



Torfaen County Borough Council Local Development Plan (to 2021)

Annual Monitoring Report 2019

October 2019



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1. Introduction

Background

- 1.1 The Torfaen Local Development Plan (LDP) was adopted by Torfaen County Borough Council on 13th December 2013. The LDP sets out the Council's objectives and priorities for the development and use of land within Torfaen and its policies and proposals for implementing them. It provides the land use framework which guides the future use and development of land in the County Borough up to 31st March 2021.
- 1.2 Following adoption of the LDP the Council has a statutory duty under Section 76 of the Planning and Compulsory Purchase Act 2004 to produce an Annual Monitoring Report (AMR) for submission to the Welsh Government by the 31st October each year, which is based on the preceding financial year. The AMR normally has two key roles, firstly to consider whether the LDP Strategy and Policies are being implemented successfully and secondly to consider all the information gathered from the various monitoring indicators to determine whether a full or partial review of the plan is required. However, as a full review of the plan was required to be undertaken 4 years after implementation in 2017, this was carried out and reported to Council on 17th April 2018.
- 1.3 Therefore, the AMR will continue to monitor the effectiveness of delivery of the adopted Plan, the Plan's sustainability credentials and any contextual issues that will influence its implementation.
- 1.4 This is the fifth AMR report, and is based on the period from 1st April 2018 to 31st March 2019 and is required to be submitted to the Welsh Government by the 31st October 2019. The AMR provides an opportunity to identify the progress in the delivery of the LDP policies and allocations and the impact on key social, economic and environmental objectives.
- 1.5 It is noted that as a decision has already been made to review the adopted LDP, the AMR will also feed into the Torfaen Replacement LDP which is currently being prepared, with an anticipated adoption date of December 2021.

Monitoring Requirements

- 1.6 In producing the AMR the Council has had regard LDP Regulation 37 in respect of AMR Requirements. In line with the LDP Regulation 37 the AMR is required to:-
 - identify any policy that is not being implemented and for each policy, outline the reasons why the policy is not being implemented, indicate steps that can be taken to enable the policy to be implemented and identify whether a revision to the plan is required;
 - specify the housing land supply from the Housing Land Availability Report for that year and for the full period since the adoption of the plan; and
 - specify the number of net additional affordable and general market dwellings built in the LPA area for that year, and for the full period since the adoption of the plan.
- 1.7 In assessing the performance of the effectiveness of the LDP the LDP Manual sets out four key questions to be considered in the AMR. These are detailed below:-

- 1. What new issues have occurred in the area or in local/national policy (key recent contextual and national policy changes, future prospects)?*
- 2. How relevant, appropriate and up to date is the LDP Strategy and its key policies and targets?*
- 3. What sites have been developed or delayed in relation to the plan's expectations on location and timing?*
- 4. What has been the effectiveness of delivering policies and in discouraging inappropriate development?*

Format and Content

- 1.8 The purpose of the AMR is to monitor the effectiveness of the Strategy and Policy Framework in the LDP and to consider whether amendments to these are required. The principle function of the whole monitoring process is to identify if and when a revision to the LDP should take place.
- 1.9 The monitoring process for LDP monitoring involves the collation and interpretation of significant datasets. The Council considers that the inclusion of this more detailed information within the AMR would lead to the report being overly long and complex, therefore the report focuses on just the inclusion of the key results.

2. Monitoring Framework - Overview

- 2.1 The AMR will report progress on the LDP Strategy, policies and proposals.

The Monitoring Framework

- 2.2 The Monitoring Framework sets out the mechanism by which the implementation of the LDP Policies and the LDP Strategy will be assessed. However, the LDP Manual advises against assessing every LDP Policy as this would be onerous and cumbersome and would result in a long-winded assessment process.
- 2.3 In monitoring the effectiveness of the LDP it makes sense to monitor what the LDP is seeking to achieve i.e. the LDP Objectives. It is from the Objectives that the LDP Strategy and Policies have been derived. The LDP identifies the Policies, which support each of the 18 LDP Objectives; this information is also contained in the Monitoring Proforma for each LDP Objective as part of this Monitoring Framework.
- 2.4 The 7 Strategic Action Areas (SAA's) (excluding the British SAA) identified in the LDP as land use allocations make up the majority of the provision of residential units, employment land and community facilities to be allocated in the LDP and therefore, the successful implementation of the 7 SAA's will provide the greatest impact in the LDP Strategy. They will provide a reasonable gauge on how the other LDP Policies are performing and whether there are any policies not being implemented e.g. provision of residential dwellings and employment land.
- 2.5 The Monitoring Framework sets out the indicators against which the LDP will be monitored. As outlined above it is intended to monitor the LDP Objectives and the 7 SAA Policies.

Site Monitoring

- 2.6 As part of the AMR an update on the delivery status of all allocated housing/employment sites and other allocations will be submitted. This will highlight what activity has taken place in any given year including preparation of studies/pre app discussions/planning permissions etc. If sites are not being progressed as anticipated, this will be interpreted as a trigger and appropriate action will be taken by the Council as needed.

Core Indicators

- 2.7 LDP Regulation 37 prescribes two core indicators which must be included in the Annual Monitoring Report:-
1. The housing land supply taken from the current Housing Land Availability Study; and
 2. The number of net additional affordable and general market dwellings built in the LPA's area.
- 2.8 The LDP Manual identifies other mandatory indicators which should be included in the Monitoring Frameworks; and these are shown in paragraph 4.10 and Table 4.5 of this AMR. The Council has then identified locally specific indicators relevant to measuring the implementation of the Torfaen LDP alongside these.

3. Contextual Change

- 3.1 This chapter sets out significant contextual changes that have occurred since last year's AMR, as Torfaen does not exist in isolation, and it is important to understand how the implementation of the LDP has and will be influenced by local, regional, national and international factors, many of which are out of the Council's control. Any potential implications for the LDP as a whole are outlined where appropriate. However, as the Council has already decided to review its plan, any actions as a result of relevant contextual changes will also be considered in the current LDP Review.
- 3.2 The following section looks at the factors that may have influence on development in Torfaen CBC or may need considering in the current LDP Review:-
- National Context (Overview, Legislation, Policy & Evidence);
 - Regional Context (Policy & Evidence); and
 - Local Context (Policy & Evidence).

National Context Overview

- 3.3 The UK economic growth is predicted to stay modest at 1.4% in 2019 and 1.3% in 2020. Although there is great uncertainty, as these projections assume that a Brexit deal is agreed leading to an orderly exit from the EU on 31st October 2019; which is now looking increasing unlikely.
- 3.4 Consumer spending continues to drive the economy, but the housing market has cooled and job creation is likely to slow over the next year. Business investment has been on a declining trend as a result of ongoing Brexit-related uncertainty and this is expected to continue until this is resolved (Source: PWC UK Economic Outlook, July 2019).

National Legislation and Policy

- 3.5 Since 1st April 2018, the following relevant policy 'documents', etc. were issued by the Welsh Government:-
- 3.6 The Welsh Government published and consulted on the main issues, options and preferred option for the **National Development Framework (NDF)** (30th April to 23rd July 2018) - The Planning (Wales) Act 2015 allows the Welsh Government to produce an NDF; which will be the national development plan for Wales and replace the current 20 year 'Wales Spatial Plan - People, Places Futures' 2004 / Updated 2008.
- 3.7 The NDF is subject to a 5 year review period, but can be revised at any time. Local planning authorities have a duty to review their SDP and/or LDP as soon as possible following the publication of the NDF to ensure it is in 'general conformity' with it, particularly where new policy or issues have arisen. If the SDP or LDP is not in general conformity it will need to be revised. It is expected that the LDP and SDP Inspectors will consider if the Deposit SDP or LDP is in conformity with the adopted NDF or SDP during the Examination.

- 3.8 The final NDF is expected to be published in September 2020; at which time it will become a relevant 'development plan' in accordance with Sections 38(4a) & (6) of the Planning & Compulsory Purchase Act 2004.
- 3.9 The NDF Preferred Option is called "Sustainable Places" upon which the Vision is based; and covers a 20 year plan period (2020-2040) - <https://beta.gov.wales/national-development-framework-issues-options-and-preferred-option>
- 3.10 The NDF Preferred Option has 27 Objectives within the following 11 topic areas: climate change, decarbonisation & energy; economic prosperity & regeneration; City Regions & Growth Deals; rural Wales; housing; natural resources, circular economy & flooding; culture & heritage; transport; Welsh language; health & well-being; digital infrastructure; and cohesive communities.
- 3.11 The 'policy intentions' of the Preferred Option are presented under the following 5 areas, with spatial issues and the strategic policy direction for each being identified:-
1. Placemaking - The NDF will focus on three spatial aspects of the Placemaking theme: decarbonisation & climate change (P1); health & wellbeing (P2); and cohesive communities & the Welsh language (P3).
 2. Distinctive & Natural Places - The NDF will: identify national natural resources (DN1); areas of current and future potential environmental risk (DN2); nationally important landscapes, seascapes, nature conservation sites and habitats; as well as opportunities for growth, expansion, greater connectivity and enhancement (DN3). It will also identify nationally important ecosystems (DN4), green infrastructure & opportunities for new infrastructure (DN5), and historic & cultural assets; as well as opportunities for new national cultural development (DN6).
 3. Productive & Enterprising Places - The NDF will identify nationally important energy generation, storage & distribution infrastructure; and locations for new national scale renewable & low carbon energy generation, storage & distribution infrastructure (PE1). NDF policies will provide a framework for the delivery of local energy generation (PE2) and modern digital infrastructure (PE3). The NDF will identify nationally important employment, mineral and waste areas and locations for new nationally significant growth, including projects (PE4) and provide a framework to support growth in key national sectors including associated supporting infrastructure (PE5) and growth on foundational sectors such as care, tourism, food and retail (PE6). NDF policies will promote cross-border spatial economic development, land use and transport planning (PE7) and a framework for investing in existing a new national transport infrastructure (PE8). NDF policies will require nationally targeted regeneration areas to support health & well-being (PE9) and will provide a framework for the marine-terrestrial planning regimes (PE10).
 4. Active & Social Places - The NDF will require strategic housing development to be linked to infrastructure, key infrastructure and areas of growth (AS1); and meet the needs of everyone - including the type of housing (AS2). The NDF will identify national policy based housing projection, including an all Wales range of housing numbers for the plan period (AS3). NDF policies will provide a framework for national active travel (AS4).
 5. Wales's Regions - As regard the three regions of North Wales, Mid & South West Wales and South East Wales, the NDF will provide a framework for regional planning including the preparation of SDPs (R1) and identify regional policy based housing projections, including a range of housing numbers for the plan period (R2). NDF Policies will provide a framework for city region and

growth deal areas (R3) and for rural areas with regards housing, services, employment, etc. (R4) and responding to the challenges and opportunities from exiting the EU (R5).

- The Welsh Government National Development Framework Preferred Option will be taken into account in the review of the LDP.

3.12 **Planning Policy Wales (PPW10) 10th Edition** (December 2018) - The Welsh Government published PPW10 during the current monitoring period. PPW10 has been completely reworked to take account of the Well-being of Future Generations Act 2015. The seven well-being goals and five ways of working provide links through the document which is now based around four themes (Strategic and Spatial Choices; Active and Social Places; Productive and Enterprising Places; and Distinctive and Natural Places). Together these promote place-making with a view to achieving sustainable places. Of particular note, PPW10 emphasises the importance of place-making, green infrastructure and the sustainable travel hierarchy.

- PPW10 will be taken into account in the preparation of the replacement LDP.

3.13 The Welsh Government **2014 Based Population Projections for Wales** (October 2016) forecast that, by **2021**, the **population of Torfaen** will increase to **92,273**. The latest **June 2018 mid-year population estimate** for Torfaen was **93,049**; compared to **92,264** in June 2017. This shows that the LDP strategy for an increase in population in Torfaen appears to be happening.

- It is noted that the LDP's 4,700 dwellings housing requirement is in excess of the latest WG 2014 based household projections; and as growth is happening (as confirmed by the 2018 mid-year estimate). Population and Household estimates will be considered in the LDP Review.

3.14 Welsh Government **Circular 005/2018 'Planning for Gypsy, Traveller and Showpeople Sites'** was published in June 2018, following consultation on a draft Circular in early 2017. Circular 005/2018 supersedes advice contained in Circular 30/2007 'Planning for Gypsy and Traveller Caravan Sites'; Circular 78/91 'Travelling Showpeople'; and Circular 76/94 'Gypsy Sites Policy and Unauthorised Camping'; which have been cancelled. The circular reflects provisions contained in the Housing (Wales) Act 2014 to ensure local authorities meet the accommodation needs and provide sites for Gypsies and Travellers through the planning system. It outlines how planning authorities and Gypsies and Travellers can work together to achieve this aim.

- **Circular 005/2018 on 'Planning for Gypsy, Traveller and Showpeople Sites'** will be taken into account in the review of the LDP.

3.15 The Welsh Government **Enabling Gypsies, Roma and Travellers** plan was published in June 2018, following consultation on a draft document in late 2017. This plan has replaced the 'Travelling to a Better Future: A Gypsy and Traveller Framework for Action and Delivery Plan' (Sept 2011). The plan aims to develop and improve access to help, advice and services for the Gypsy Roma and Traveller Communities across Wales. With regards planning, the plan actions include:-

1. 'Ensure sufficient pitches are provided to meet the identified needs across Wales';

2. 'Provide sufficient Sites Capital Grant funding to ensure local authorities are able to create the required number of authorised Gypsy and Traveller pitches in their area';
 3. Improve the standard of existing local authority sites, in line with Welsh Government Designing and Managing Gypsy and Traveller Sites guidance;
 5. Monitor the effectiveness of the planning system in enabling appropriate site provision; and
 7. Ensure Local Authorities are supported to develop a network of Transit sites across Wales to facilitate the nomadic Gypsy and Traveller way of life.
 - The **Enabling Gypsies, Roma and Travellers** plan will be taken into account in the review of the LDP.
- 3.16 Welsh Government **Circular 008/2018 'Planning requirement in respect of the use of private sewerage in new development, incorporating septic tanks and small sewage treatment plants'** (July 2018) reflects legislative and wider requirements with regards to the inclusion of private sewerage schemes as part of new developments, including the Environmental Permitting (England and Wales) Regulations 2016.
- **Circular 008/2018** will be taken into account in the review of the LDP.
- 3.17 As regards the **Implementation of Sustainable Drainage Systems (SuDS) on New Developments**, following Welsh Government consultations from May 2017 to February 2018, the Welsh Minister for Environment signed the Commencement Order, on 1st May 2018, to bring Schedule 3 of the Flood and Water Management Act 2010 into force in Wales. As a result, from 7th January 2019, all proposed new developments in Wales must include Sustainable Drainage Systems (SuDS) which comply with the Welsh Ministers' Standards; and in Torfaen will be signed off by the Council as the SuDS Approving Body (SAB). SuDS are designed to reduce the potential impact of new and existing developments with respect to surface water drainage discharges. The idea behind SuDS is to try to replicate natural systems that use cost effective solutions with low environmental impact to drain away surface water run-off through collection, storage, and cleaning before allowing it to be released slowly back into the environment, such as into water courses. This is to counter the effects of conventional drainage systems that can result in flooding, pollution of the environment; with the resultant harm to wildlife and contamination of groundwater sources used to provide drinking water.
- 3.18 Therefore, in January 2019, the current voluntary SuDS standards become mandatory; enshrined in these standards are the following core principles that developers must follow:-
- water to be managed on or as close to the surface and source of the run-off as possible;
 - ensure pollution is prevented at source, not rely on the drainage system to treat it;
 - protect people from increased flood risk, and the environment from ecological changes in flow rates, patterns and sediment movement caused by the development;
 - use a 'management train' in series across a site rather than a single "end of pipe" feature, such as a pond, to serve the whole development;
 - SuDS should perform safely, reliably and effectively over the design life of the development. They must take into account the need for reasonable levels of maintenance;

- avoid the need for pumping where possible; and
- be affordable, taking into account both construction and long term maintenance costs and the additional environmental and social benefits afforded by the system.
- It is considered that the **Implementation of Sustainable Drainage Systems on New Developments** has no significant implications for the LDP (Policy S3 on 'Climate Change' and Policy S8 on 'Planning Obligations' make provisions for SuDS); although it will be taken into account in the review of the LDP.

Regional Context - Policy & Evidence

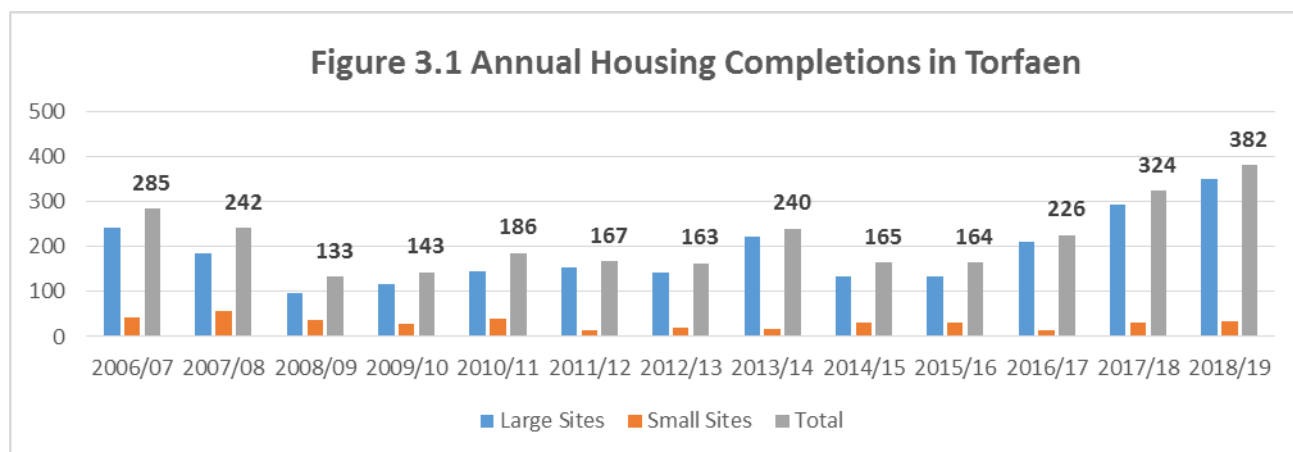
- 3.19 **Cardiff Capital Region City Deal (CCRCD)** - The CCRCD is a 20 year / £1.28 billion investment programme which aims to achieve a 5% uplift in the Region's GVA (*'Gross Value Added' - a measure of the value of the goods produced and services delivered in the area*) by delivering a range of programmes which will increase connectivity, improve physical and digital infrastructure, as well as regional business governance. Over its lifetime, local partners expect the CCRCD to deliver up to 25,000 new jobs and leverage an additional £4 billion of private sector investment by 2036. The CCRCD has 6 Objectives:-
1. Connecting the Cardiff Capital Region;
 2. Investing in innovation and the digital network;
 3. Developing a skilled workforce and tackling unemployment;
 4. Supporting enterprise and business growth;
 5. Housing development and regeneration; and
 6. Developing greater city-region governance across the Cardiff Capital Region.
- 3.20 The CCRCD includes funding of £734m for the proposed South Wales 'Metro' integrated transport improvements; of which over £500 million is provided by the Welsh Government and £125m from the UK Government. The UK Government has provided an additional £375m contribution for other investments, and the ten local authorities have agreed a commitment to borrow a combined total of £120m as part of the Wider Investment Fund.
- It is considered that the 'Cardiff City Region City Deal' currently has no significant implications for the LDP. However, it is clear that the CCR Regional Cabinet will decide if a Cardiff City Region SDP will be prepared; and will be considered in future LDP AMRs as Programmes are agreed.
- 3.21 **Cardiff City Region Strategic Development Plan (SDP)** - The Planning (Wales) Act 2015 introduces powers for the Welsh Ministers to designate 'strategic planning areas' and for 'Strategic Planning Panels' (SPP) to be established for these areas. An SPP, if established for an area, will then be responsible for preparing a 15-20 year Strategic Development Plan (SDP) that will form part of the formal 'development plan' for that area. These new sub-regional development plans will only apply to cohesive regions of greater than local significance (such as the Cardiff city region). An SDP is expected to cover cross boundary matters of more than local community importance; and could include the strategic elements of LDPs; such as larger housing / employment sites, major transport schemes, etc. Preparation of an SDP is expected to take at least 4 years from commencement and will generally mirror the current LDP process. Before the SDP can be prepared the lead 'responsible authority' for the SDP has to submit a 'Proposal' (a map showing the boundaries of the proposed area and a statement of the reasons for proposing that area; with a consultation report) for a 'strategic planning area' to the Welsh Ministers

who can then designate the strategic planning area and establish the Panel. 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 Torfaen. A SDP Project Group was established during the current monitoring period tasked with progressing key options for the SDP, including SDP boundary, governance, timescale and scope. The matter is currently being formally considered by each of the 10 constituent Councils. Future progress on the SDP and any subsequent implications for the LDP revision will be reported in future AMRs.

- It is considered that emerging proposals for a **Cardiff City Region SDP** currently have no significant implications for the LDP itself. However, if an SDP is agreed, it is expected to take up to 6 months to set up the Strategic Planning Panel (SPP) / SDP Officer Team and submit the SDP 'Proposals' document to and be approved by WG.

Local Context - Policy & Evidence

3.22 **Housing Delivery in Torfaen** - The Torfaen LDP identifies, in Policy S5, the need for the provision of **4,700** new dwellings between 2006 and 2021. To date (April 1st 2019) **2,820** dwellings have been completed leaving a remaining requirement for the 2 years of the plan period of **1,953** dwellings (including 73 demolitions accrued since 2006). Figure 3.1 below outlines the actual completions in the previous 13.25 years of the plan period. The completion rates show the impact of the recession after the 2007/8 financial crisis, with rates only returning to 2007/8 levels in 2013/14, before falling away again. However, it can now be seen from the latest 2018/19 data, that completion rates are now shifting upwards; with a number of strategic sites under construction - the 2019 JHLAS forecasts that this trend is expected to continue.



Source - Torfaen Joint Housing Land Availability Studies (Total annual completions shown)

- 3.23 **Torfaen CBC Joint Housing Land Availability Study 2018** (August 2018) - based on the residual method, the study determined there was a **3.9 years** housing land supply at **1st April 2018**.
- 3.24 **Torfaen CBC Joint Housing Land Availability Study 2019** (August 2019) - based on the residual method, the study determined there was a **3.4 years** housing land supply at **1st April 2019**.
- 3.25 The Council (paragraph 4.2.15 of PPW 10th Ed.) *“must ensure that sufficient land is genuinely available or will become available to provide a five-year supply of land for housing judged against the general objectives, scale and location of development*

required in the development plan.” and “For land to be regarded as genuinely available it must be a site included in either a Joint Housing Land Availability Study ...”. Furthermore, paragraph 2.4 of TAN1 on ‘Joint Housing Land Availability Studies’ states that “The housing land supply figure, taken from the JHLAS, must be included in an AMR and can be a reason to review an LDP”; and paragraph 3.4 goes on to state “Where the AMR identifies a shortfall in the required 5-year housing land supply the local planning authority should consider the reasons for the shortfall and whether the LDP should be reviewed either in whole or in part.”

- 3.26 However, the Welsh Government in recognition of the immediate pressures on local planning authorities without a five-year housing land supply, who are liable to receive speculative planning applications for housing; the need to ensure the most appropriate housing sites are brought forward as part of a systematic and rigorous LDP process; and to allow LPAs the capacity to focus on LDP preparation and review, consulted (May - June 2018) on the temporary disapplication of paragraph 6.2 of TAN1 (for the duration of a wide-ranging review of the delivery of housing through the planning system). This would remove the reference to attaching “*considerable weight*” to the lack of a five-year housing land supply as a material consideration in determining planning applications for housing.
- 3.27 Subsequently, the Cabinet Secretary for Energy, Planning & Rural Affairs in a letter to all Welsh LPAs dated 18th July 2018, dis-applied paragraph 6.2 of TAN1. The letter states “*As a result of the dis-application of paragraph 6.2 of TAN1, it will be a matter for decision makers to determine the weight to be attributed to the need to increase housing land supply where an LPA has a shortfall in its housing land.*” To date this letter is still extant WG policy.
- 3.28 Therefore, this 2019 AMR whilst noting that the Council, using the ‘residual method’, has 3.4 years housing land supply at April 2019 (slightly down from the 3.9 years in April 2018 and despite an actual increase in annual housing completions from 324 to 382 dwellings respectively) considers that the lack of the required five-year land supply is due to the long period of the housebuilding recession following the 2007 market crash and large allocated sites not coming forward until late in the plan period. However, the 2019 Torfaen JHLAS forecasts that 1,936 dwellings will be built over the next five years and the Council has commenced its review of the LDP; in part because of an expected continuing lack of a five year land supply going forward, with adoption timetabled in December 2021.
- 3.29 Also, using an alternative ‘10-year past build rate method’ for calculating land supply, it is estimated that there is 9.0 years housing land supply going forward (1,936 forecast dwellings over next 5 years / 216 dwellings p.a. (10 year average)). Similarly, noting that the adopted Torfaen LDP envisaged that 308 dwellings would be delivered per annum over the plan period (4,700 dwellings / 15.25 years = 308 dwellings); annual housebuilding rates are now ‘back on track’, and have actually been well in excess of this figure in recent years (324 dwellings in 2018 and 382 dwellings in 2019); and are forecast (in the 2019 JHLAS) to be an average of 387 dwellings p.a. (1,936 dwellings / 5 years) over the next five years.
- 3.30 For these reasons, the Council on 23rd October 2018, resolved that: “*for the duration of the dis-application of paragraph 6.2 of TAN1, when there is less than a five-year housing land supply in Torfaen, ‘low weight’ be given to the need to increase housing land supply as a material consideration in determining planning applications*

for housing.” Therefore, given that paragraph 6.2 of TAN1 is still dis-applied and there is less than a five year housing land supply in Torfaen, it is recommended in this 2019 AMR that the Council re-confirms its resolution to give this material consideration a ‘low weight’ for the same reasons.

- 3.31 However with recent planning permissions delivery of a number of strategic sites are now well underway specifically South Sebastopol (1200 dwellings), Llantarnam SAA3 (450 dwellings), Former Police College (350 dwellings) and therefore a significant increase in housing delivery should be seen over the plan period. The Council continues to promote appropriate new housing development in the County Borough with a number of windfall schemes well underway including (Former Llantarnam Comprehensive (226 dwellings), Former Llantarnam Primary (78 dwellings), Former Kemys Fawr School (31 dwellings), Former Foundry Cottages (31 dwellings) Former Pontymoile School (39 dwellings) Former Two Locks Nursery (14 dwellings); and the number of windfall site dwellings will now be higher than that forecast in the LDP. Significantly the Windfall allowance has been exceeded with 2 years of the plan remaining and therefore additional acceptable windfall development is expected which will contribute to improving housing delivery. Residential demolitions (which are netted off the completion figures) are expected to be as per the forecast in the LDP; with small site housing completions likely to be below the LDP forecast.
- 3.32 **Affordable Housing Delivery** - The Torfaen LDP (Policy H4) seeks to achieve approximately **1,132** affordable homes out of the 4,700 new dwellings expected to be built over the plan period to 2021. This equates to a **24.1%** provision of affordable housing or the delivery of 75 affordable homes per year. As of April 2019, **903** affordable units have been delivered (79.8% of the target). In the 2018-2019 monitoring period **94** affordable dwellings were delivered.
- 3.33 **Grange University Hospital, Cwmbran** - First proposed in 2004, the 470 bed / 55,000m² new build Grange University Hospital (previously known as the ‘Llanfrechfa Grange Specialist & Critical Care Centre’ (SCCC)) will provide complex specialist and critical care treatment for over 600,000 people in South-East Wales, and includes a 24 hour acute assessment unit and emergency department. Whilst planning permission was granted in 2014, the Welsh Government did not announce that it will invest around £350 million in the new hospital until October 2016. Construction started in July 2017, but the hospital is now not expected to open until spring 2021. Six hundred people will be employed in its construction; and there will be up to 3,000 staff working across all rotas and shifts 24/7 (with approximately 600 staff working at any one time), the majority of whom will transfer from existing hospitals.
- It is considered that the delay in starting the Grange University Hospital has had a negative impact on the associated benefits of housing / employment demand as envisaged in the LDP strategy (both during its construction and afterwards).
- 3.34 **Torfaen’s 21 Century Schools Programme / other educational asset developments** - is progressing as follows:-
1. Garnteg and Cwmffrwdoer Primary Schools, both in Pontypool, have been remodelled (to increase capacity) in 2018; with the associated closure of Brynteg Nursery and Victoria Primary School having taken place in September 2018, with the later building now being used by MIST (a ‘social care’ team) and a community group;

2. A £4m refurbishment at Penygarn Community Primary school, was completed in the summer of 2018;
3. Planning approval has been achieved for a replacement Croesyceiliog Secondary School (£30m) on the site of the current school, with construction having now commenced, with completion expected by October 2019;
4. The Council's Torfaen Learning Zone (£24.7m - sixth form centre), south of the Morrisons superstore and within the Cwmbran Eastern Strip SAA1, is now under construction, with completion expected by April / May 2020, ready for the start of the 2020-2021 academic year;
5. In December 2017, the Welsh Government approved, in principle, the Council's Band B proposals for the 21st Century Schools Programme (2019-2024), which would deliver: a new and extended school on the current Maendy Primary school site in Cwmbran (£11m); a new 3-16 Roman Catholic school (£28m) replacing St Albans secondary school (Pontypool) and St David's and Our Lady of the Angels primary schools in Cwmbran; and significant refurbishments at Ysgol Cwmbran (£3.4m) and Ysgol Bryn Onnen (in Varteg, Pontypool) (£3.5m);
6. The Council is advancing childcare schemes at Ysgol Panteg and Ysgol Gyfun Gwynllyw, and eventually at Maendy Primary School and the proposed 3-16 Roman Catholic school (£3m), and adding a community café at Crownbridge School and new 3G Pitch at West Mon Comprehensive School (£650k);
7. In September 2018 the Welsh Government announced support, subject to a statutory consultation (which was completed in June 2019), to extend the age range (to 3-18 years) of the current Ysgol Gyfun Gwynllyw Welsh-medium comprehensive school (11-18) in Trevethin, Pontypool (£6m);
8. Negotiations continue with the applicant / landowner as regards to the allocated primary school to serve the Mamhilad SAA4 mixed use site which, subject to planning permission being granted and the development proceeding, is to be provided under the provisions of an associated S106 Planning Agreement; and finally
9. Coleg Gwent are still considering the future of their Pontypool College site, which is allocated for housing in the LDP (Policy H2/2). However, more should be known for the 2020 AMR.
 - In writing the LDP the Council was aware of its school proposals, even though they could not be fully integrated into the Plan; which is considered flexible enough to accommodate them without the need for a review. It is expected that, as provided for by the LDP, new primary school capacity to accommodate LDP housing sites, especially in Cwmbran South & East, can be provided through the 21st Century Schools Programme with appropriate S106 funding if necessary. However, the availability of Pontypool College as an allocated 140 dwelling housing site will need to be revisited in the 2020 AMR once more information is known. Therefore, it is considered that Torfaen's 21 Century Schools Programme and other educational asset developments currently have no significant implications for the LDP.

4. Local Development Plan Strategy & Policy Monitoring

- 4.1 The 2019 AMR is the fifth monitoring report to be prepared following adoption of the Torfaen LDP in December 2013. The purpose of the monitoring process is to review whether the policies of the LDP are being implemented and the plan strategy being delivered.
- 4.2 The following overview of the LDP monitoring data provides an insight into the implementation of the LDP over the last 12 months (1st April 2018 - 31st March 2019). As this is the fifth AMR, we are able to draw comparisons of trends over time.
- 4.3 An overview of the LDP Monitoring Data for the 2019 AMR provides an interesting insight into the implementation of the LDP over the monitoring period. In addition in combination with the 2015, 2016, 2017 & 2018 AMRs, trends can be identified over the wider monitoring period. Of particular note is the following between 1st April 2018 - 31st March 2019:-

Housing

- Housing Delivery is behind the LDP target of 4,700 dwellings by 2021. To date (1st April 2019) 2,820 units (60% of the total housing requirement) has been delivered;
- Planning permission for 227 new residential dwellings have been granted during the year, 121 market and 106 Affordable units;
- The plan is performing well in terms of Affordable Housing Delivery. A further 94 units were delivered in the year. To date against the 1,132 target; 903 dwellings or 79.8% has been delivered;
- The 2019 Torfaen Joint Housing Land Availability Study (JHLAS) indicates the housing land supply figure is for 2019 is 3.4 years; slightly down from 3.9 years in 2018;
- An Outline Planning Application and Listed Building Application is being considered for the major regeneration scheme at Mamhilad Action Area (Policy SAA4).

Employment

- The employment allocation under Policy EET2/6 at Usk Vale, Mamhilad, near Pontypool are now under construction, with some units already completed.
- The Police HQ at Llantarnam has been approved and work commenced on site.

Health

- Construction of the new Grange University Hospital at Llanfrechfa, Cwmbran (Policy SAA7) is well underway;

Education

- Construction has commenced on a replacement Croesyceiliog Secondary School and a new Torfaen Learning Zone (sixth form + college), both in Cwmbran.

S106 Contributions from new development

- Through planning permissions granted during 2018-2019 financial contributions totalling approximately £370,658 alongside provision of affordable housing were secured by planning from new development for the provision of community

facilities including highways improvements, education, adult recreation, children's play, etc.

Community Infrastructure Levy (CIL)

- With the commencement of the replacement plan the position in relation to the Community Infrastructure Levy for Torfaen is being reviewed.

Heritage

- The Conservation Area Appraisal Programme is significantly behind schedule.

LDP Strategy Monitoring

- 4.4 The following revised 'traffic-light' system colour scheme is used to monitor actions in implementing the Torfaen LPD objectives:-

Figure 4.1: Revised Torfaen LDP Objectives - Monitoring Actions

Previous Monitoring Actions	Revised Monitoring Actions
Continue Monitoring.	Continue Monitoring.
Officer Training Required.	Officer Training Required;
Production of Supplementary Planning Guidance / Development Briefs.	Production of Supplementary Planning Guidance / Development Briefs; and
Policy Research.	Policy Research.
Policy Review.	Policy Review; and
Plan/Strategy Review.	Plan/Strategy Review.

- 4.5 Table 4.1 below summaries the results of the monitoring with respect to each of the 18 LDP Objectives. The results of previous AMRs are also shown to indicate a change in situation from 2015 to 2019.

Table 4.1: LDP Strategy Monitoring - Summary						
LDP Objectives		AMR				
		2019	2018	2017	2016	2015
1	To ensure the provision of an appropriate quality & range of employment sites and retail opportunities to support high and stable levels of employment in Torfaen and deliver a competitive, modern and sustainable economic and thriving town centres					
2	To promote health and well being through the provision of development including community facilities, leisure and outdoor recreational opportunities, accessible to all					
3	To ensure that the location of development does not result in unacceptable risk from flooding, subsidence or health hazards					
4	To ensure the highest quality of design in all developments and delivering safe, healthy and attractive environments					
5	To provide opportunities for the establishment of a network of quality educational facilities which serve local communities and are accessible for all sections of the current and future population					
6	To protect, manage and enhance sustainable tourist attractions and facilities in Torfaen for the benefit of tourists and the community					
7	To conserve and enhance the distinctive cultural and historic resources of the County Borough					

8 & 11	To ensure that all new development reflects best practise in sustainable design and location, construction and operation AND To minimise climate change impacts through reduced emissions of greenhouse gases in both new and existing development, and to adapt to climate change through considerations of its effects in the design and location of new development								
9	To allocate mineral sites if required and safeguard appropriate mineral resources from sterilization								
10	To protect, manage and enhance biodiversity and ecological networks across Torfaen								
12	To protect and enhance the valued landscape character of Torfaen, including important open space and sense of rurality between settlements								
13	To protect Greenfield land by enabling and promoting the most efficient use of appropriate brownfield sites for redevelopment across Torfaen								
14	To ensure all development contributes to improving water quality, protecting water supply and maximising the efficiency of water consumption								
15	To identify and conserve important soil and geological resources including Regionally Important Geological Sites (RIGS) and maintain their quality								
16	To ensure the allocation of an appropriate quantity and variety of housing sites to deliver high quality choice in sustainable locations, well served by essential facilities and accessible by a range of transport modes								
17	To develop integrated and efficient transport infrastructure, public transport and communication networks which are accessible and attractive to all, and encourage a reduction in private car use								
18	To ensure people and organisations reduce, reuse and recycle waste and to foster this through the provision of regional and local waste management facilities								

4.6 From Table 4.1 above it can be seen that the monitoring has shown that for 12 of the 18 LDP Objectives the indicators suggest the LDP policies are being implemented effectively and no further action is required.

4.7 The monitoring has shown that for a further 6 of the LDP Objectives the indicators suggest the LDP policies are not currently being achieved, and that in relation to 2 the situation cannot be addressed without a full review of the Plan (Objectives 1 & 16). A short summary of the main reasons why these objectives have been indicated as not being achieved is provided below.

Objective 1 (Red) - The primary reason for this objective not being achieved is that by the end of 2017 it was expected 10ha of allocated employment land would be developed and this was not achieved and thus the trigger to review the plan was met. However, the employment allocation under Policy EET2/6 at Usk Vale, Mamhilad, near Pontypool is now under construction with some units already completed and let and a further phase coming forward. Delivery of allocated employment land is below target and the majority of small sites in Cwmbran have all been sold. Enquiries have shown there is a qualitative lack of larger sites. The Council has seen however a significant upturn in queries and demand for

employment land and consider that land will start to be come forward for development in the near future. The need for available and deliverable strategic employment sites to meet demand will be a key issue for the LDP Review.

Objective 16 (Red) - The primary reason for this objective not being achieved is delivery of the LDP Housing target of 4,700 dwellings by 2021. By April 2019, 4,084 (87%) dwellings should have been delivered; and to date some 2,820 dwellings have been delivered representing 60% of the required housing to 2021. It is clear now the LDP target will not be achieved. The 2019 Torfaen JHLAS indicates the housing land supply figure has fallen slightly to 3.4 years from the 2018 figure of 3.9 years. Significant delays in the bringing forward of Strategic Sites and hence lower than anticipated build rates have led to the fall in the Housing Land Supply figure. However, with a number of sites now being implemented (South Sebastopol, Llantarnam SAA3, and Former Police College) and windfall sites such as the former Llantarnam Comprehensive and former Llantarnam Primary Schools, build rates should see a significant upturn in the next few years, but this will not meet the required remaining LDP need until 2021.

LDP Policy Monitoring

4.8 Tables 4.2 and 4.3 below show a monitoring summary of the progress of every LDP Strategic Action Area and site allocation or proposal respectively, with any actions the Council proposes to take to aid in their implementation also listed.

Table 4.2: Strategic Action Area Monitoring - Summary			
Site		Progress	Actions
SAA1	Eastern Strip Central, Cwmbran	This brownfield strategic mixed use site has already received planning permission in 2014; the Morrisons store is now built; the 5.6ha B2 Meritor factory has been reduced in size and retained; and the residual 2.7ha B1 / Hotel site is now being developed, in part, for Torfaen's Learning Zone.	Continue ongoing discussions with landowners to bring forward the remaining elements of this regeneration scheme
SAA2	Canalside, Cwmbran	This brownfield strategic mixed use site is allocated in the LDP for 150 dwellings. No planning application has been submitted to date and therefore delivery is behind schedule	Work on going to look at opportunities by the Council's Planning Policy and Regeneration teams to bring this site forward for redevelopment in whole or in part
SAA3	Llantarnam, Cwmbran	Site has obtained planning permission (July 2015) for up to 450 dwellings, B1 employment uses, a neighbourhood centre. So far 74 dwellings have been built and 50 units are under construction or expected to be built in 2019/20	Further phases currently being discussed with developers
SAA4	Mamhilad, Pontypool	Outline Planning Application submitted on approx. 2/3 of site for a mixed use development, of including, housing, primary school and reuse of the Grade 11* Listed Building.	Application currently being considered

SAA5	The British, Talywain, Pontypool	This brownfield land reclamation site, within the Pontypool Housing Sub-Market Area, is not likely to involve new built development within the Plan Period. The site has been bought by the Council and a Cleaning and Greening scheme for the reclamation and subsequent regeneration and redevelopment of this key site in North Torfaen is being progressed.	The Council to continue progressing proposals for the site
SAA6	South Sebastopol, Cwmbran	This large greenfield strategic site obtained outline planning permission in 2014; and several reserved matters applications have now been approved. Construction has commenced on site by three developers who have delivered 209 dwellings so far and expect to deliver a further 249 units by 2021.	Continue to facilitate delivery of this scheme through the Development Management process
SAA7	Llanfrechfa Grange, Cwmbran	Whilst planning permission was granted in 2014 for the Grange University Hospital (GUH), WG did not announce that it will invest around £350 million in the new hospital until October 2016. Construction started in July 2017, and is expected to open in spring 2021 In terms of the housing element and potential new link road the Council and the ABHB are investigating the potential of the site to accommodate a Life Sciences hub and therefore future use of the site may change. WG not progressing employment site and concerns that access and levelling costs may make the employment element uneconomic	Study commenced in relation to future development of the remaining employment and residential allocations

Table 4.3: LDP Site Allocations Monitoring - Summary

	Site	Progress	Actions
H1/1	County Hall & Police HQ, Llanyravon - 220 dwellings	County Hall site permitted for 143 dwellings subject to S106	Encourage signing of S106 and construction of County Hall site & submission of planning application for Police HQ site
H1/2	Former Police College & Adj. Land, St. Dials - 350 dwellings	Phase 1 completed and Phase 2 under construction. Phase 3 submitted as residential RLDP candidate sites	Continue to press landowners for Phase 3 to come forward - consider candidate site in RLDP
H1/3	Former Belle Vue Nursery, St. Dials - 16 dwellings	Site completed	No action necessary

H1/4	Ty'r-ywen Farm, Fairwater - 25 dwellings	Site sold by Council	Encourage & support planning application from land owner
H2/1	Former Trevethin School, Penygarn - 115 dwellings	Site completed	No action necessary
H2/2	Animal Pound & Adjacent Land, Wainfelin - 135 dwellings	Site stalled. Not being progressed	Site stalled. Encourage & support site planning application from landowners
H2/3	Pontypool College, Cwmynyscoy - 140 dwellings	Coleg Gwent looking bring site forward once vacated	Encourage and support landowners to bring site forward
H2/4	Coal Yard, Station Road, Panteg - 15 dwellings	Remainder of site acquired by landowner from Council in 2017. Delivery forecast 2019/2020	Encourage & support site landowner to bring permitted site forward and submit planning application on remainder
H3/1	Garn-yr-Erw Terrace, Blaenavon - 26 dwellings	Site stalled and landowner unlikely to bring forward. Planning application disposed off	No action necessary
H3/2	Blaenavon Health Centre, Blaenavon - 17 dwellings	The site is now in use for employment purposes	Site now occupied for employment uses, following Change of Use permission in 2015. Site not being brought forward for housing
H3/3	St Peters School, Blaenavon - 18 dwellings	Site recently cleared	Encourage and support landowner to bring site forward
H3/4	Hillside School, Blaenavon - 64 dwellings	Site completed	No action required
H3/5	Land off Giles Road, Blaenavon - 25 dwellings	Site recently put to market	Encourage and support landowners to bring site forward
H3/6	Old Co-op, 39-43 High Street, Abersychan - 24 dwellings	Site unlikely to be brought forward in the plan period	No action required
H7/1	Rose Cottage, Pontypool - 10 pitches	Currently staled invalid planning application for site	Encourage & support progressing planning application and site delivery
H7/2	Former Race AFC Football Pitch, Pontypool - 32 pitches	Granted full planning permission in January 2015 for 31 pitches. 10 pitches completed.	Council to monitor demand and consider implementation of further phase(s)
EET1/1	Ty Coch Way, Two Locks	Site now built out - 1.4ha delivered	No action required
EET1/2	Llantarnam Park A	Site permitted & under construction for Gwent Police HQ	No action required

EET1/3	Llantarnam Park B	Site permitted & under construction for Gwent Police HQ	No action required
EET1/4	Llantarnam Park C	No planning application - Site being sold	Encourage and promote site development
EET2/1	Former Gas Works Site, New Inn	0.9ha granted permission as part of household waste recycling centre (now built) - 1.2ha remaining	Encourage and promote site development
EET2/2	Lower Mill Field (North), Pontymoile	No Planning permission - Undeveloped	Encourage and promote site development
EET2/3	Lower Mill Field (South), Pontymoile	No Planning permission - Undeveloped	Encourage and promote site development
EET2/4	Land South of Travel Lodge, Pontymoile	No Planning permission - Undeveloped	Encourage and promote site development
EET2/5	Mamhilad Business Park	Land recently sold. No Planning permission - Undeveloped	Encourage and promote site development
EET2/6	Usk Vale, Mamhilad	Planning applications approved for Phase 1 (built) and Phase 2 (U/C) & current planning application for Phase 3	Encourage development of Phase 3
EET3/1	Varteg Road, Garndiffaith, Pontypool	Site developed for car parking purposes	No action required
EET3/2	Gilchrist Thomas Ind. Est., Blaenavon	Site has been part developed (0.7ha) - 0.5ha remaining	Encourage and promote site development
EET3/3	Kays and Kears, Blaenavon	Land sold by WG. Landowner has proposed RLDP employment Candidate Site	Encourage and promote site development - consider candidate site in RLDP
EET4/1	Craig Y Felin, Cwmbran	No planning permission and landowner not progressing site	Encourage and promote site development of this key strategic site
EET4/2	Former Ty Coch Tip, Cwmbran	Site not suitable for employment - landowner has proposed RLDP Candidate Site for solar farm and/or canal based tourism facility	None required - consider candidate site in RLDP
RLT2/1	Cwmbran Town Centre (Eastern Side)	No Planning permission - Investigations ongoing by the Town Centre Owners on redevelopment options for this site	Encourage and promote site development
T1/1	North Torfaen Highway Improvements	Part completed with Online improvements on A4043 through to Albion Road roundabout completed.	Continue to seek public funds and work with transport colleagues to seek grant funding to complete improvements

T1/2	Pontypool & New Inn Park and Ride	No Planning Application - Undeveloped. Ongoing investigations. WG have funded design work	Continue to seek public funds and work with transport colleagues to seek grant funding to complete improvements
T1/3	Cwmbran Town Centre Improvements	Part completed through Morrison's / Arvin Meritor schemes under SAA1 (with S106 monies remaining and further work planned as part of remaining development area). Still requires public funding to complete	Continue seeking public funds (and relevant S106/S278 schemes) to complete improvements
T1/4	Llanfrechfa Grange Link Road	In terms of the housing element and potential new link road the Council and the ABHB are investigating the potential of the site to accommodate a Life Sciences hub and therefore future use of the site may change. Any future proposals for the site will investigate the need through a TIA for the implementation of the link road.	Linked to SAA7; encourage Aneurin Bevan University Health Board to bring the housing site forward
T3/1	NCN492 Varteg Road Bridge to Blaenavon Town Centre	Scheme implemented	None required
T3/2	NCN492 to Abersychan Town Centre	Awaiting Outline investigation	Liaise with Highways with planning input if necessary
T3/3	Abersychan Town Centre to NCN492 at Merchant's Hill, Pontypool	Scheme implemented	None required
T3/4	Pontypool & New Inn Train Station to Pontypool Town Centre	Awaiting Outline investigation	Liaise with Highways with planning input if necessary
T3/5	Pontypool & New Inn Train Station to Mamhilad	Awaiting Outline investigation	Liaise with Highways with planning input if necessary
T3/6	Usk (Monmouthshire) to Coed-y-Gric Road, Griffithstown	Awaiting Outline investigation	Liaise with Highways with planning input if necessary
M3	Tir Pentwys Preferred Area for Aggregates	Planning application refused by TCBC and appeal refused by Welsh Minister	None required
CF1	Blaenavon Primary Care	Scheme Completed	None required

	Resource Centre		
CF2	Panteg Primary School	School opened February 2017	None required
CF6	Playing Field - Eastern Fields, Cwmyrnyscoy	Uneconomic to develop new playing field due to excessively high remediation costs (£753,600 + land costs). However, Council is now looking to identify another playing field site in the locality	Council to continue pursuing other playing field sites in the locality

4.9 Table 4.4 below detail LDP policies where there are issues with their effective either in part or as a whole; all other LDP polices are considered to be performing effectively. Table 4.4 also details the actions the Council will undertake to remedy these LDP performance issues.

Table 4.4: LDP Policy Effectiveness Monitoring - Summary			
Policy		Issue	Actions
S1	Urban Boundaries	The British SAA5 - Regeneration area is included within the Urban Boundary. Concern that the inclusion of the wider site in the urban area is encouraging potential sporadic, piecemeal development in this area, not part of a comprehensive regeneration scheme	Review of urban boundary to be considered in review of plan
S5	Housing	3.4 years housing land supply in April 2019. Only 2,820 dwellings have been completed which is below the LDP target of delivery of 4,084 dwellings by 2019	Plan assessed as requiring review. Implement actions from Tables 4.2 & 4.3 above
S6	Employment and Economy	Behind on delivery of employment land on allocated LDP Sites. However an identified lack of readily available sites for new development. New employment opportunities required to meet demand	Whilst the allocated sites have yet to be developed there is an identified lack of available sites for new development. The protection of existing employment sites and the need for the identification of new employment opportunities should be a priority

HE1	Buildings and Structures of Local Importance	Policy not effectively being used; as the Heritage SPG / 'Local List' and associated Article 4 Direction (to remove demolition Permitted Development rights) has not yet been prepared / made	Council to develop programme of Conservation work including Heritage SPG, 'Local List' and associated Article 4 Direction
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Core and Mandatory Indicators

4.10 The LDP Regulations set out a number of mandatory indicators that should be reported in the Annual Monitoring Report. LDP Regulation 37 prescribes two core indicators which must be included in the Annual Monitoring Report:-

- The housing land supply taken from the current Housing Land Availability Study; and
- The number of net additional affordable and general market dwellings built in the LPA's area.

4.11 The LDP Manual identifies other mandatory indicators which should be included in the Monitoring Frameworks. Table 4.5 below reports on the results for the mandatory indicators. Neither the LDP Regulations nor the LDP Manual set out a requirement to analyse the information set out in respect of the mandatory indicators. However, nearly all of these indicators are included in the LDP Monitoring Framework and is thus subject to analysis and consideration as part of the monitoring process.

Table 4.5 Mandatory Indicators

Mandatory Indicators	Monitoring Results
The housing land supply taken from the current Housing Land Availability Study	The current 2019 Joint Housing Land Availability Study Torfaen indicates there is a 3.4 year housing land supply
Number of net additional affordable and general market dwellings built per annum	A total of 382 units were built during 2018-2019. This comprised 288 market dwellings and 94 affordable units
Net employment land supply development	1.1ha of allocated employment land developed during 2018/19 2.05ha permitted on existing employment sites 8.08ha of allocated LDP employment land delivered to date
Amount of development including housing permitted on allocated sites in the development plan as a % of development plan allocations and as a % of total development permitted	From a total of 315ha of allocated land 5.15ha has been granted planning permission during the monitoring period 2018/19 which is equivalent to 1.6% of development plan allocations Out of a total of 10.32ha permitted in 2018/19 5.15ha was on allocated sites which is equivalent to 49.4% of total development permitted

Average density of housing development permitted on allocated development plan sites	The average density of housing development permitted on allocated sites during 2018/19 is 38 dwellings per hectare (net)
Amount of new development permitted on previously developed land (brownfield redevelopment and conversions) expressed as a % of all development permitted	During 2018/19, 4.46ha of a total of 10.32ha permitted was on previously developed land equating to 43% of all development permitted
Amount of major retail, office and leisure development (m ²) permitted in town centres expressed as a percentage of all major development permitted (TAN4)	No major retail, office and leisure developments have been permitted in Torfaen's town centres. Note – 2 Aldi developments were approved outside the town centres.
Planning permission granted in C1 and C2 floodplain areas during the year (Amended indicator)	During 2018/19, there was no permissions for highly vulnerable or emergency services permitted within flood zone C2 During 2018/2019 there was no employment development permitted in the C2 floodzone
Amount of greenfield and open space lost to development (ha) which is not allocated in the plan	During 2018/19 1.16ha of greenfield and open space has been lost to development
Amount of waste management capacity permitted expressed as a percentage of the total capacity required, as identified in the regional waste plan	One additional waste management capacity developments have been permitted in 2018/19 (0.45ha). 100% capacity required already achieved
The extent of primary land won aggregates permitted in accordance with the regional technical statement for aggregates expressed as a percentage of the total capacity required, as identified in the Regional Technical Statement	Not Applicable - The North and South Wales Regional Aggregate Working Parties Regional Technical Statement 1 st Review (1 st August 2014) Table 5.2 has, for Torfaen, made a 'zero' tonne apportionment for both 'land won sand & gravel' and 'crushed rock'
The capacity of renewable energy developments installed in Strategic Search Areas (SSA) by type (TAN8)	Not Applicable - Torfaen does not lie within a SSA
Total housing units permitted on allocated sites as a % of overall housing provision	130 units permitted on allocated sites in 2018/19. Total permissions on allocated sites since adoption is 27.5% (2015 AMR) + 14.2% (2016 AMR) + 0.4% (2017 AMR) + 0.0% (2018 AMR) + 2.8% (2019 AMR) = 44.9% of total housing provision permitted to date
Employment land permitted (ha) on allocated sites as a % of all employment allocations	5.08ha permitted on allocated sites equating to 12.6% of all employment allocations during 2018/19.

5. Conclusions and Recommendations

Conclusions

- 5.1 This 2019 AMR is the fifth monitoring report prepared since the adoption of the LDP in December 2013. The findings of the AMR provide an important opportunity for the Council to assess the effectiveness of the Plan. In assessing the performance of the effectiveness of the LDP the LDP Manual sets out four key questions to be considered in the AMR. These are addressed below:-

1. What new issues have occurred in the area or in local/national policy (key recent contextual and national policy changes, future prospects)?

- 5.2 The AMR needs to consider whether any significant changes in local circumstances or to national legislation, regulations and policy planning have any significant implications for the LDP.
- 5.3 The Welsh Government published and consulted on the main issues, options and preferred option for the National Development Framework (NDF). WG also published Planning Policy Wales (PPW) (10th Edition - December 2018) which restructured PPW (9th Edition) into policy themes around the well-being goals with policy updated to reflect new Welsh Government strategies and policies. In addition, the Cabinet Secretary for Energy, Planning & Rural Affairs approved the Replacement Torfaen LDP 'Delivery Agreement' in June 2018, which has now commenced. Finally, the Cabinet Secretary, in July 2018, dis-applied paragraph 6.2 of TAN1 on 'Joint Housing Land Availability Studies'; which removed the reference to attaching "*considerable weight*" to the lack of a five-year housing land supply as a material consideration in determining planning applications for housing' and left it to the 'decision maker' (i.e. the Council) to determine the weight to be attached to this material consideration. Therefore, the Council in October 2018, resolved to give a 'low weight' to the need to increase housing land supply as a material consideration in determining planning applications for housing; a decision which is expected to be reconfirmed when Council considers the 2019 AMR.
- 5.4 Following a decision of the Cardiff Capital Region Cabinet, in January 2018, to commence work on a Strategic Development Plan (SDP) for the region, which includes Torfaen, an SDP Project Group was established tasked with progressing key options for the SDP, including SDP boundary, governance, timescale and scope. It is expected that a report will be presented to the 10 Councils in autumn 2019 in order to formally agree the preparation of the SDP. Future progress on the SDP will be reported in the 2020 AMR.
- 5.5 Within Torfaen, it is now recognised that the adopted LDP will not deliver on the housing target or employment sites; with the 2019 housing land supply reducing to 3.4 years from 2018, despite high levels of housing delivery in recent years, which is expected to continue into the future. Also, the new Grange University Hospital and Torfaen Learning Zone, both in Cwmbran, are now well under construction; the 'benefits' of which will now not be gained until the Replacement LDP plan period (2018-2033) rather than the current LDP.
- 5.6 These contextual matters will be taken into account in the production of the replacement Torfaen LDP as none require alteration to the existing plan.

2. How relevant, appropriate and up to date is the LDP Strategy and its key policies and targets?

- 5.7 It is considered that the evidence collected from this fifth AMR following adoption of the LDP in 2013 indicates that the basic strategy whilst sound is taking too long to deliver both in relation to housing and employment development. The regeneration aims of the strategy are being realised, however delivery continues to be slower than anticipated. The main indication of this is the 2019 Joint Housing Land Supply figure continuing to fall below the 5 year figure at 3.4 years. This can be attributed to the impacts of the global recession and the delays in bringing forward key strategic sites. Whilst a number of these sites are now starting to deliver housing numbers and this has been supplemented by some acceptable windfall sites the number being delivered is still below the projected plan trajectory. It is considered the plan is moving in the right direction in terms of the achievement of its objectives, but the strategy is taking longer to deliver than anticipated. The downturn in the economy has had a marked effect on house building rates and therefore on the delivery of affordable housing. Whilst there is now progress on a number of key sites the previous low house building rates means delivery is still behind schedule. Viability continues to be an issue in overall house building and this has an adverse impact on the levels of affordable housing that can be delivered through the planning system.
- 5.8 From a regional perspective, the LDP is assisting in the planning of future health services for the region through facilitating the delivery of the new Grange University Hospital at Llanfrechfa Grange which will serve 'Gwent' and South Powys.
- 5.9 The development strategy remains fundamentally sound however due to slow progress there is considered a need for intervention at this stage in the form of a review of the Plan; which is now underway.

3. What sites have been developed or delayed in relation to the plan's expectations on location and timing?

- 5.10 Section 4 of this report provides a detailed analysis of the delivery of each individual allocation, and where this is behind schedule a statement to facilitate delivery.
- 5.11 The monitoring results indicate generally that the plan policies are performing effectively and the LDP Objectives are generally being met. Work has commenced on strategic sites SAA1, SAA3, SAA6 and H1/2. However, significant delays, despite an outline Planning Application being submitted for Mamhilad (SAA4), on strategic sites SAA2 (Canalside), SAA4 (Mamhilad), SAA7 (Llanfrechfa Grange) and H1/1 (County Hall) has continued to produce a shortfall in the Housing Land supply figure of 3.4 years.
- 5.12 The LDP allocations are being delivered, albeit in general over a longer than anticipated timescale and contributing towards the LDP Strategy. The status of all the LDP allocations is set out in Tables 4.2 & 4.3.

4. What has been the effectiveness of delivering policies and in discouraging inappropriate development?

- 5.13 It is clear that parts of the plan namely housing delivery and employment delivery is slower than anticipated. In terms of housing delivery, the plan is on target for delivery in the North of the Borough effectively delivering the regeneration aims of

the development strategy for this area. Delays to the bringing forward of the strategic sites and the downturn of the economy is resulting in slower delivery of housing in the Cwmbran and Pontypool sub market areas. Even with some strategic sites coming forward there is expected to be a continued shortfall in housing delivery rates against targets which will mean the overall housing target will not be met. This has implications for delivery of other aspects of the plan, such as affordable housing delivery.

5.14 The LDP has so far proved effective in discouraging inappropriate development with no major applications requiring to be refused or being subject of appeal.

5.15 **Recommendation of AMR**

As a result of the above, the LDP Annual Monitoring Report 2019 concludes that:-

There is evidence to indicate the need for a review of the plan at this time because progress in delivery of the strategy is slower than expected primarily due to the global recession and its impact on the housing and employment markets. A review of the plan was carried out in 2018 and a replacement plan is now in preparation.