Plan requirement and remain a matter of concern if Monmouthshire's housing needs are to be met. However, this is due to a time-lag in site delivery rather than an issue with the sites not happening at all.
- 7.12 The LDP reached the end of the Plan period at the end of 2021, with 10-years' worth of completions recorded in the previous monitoring period and while all seven strategic housing allocations now have planning permission¹⁴ and will continue to play an important role in housing delivery and completion rates in the short term, the reduction in dwellings permitted during the AMR period is cause for concern. Analysis of anticipated completions, in consultation with the house building industry indicates that completion rates are estimated to remain stable for a couple of years and then forecast to reduce the lower levels (253 units – 2025/26 and 166 units in 2026/27), with only strategic sites and small sites contributing to the forecast in 2026/27. These forecasts do not however, include any contribution from the emerging RLDP which will improve housing land supply as the plan progresses to adoption. In the meantime, however, the time lag between the two plans is an area of concern for its implications on housing delivery in the County.
- 7.13 The number of dwellings approved during the monitoring period has also been lower than any previous monitoring periods and whilst this is partially due to the Strategic Sites having permissions, the restrictions associated with phosphates is considered to be a contributing factor.
- 7.14 Similar concerns are shared with the level of affordable housing secured and completed during the monitoring period. This again is considered to be reflective of a combination of the strategic sites gaining planning permission and being built out and restrictions on development due to phosphates constraints. No new planning permissions were approved during the monitoring period that triggered the delivery of on-site affordable housing. Some progress has, however, been made on a couple of Main Village sites with 9 affordable dwellings under construction at SAH11(ii) Well Lane, Devauden and 4 affordable dwellings at SAH11(ix)(a) Land rear of Carpenters Arms, Llanishen.
- 7.15 As can be seen from the analysis throughout Section 5, the announcement during the last monitoring period regarding phosphate water quality issues in the River Usk and Wye Catchments continues to have implications for the ongoing delivery of

¹⁴ SAH6 Vinegar Hill, Undy gained permission in June 2022 and will therefore be recorded in the next monitoring period. SAH4 Wonastow Road, Monmouth site is partially complete, with the remaining phase at Drewen Farm awaiting a phosphate solution before it can be progressed.

development in the County. The Council is committed to seeking solutions to the phosphate issue and is in proactive discussions with the key organisation, including NRW, Welsh Government, DCWW and the development industry, to seek viable and timely solutions in the affected settlements. Of note, DCWW recently announced an investment programme to seek to address strategic phosphate mitigation to enable development in the future. Nevertheless, the short term implications on the delivery of new homes raises concerns. This situation will be kept under review in collaboration with DCWW, NRW and other stakeholders.

- 7.16 These issues reinforce the need to progress with the RLDP to provide a continued policy framework and mechanism for addressing the County's housing and affordability issues. The Council reached the Preferred Strategy stage of the RLDP process in Summer 2021, with stakeholder consultation in July and August 2021, alongside the second call for candidate sites. Following this, a number of challenges have arisen which have impacted on the progression of the RLDP and require further consideration, namely the Welsh Government objection to the Sustainable and Resilient Communities Preferred Strategy¹⁵ and phosphate water quality issues in the Rivers Wye and Usk.
- 7.17 In light of the aforementioned concerns with housing delivery and associated outcomes, the progression of the RLDP remains a key priority of the Council. On 27th September 2022 Council endorsed the proposal to progress the RLDP with a new growth and spatial strategy. A revised Preferred Strategy will be reported to Council in December 2022 for endorsement to be issued for statutory consultation/engagement in December 2022 - January 2023. This meeting will also seek Council's agreement of the RLDP Revised Delivery Agreement, which will amend the project timetable for Plan preparation, for submission to the Welsh Government for Ministerial approval.
- 7.18 With regard to the consecutive increased vacancy rates in the central shopping area of Monmouth, it is worthy of note that the rise in vacancy rates has been experienced in the primary frontage only, with a decrease in rates across the secondary frontages. This may, in part reflect the continued impact of the Covid-19 pandemic on high streets across the UK, particularly given the loss of some national chains from the town centre, such as Peacocks.
- 7.19 WG guidance¹⁶ published in response to the Covid-19 pandemic recognises that whilst retail development should continue to be focussed in town centres, retail and

¹⁵ Welsh Government's Planning Division raised significant concerns regarding the Strategy's proposed level of growth and 'general conformity' with policies 1 and 33 of the FW2040, suggesting that growth in Monmouthshire would undermine growth in the national growth area of Cardiff, Newport and the Valleys. Welsh Government's letter unusually prescribes a maximum growth of 4,275 dwellings over the Plan period (285 dwellings per annum) which is below the Adopted LDP's annual dwelling requirement of 450 dwellings per annum and Preferred Strategy's consultation dwelling requirement figure of 507 dwellings per annum.

¹⁶ 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

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.

- 7.20 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, many of which have remained in place since the Covid restrictions have been lifted. In addition, the Council through its Regeneration team has submitted a funding bid to secure a share of Central Government's 'Levelling Up Fund' to make improvements to Market Hall and Shire Hall, two key buildings in the town centre as well as improvements to Monnow Street and Blestium Street. A 'Levelling Up Fund' bid was also submitted for the acquisition of 7-43 Newport Road, Caldicot, public realm improvements to Caldicot town centre and refurbishment of Caldicot Wellbeing Centre.
- 7.21 Although, with the exception of Monmouth, high street vacancy rates are stable and below the GB average (14.5% June 2021, Local Data Company), it is recognised that high street vitality plays a key role in the character and attractiveness of our market towns. WG Transforming Towns funding seeks to support town centres, and Monmouthshire has submitted a comprehensive bid for this grant funding. The cost of living and energy costs crises pose additional threats to businesses as costs increase and customer spending decreases. The situation will be continued to be monitored as part of the AMR and the annual retail surveys.
- 7.22 Accordingly, the AMR recommends the following:
1. Continue to progress work on the RLDP and seek Council endorsement to consult on a revised Preferred Strategy at the end of 2022/early 2023.
 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. Continue to work with other Council departments and relevant stakeholders to explore options for increasing affordable housing delivery.

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>

4. Submit the eighth AMR to the Welsh Government by 31 October 2022 in accordance with statutory requirements. Publish the AMR on the Council's website.
5. Continue to monitor the Plan through the preparation of successive AMRs.

Appendix 1 – Timing and Phasing of Sites

Allocations

Settlement Tier / Settlement	Allocated Site Name	Total site capacity	Development Progress		Units beyond the plan period*				
			Total Completions on site	U/C	2022-2023	2023-2024	2024-2025	2025-2026	2026-2027
Main Towns									
Abergavenny	Deri Farm (DC/2014/01360)	250	234	16	0	0	0	0	0
	Coed Glas (DC/2015/01587)	51	51	0	0	0	0	0	0
Chepstow	Fairfield Mabey (DM/2019/00001, DM/2019/01960 (AH) & DM/2019/01961)	373	106	69	22	100	76	0	0
	Wonastow Road (DC/2015/00390 & DC/2015/00392)	340	340	0	0	0	0	0	0
Monmouth	Wonastow Road (remainder of site)	110	0	0	0	0	0	0	0
	Tudor Road Wyesham	35	0	0	0	0	0	0	0
Severnside Settlements									
Portskewett	Crick Road (DM/2019/01041)	269	0	0	0	50	50	50	50

Settlement Tier / Settlement	Allocated Site Name	Total site capacity	Development Progress		Units beyond the plan period*				
Magor Undy	Rockfield Farm (Phase 1)(DM/2018/01606)**	144	106	37	1	0	0	0	0
	Rockfield Farm (remainder of site) (DM/2016/00883(O/L))	122	0	0	0	30	35	35	22
	Land at Vinegar Hill (DM/2019/01937)***	155	0	0	0	50	55	50	0
	Land at Vinegar Hill (remainder of site)	70	0	0	0	0	0	0	0
Sudbrook	Former Paper Mill (DC/2015/01184)	210	165	33	7	5	0	0	0
Rural Secondary Settlements									
Penperlleni	Land South of Usk Road (DC/2013/01001)	40	40	0	0	0	0	0	0
Raglan	Land at Chepstow Road (DM/2018/00769)(O/L)	45	0	0	0	5	30	10	0
Usk	Cwrt Burrium****	7	7	0	0	0	0	0	0
Main Villages									
Cross Ash	Land adj Cross Ash Garage (DM/2017/01335)	6	0	0	0	6	0	0	0
	Land adj Village Hall	10	0	0	0	0	0	0	0
Devauden	Land at Well Lane (DM/2018/01741)	15	0	15	0	0	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

Settlement Tier / Settlement	Allocated Site Name	Total site capacity	Development Progress		Units beyond the plan period*				
Little Mill	Land to the north	15	0	0	0	0	0	0	15
Llanddewi Rhydderch	Land rear Village Hall	5	0	0	0	0	0	0	0
Llanellen	Land to the northwest	15	0	0	0	0	0	0	0
Llanfair Kilgeddin	Land north (DM/2018/02001(O/L))	5	0	0	0	0	5	0	0
Llangybi	Land at Ton Road	10	0	0	0	0	0	0	0
Llanishen	Land rear Carpenters Arms (DM/2019/02053(RM))	8	4	0	0	4	0	0	0
	Church Road	5	0	0	0	0	0	0	0
Mathern	Land to the west	15	0	0	0	0	0	0	0
Penallt	Land southwest (DM/2015/00606)	10	0	0	0	0	10	0	0
Pwllmeyric	Hill Farm	17	0	0	0	0	0	0	0
Shirenewton	Land to east (south of minor road) (DM/2018/02066(O/L))	11	0	0	0	0	0	11	0
Werngifford Pandy	Land adjacent	15	0	0	0	0	0	15	0

* LDP Plan period runs to December 2021 - for consistency with long standing monitoring exercises financial years have been used for the actual and forecast completions.

** 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 Progress		Units beyond the plan period*				
			Total Completions on site	U/C	2022-23	2023-24	2024-25	2025-26	2026-27
Main Towns									
Abergavenny	Ross Road (DC/2007/01679) (DM/2020/1787)	9	0	9	0	0	0	0	0
	Mulberry House (DM/2014/01015)	25	0	7	0	0	0	0	0
	Magistrates Court (DM/2018/00007)	47	47	0	0	0	0	0	0
	17-25 Brecon Road (DM/2018/00156)	24	24	0	0	0	0	0	0
Chepstow	Osborn International (DC/2009/00910)	169	44	0	0	0	0	0	0
Monmouth	Hillcrest Road, Wyesham (DM/2019/02054)	11	0	0	0	11	0	0	0
	Land west Rockfield Road (DM/2017/00539(O/L))	70	0	0	0	0	0	0	0
Severnside Settlements									
Caldicot	Former White Hart Inn (DC/2013/00796)	16	16	0	0	0	0	0	0
	Church Road (DM/2019/01761)	130	44	23	17	43	3	0	0

Settlement Tier / Settlement	Site Name	Total site capacity	Development Progress		Units beyond the plan period*				
Rogiet	Green Farm (DC/2015/01328)	11	0	0	0	0	5	5	0
	Ifton Manor Farm (DC/2015/00095)	14	14	0	0	0	0	0	0
Sudbrook	Old Shipyard (DM/2018/01828)	46	46	0	0	0	0	0	0
Rural Secondary Settlements									
Llanfoist	Land at Grove Farm (DM/2019/00346)	106	6	37	4	59	0	0	0
Rural									
Llanellen	Llanellen Court Farm (DC/2015/00474)	14	0	14	0	0	0	0	0
	Llanellen Court Farm (DC/2015/00983)	14	0	0	0	14	0	0	0

* LDP Plan period runs to December 2021 - for consistency with long standing monitoring periods the completion figure for the full 12-month period 2021-22 have been used.