



TORFAEN COUNTY BOROUGH COUNCIL

**LOCAL DEVELOPMENT PLAN
ANNUAL MONITORING REPORT 2018**

OCTOBER 2018

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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 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 has two key roles, firstly to consider whether the 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. A full review of the plan was required to be undertaken 4 years after implementation in 2017 and this was carried out and reported to Council on 17th April 2018.
- 1.3 The AMR will continue to monitor the effectiveness of delivery of the Plan, the Plan's sustainability credentials and any contextual issues that will influence its implementation. The purpose of the AMR is to provide an opportunity to review the progress in implementing the policies and to enable the Council to identify and make modifications to the LDP where appropriate.
- 1.4 This is the fourth AMR report, and is based on the period from 1st April 2017 to 31st March 2018 and is required to be submitted to the Welsh Government by the 31st October 2018. 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. It is a factual document reporting on progress against an agreed set of Monitoring Indicators (as amended) as identified in Appendix 8 and 9 of the Torfaen Adopted LDP 2013. As such, in line with guidance no formal consultation has been undertaken on the document.
- 1.5 The findings of the AMR provide an important opportunity for the Council to assess the effectiveness of the Plan and to determine whether or not it needs to be reviewed. In considering all the evidence the Council has assessed performance in line with the new monitoring questions identified in the LDP Manual, set out in full in Section 6 of this report. The recommendations of the 2018 AMR is set out in paragraph 6.15.

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?*
- 1.8 The monitoring of the LDP will in part be used for the monitoring of the sustainability performance of the plan through the SA/SEA Assessment. Where possible indicators have been chosen which serve both needs. There is a cross over therefore with the information used to monitor the plan and that used to inform the SA/SEA monitoring.

Format and Content

- 1.9 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.
- 1.10 The monitoring process for both LDP monitoring and SA 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.
- 1.11 The AMR has been prepared in accordance with the requirements of the Town and Country Planning (Local Development Plan) (Wales) Regulations 2005; Strategic Environmental Assessment Regulations (2004); and the Habitats Assessment Regulations (2004).

2. Monitoring Framework - Overview

2.1 The AMR will report progress on the LDP using the following 2 monitoring elements:-

- The LDP Strategy, policies and proposals; and
- The Sustainability Appraisal (SA) which includes the Strategic Environmental Assessment.

The Monitoring Frameworks for the above are identified in Appendix A and Appendix B

Developing 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. Consideration should be given to what exactly needs to be monitored and what should not be monitored.

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. Targets may relate to the achievement of certain levels of development by specified time frames and may be set annually or at an interim point in the plan period.

Trigger Points

2.6 The indicators and targets in the Monitoring Framework give 'Assessment Triggers' to indicate if one part of the plan is not achieving the desired outcomes. If these triggers are activated then the AMR will consider the necessary action which is required as a result. There are a number of outcomes which could be implemented by the Council in this event; these will depend on the extent to which the target appears not to have been met and the status of development sites which are important to the delivery of the strategy. Contextual indicators will also be used in the AMR to evaluate if it is actually the plan which is not achieving the targets or if there are external factors (such as the economy) which are outside the control of planning.

- 2.7 The trigger levels provide an opportunity to investigate the performance of a policy in achieving a desired objective.
- 2.8 The Monitoring indicators are linked to specific LDP Objectives and LDP Policies. Interim target dates listed in the table relate to the 1st April of that particular year. Data will be collected at an April 1st base date for incorporation into the AMR to be submitted in October of the year.

Sustainability Appraisal Objectives and Targets

- 2.9 The Sustainability Appraisal of the LDP identifies a set of objectives and significant effect indicators which are intended to measure the social, economic and environmental impact of the LDP. The SA identifies 23 objectives and indicators designed to monitor the environmental credentials of the LDP

Site Monitoring

- 2.10 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

- 2.11 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.
- 2.12 The LDP Manual identifies other mandatory indicators which should be included in the Monitoring Frameworks; and these are shown in paragraph 4.11 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 In assessing the performance of the LDP and hence determining whether a full or partial review of the LDP is required it is necessary to consider any contextual changes that have occurred in the preceding year that may have affected the delivery of the LDP. This will comprise an analysis of how the LDP has been affected by local, regional and national factors in recognition of the fact the LDP does not exist in isolation and its delivery can be impacted on by external economic trends.
- 3.2 The following section looks at the factors that may have influence on development in Torfaen CBC or may necessitate a part or full the review of the LDP:-
- National Context (Overview, Legislation, Policy & Evidence);
 - Regional Context (Policy & Evidence); and
 - Local Context (Policy & Evidence).

National Context Overview

- 3.3 Following on from the previous 2017 AMR, the main contextual changes are outlined below.
- 3.4 The Brexit Vote resulting in a complete loss of EU grants, if not made up by the UK Government, would result in a £500 million a year post-Brexit funding shortfall for Wales. Any failure to replace Wales' EU funding would potentially more than double the amount of cuts between now and 2020 and leave a shortfall in investment particularly in regeneration initiatives.

National Legislation and Policy

- 3.5 Since 1st April 2017, the following relevant legislation and policy 'documents' were issued by the Westminster and Welsh Governments:-
- 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.

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.

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.

The NDF Preferred Option is called "Sustainable Places" upon which the Vision is based; and covers a 20 year plan period (2020-2040) -

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.

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).

- It is considered that the Welsh Government National Development Framework Preferred Option has no significant implications for the LDP; although it will be taken into account in the review of the LDP.

3.7 Planning Policy Wales (PPW) Draft 10th Edition (February - May 2018) - The Welsh Government consulted on proposed revisions to Planning Policy Wales (PPW) during the current monitoring period. In light of the Well-being of Future Generations (Wales) Act 2015, it is proposed to restructure PPW into policy themes around the well-being goals with policy updated to reflect new Welsh Government strategies and policies. The outcome of the consultation and any subsequent implications for the LDP / LDP revision will be reported in future AMRs.

- It is considered that Planning Policy Wales (PPW) Draft 10th Edition currently has no significant implications for the LDP; although it will be taken into account in the preparation of the replacement LDP. However, the Council's Planning Obligations SPG will need updating to reflect any changes in PPW once the 10th Edition is published.

3.8 Welsh Minister's Letters - On 13th December 2017, the Cabinet Secretary for Energy, Planning & Rural Affairs issued a Written Statement and wrote two letters to relevant Welsh LPAs; the first inviting them to prepare proposals for three regional SDPs. The second letter invited the following specified groups of LPAs within SEWSPG to prepare Joint Local Development Plans, with a 'positive' response requested by 28th February 2018:-

- 'South East Wales - East' (i.e. Blaenau Gwent, Monmouthshire, Newport & Torfaen); and
- 'South East Wales - Central & West' (i.e. Bridgend, Caerphilly & Rhondda Cynon Taf).

<http://gov.wales/about/cabinet/cabinetstatements/2017/jointlocalandstrategicdevelopmentplans/?lang=en>

As regards the Cardiff City Region SDP, the Leaders of the Cardiff Capital Region and each individual LPA has written back to the Cabinet Secretary in support of producing the SDP. Currently South East Wales Strategic Planning Group (SEWSPG) Senior Officers, the Leaders and Chief Executives of the relevant Councils are considering matters in relation to the SDP boundary; responsible authority & resources; governance; and the SDP Delivery Agreement (timetable), scope (topics / evidence base requirements) and duration. (It is expected that a report will be presented to the 10 Councils in late 2018 in order to formally agree preparation of the SDP).

As regards Joint LDPs, no authority wrote back to the Cabinet Secretary in support of a Joint LDP; with most authorities expressing a preference for an individual LDP Review with extensive regional (through SEWSPG) and neighbour collaboration. Therefore, the Cabinet Secretary wrote to all LPAs on 29th March 2018 inviting them to prepare individual LDPs; with submission of the LDP Review Delivery Agreement (DA) expected within 3 months, with a maximum 3½ year time period for plan preparation and with a single 3 months slippage period allowed. Therefore, the current position on the progress of LDP Reviews in the SEWSPG region is contained in the following table:-

South East Wales LDP Adoption Dates, Plan Periods & Review Progress

LPA	LDP Adopted	LDP Plan Period	Review Progress
Caerphilly	Nov 2010	up to 2021	LDP or SDP / LDPL?
Rhondda Cynon Taff	Mar 2011	2006-2021	LDP or SDP / LDPL?
Merthyr Tydfil	May 2011	2006-2021	Deposit LDP (2016-31) - July/Sept 2018 Adoption - December 2019
Blaenau Gwent	Nov 2012	up to 2021	Review Report - September 2017 LDP DA (Full LDP 2018-33) Sept 2018 Adoption - March 2022
Bridgend	Sep 2013	2006-2021	Review Report - June 2018 LDP DA (Full LDP 2018-33) - June 2018 Adoption - September 2021
Brecon Beacons National Park	Dec 2013	up to 2022	Draft Review Report & Draft DA (Full LDP 2017-32) - July/Aug 2018 Adoption - May 2022
Torfaen	Dec 2013	1 Jan 2006 - 31 March 2021	Review Report - April 2018 LDP DA (Full LDP 2018-33) - June 2018 Adoption - December 2021
Monmouthshire	Feb 2014	2011-2021	Review Report - March 2018 LDP DA (Full LDP 2018-33) - May 2018 Adoption - December 2021
Newport	Jan 2015	up to 2026	SDP / LDP Lite
Cardiff	Jan 2016	2006-2026	SDP / LDP Lite
Vale of Glamorgan	June 2017	2011-2026	SDP / LDP Lite

Notes

PPW 9th Ed. para 2.1.5 states “An LDP ceases to be the development plan on expiry of the plan period, as specified on the plan. An LDP should clearly specify the period to which it is to have effect. Where this is not expressed, the expiry period is to be treated as the 31 December of the calendar year specified on the plan...” - only affects Torfaen who specified a plan end date.

SDP - Strategic Development Plan
LDPL - Local Development Plan Lite
LDP - Local Development Plan
DA - Delivery Agreement

- It is considered that the Welsh Minister’s Letters have no significant implications for the LDP; although they have resulted in the commencement of a full Torfaen LDP Replacement plan.

3.9 Technical Advice Note 20 ‘Planning and the Welsh Language’ (TAN20) (October 2017) - TAN20 has been updated to incorporate changes brought about by the Planning (Wales) Act 2015. The Act requires consideration for the Welsh language at every level of the planning system, from the National Development Framework, through to Strategic Development Plans and down to Local Development Plans. The updated TAN20 provides local planning authorities, developers and communities with advice on how the language can be supported and protected by the planning system. It is important for all development plans to consider how the strategy, policies and site specific proposals contribute towards

creating the conditions for the language to thrive. It is a legal duty to consider the language as part of the Sustainability Appraisal. The revised TAN20 supports the Welsh Language Strategy by encouraging Local Development Plans to promote places where community life can take place in Welsh and seeks to ensure local planning authorities see development as vital to the future of the language.

- It is considered that the updated TAN20 has no significant implications for the LDP; although it will be taken into account in the review of the LDP.

3.10 **Technical Advice Note 24 'The Historic Environment' (TAN24)** (May 2017) - This new TAN provides guidance on how the planning system considers the historic environment during development plan preparation and decision making on planning and listed building applications. The TAN provides guidance on how the following aspects of the historic environment should be considered: World Heritage Sites; scheduled monuments; archaeological remains; listed buildings; conservation areas; historic parks and gardens; historic landscapes; and historic assets of special local interest. The TAN replaced the following Welsh Office Circulars:-

- 60/96 Planning and the Historic Environment: Archaeology;
 - 61/96 Planning and the Historic Environment: Historic Buildings and Conservation Areas; and
 - 1/98 Planning and the Historic Environment: Directions by the Secretary of State for Wales.
- It is considered that the new TAN24 has no significant implications for the LDP; although it will be taken into account in the review of the LDP.

3.11 **WG CPO Letter: Online Aviation Safeguarding Toolkit** (June 2017) - The Cabinet Secretary has written to local planning authorities to advise that the online aviation safeguarding tool used for the assessment of domestic wind turbines under permitted development rights will no longer be available.

- It is considered that this letter has no significant implications for the LDP; although it will be taken into account in the review of the LDP.

3.12 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 2017 mid-year population estimate** for Torfaen was **92,264**; compared to **92,052** in June 2016. 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 2017 mid-year estimate). Population and Household estimates will be considered in the LDP Review.

3.13 UK Consultation - **Revised UK Air Quality Plan for Tackling Nitrogen Dioxide** ('Improving air quality in the UK: tackling nitrogen dioxide in our towns and cities') (5th May - 15th June 2017). This consultation on the draft revised UK Air Quality Plan to reduce levels of nitrogen dioxide around roads within the shortest possible time; the most immediate air quality challenge.

- It is considered that the **Revised UK Air Quality Plan for Tackling Nitrogen Dioxide** consultation has no significant implications for the LDP; although it will be taken into account in the review of the LDP.

- 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.
- It is considered that **Circular 005/2018** on '**Planning for Gypsy, Traveller and Showpeople Sites**' has no significant implications for the LDP; although it 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.
- It is considered that the **Enabling Gypsies, Roma and Travellers** plan has no significant implications for the LDP; although it 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.
- It is considered that **Circular 008/2018** has no significant implications for the LDP; although it 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.

Therefore, in January 2019, the current voluntary SuDS standards will 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.

3.18 Welsh Government Consultation - **Taking Forward Wales' Sustainable Management of Natural Resources** (21st June - 30th Sept 2017) - This consultation sought views on new regulatory approaches to the sustainable management of natural resources in Wales. Proposals include: promotion of the circular economy; nature-based solutions; new markets and innovative mechanisms; and smarter regulation.

- It is considered that the **Taking Forward Wales' Sustainable Management of Natural Resources** consultation has no significant implications for the LDP; although it will be taken into account in the review of the LDP.

3.19 Welsh Government Valleys Task Force **Our Valleys, Our Future** (July 2017). This Ministerial Taskforce for the South Wales Valleys has published a high-level action plan which outlines its priorities for the future. The key priorities in the Plan are: good quality jobs and the skills to do them; better public services; and my local community. The Taskforce want to discuss how these priorities can be further developed into more tangible actions and further refine the plan; and public events were also planned. It sets out a range of aims and actions in each of the three

priority areas, including: closing the employment gap between the South Wales Valleys and the rest of Wales by getting an additional 7,000 people into work by 2021 and creating thousands of new, fair, secure and sustainable jobs; and exploring the development of a Valleys Landscape Park, which has the potential to help local communities use their natural and environmental resources for tourism, energy generation and health and wellbeing purposes. The Taskforce aims to *“Explore all options to target investment and create new strategic hubs in specific areas across the Valleys. These will be areas where public money is focused to provide opportunities for the private sector to invest and create new jobs. The focus of each hub will reflect the opportunities and demand in a particular area and their aspirations for the future.”* The seven hub locations include Cwmbran in Torfaen - focusing on office, industrial and residential development.

- It is considered that emerging Valleys Task Force proposals in **Our Valleys, Our Future** currently has no significant implications for the LDP; the proposed Cwmbran ‘Hub’ is about delivering the LDP housing and employment allocations. However, it will influence the expected Cardiff SDP and Torfaen LDP/L or LDP Review; although much will depend on if it changes WG investment / grant aid priorities.

3.20 Welsh Government - **Prosperity for All: the national strategy** takes the commitments of their 5 year programme for government, ‘Taking Wales Forward: 2016 - 2021’, and places them in a long-term context, and sets out how they will be delivered by bringing together the efforts of the whole Welsh public sector. The four Key Themes of the strategy are the same as those in Taking Wales Forward, which are: ‘Prosperous & Secure’; ‘Healthy & Active’; ‘Ambitious & Learning’; and ‘United & Connected’. There are five Priority Areas which have the greatest potential contribution to long-term prosperity and well-being and include: ‘Early Years’; ‘Housing’; ‘Social Care’; ‘Mental Health’; and ‘Skills & Employability’.

- It is considered that the **Prosperity for All: the national strategy** currently has no significant implications for the LDP. However, it will influence the expected Cardiff SDP and Torfaen LDP/L or LDP Review; although much will depend on if it changes WG investment / grant aid priorities.

3.21 The Welsh Government published the latest **2018 Acceptable Cost Guidance** (ACG) in January 2018 which replaced the previous February 2015 ACGs and sets the price to be paid for social housing depending on location and dwelling type/size; noting that there are now separate prices for small (10 or less dwellings) and large sites (11 or more dwellings).

- It is considered that the latest Welsh Government 2018 Acceptable Cost Guidance currently has no significant implications for the LDP; although it will be taken into account in the annual affordable housing viability review in the AMR and the LDP review. It is also noted that Annex 1 of the Council’s Planning Obligations SPG on ‘Affordable Housing’ will need updating to reflect these latest prices.

Regional Context - Policy & Evidence

3.22 **Cardiff Capital Region City Deal (CCRCD)** - The CCRCD was signed by the 10 constituent Local Authority Leaders (from Blaenau Gwent, Bridgend, Caerphilly, Cardiff, Merthyr Tydfil, Monmouthshire, Newport, Rhondda Cynon Taff, Torfaen and the Vale of Glamorgan), the Secretary of State for Wales, the Chief Secretary to the Treasury and the First Minister on 1st March 2017.

The CCRC 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 CCRC to deliver up to 25,000 new jobs and leverage an additional £4 billion of private sector investment by 2036. The CCRC 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.

The CCRC 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.

The CCRC is governed by the CCR 'Regional Cabinet' of the 10 constituent Local Authority Leaders (with two leads identified for each Portfolio), supported by the CCR 'Programme Board' (of relevant City Deal staff and local authority strategic directors and specialist, legal & finance staff); with a 'Regional Programme Office' in Nantgarw. Three advisory bodies to the Regional Cabinet have been created and developed: the 'Regional Economic Growth Partnership'; the 'Regional Business Organisation'; and the 'Regional Skills and Employment Board'; and one non-statutory delivery body, the 'Regional Transport Authority'. Current CCRC Portfolios and Programme Themes include:-

Portfolio	Theme
Work, Skills & Economy	Skills
	Economy
Business & Innovation	Innovation
	Digital
Regeneration, Housing & Planning	Regeneration
	Housing
	Planning
Transport	Transport

In May 2017 the CCR Regional Cabinet agreed to invest £37.9 million to support the development of a Compound Semiconductor industry cluster in Newport. The project is expected to leverage up to £375 million of private sector investment over the next five years, and the creation of up to 2,000 high value, high-tech jobs, with the potential for hundreds more in the wider supply chain and cluster development.

In January 2018 the CCR Cabinet agreed to support in principle the £180 million re-development of Cardiff's main transport hub with £40m of City Deal funding. The proposed Metro Central project will deliver a new Central Transport Interchange at the heart of Cardiff's city centre Core Employment Zone. The project encompasses a new Central bus station, the modernisation of Cardiff Central train station, and

delivery of a range of other transport infrastructure such as a new coach station, a cycle hub and public realm improvements. The aim is to improve the capacity of the Central Interchange to accommodate increased frequency of services delivered through the South Wales Metro investment, and to provide an infrastructure for jobs growth through accelerating investment in Cardiff's Core Employment Zone.

An eight-point 'Employment and Skills Plan' was launched by the Learning, Skills and Innovation Partnership (LSkip) South East Wales in September 2017 to prioritise areas for skills investment which will achieve social and economic benefits for the CCR.

Finally, the Joint Working Agreement 'Business Plan' (Regional Economic Strategy for the CCR) was agreed, as a reserved matter, by each constituent Local Authority by 1st March 2018.

- 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 Portfolio/Theme Programmes are agreed.

3.23 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. Future progress on the SDP and any subsequent implications for the LDP revision will be reported in future AMRs. Finally, the detailed WG guidance on the form / content of an SDP is not expected to be published until spring 2019 as part of the LDP Manual v3 review.

- 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. Then, if an SDP was commenced in mid-2019 it would not be 'adopted' until mid-2023 (all going well).

Local Context - Policy & Evidence

3.24 **Well-being Plan for Torfaen: 2018-2023** - 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 local authority area and have clear links with the LDP. The Well-Being Plan for Torfaen was published in early 2018 following public consultation on the Draft Well-being Plan in autumn 2017. The Well-being Plan has a detailed shared vision and the following seven well-being objectives:-

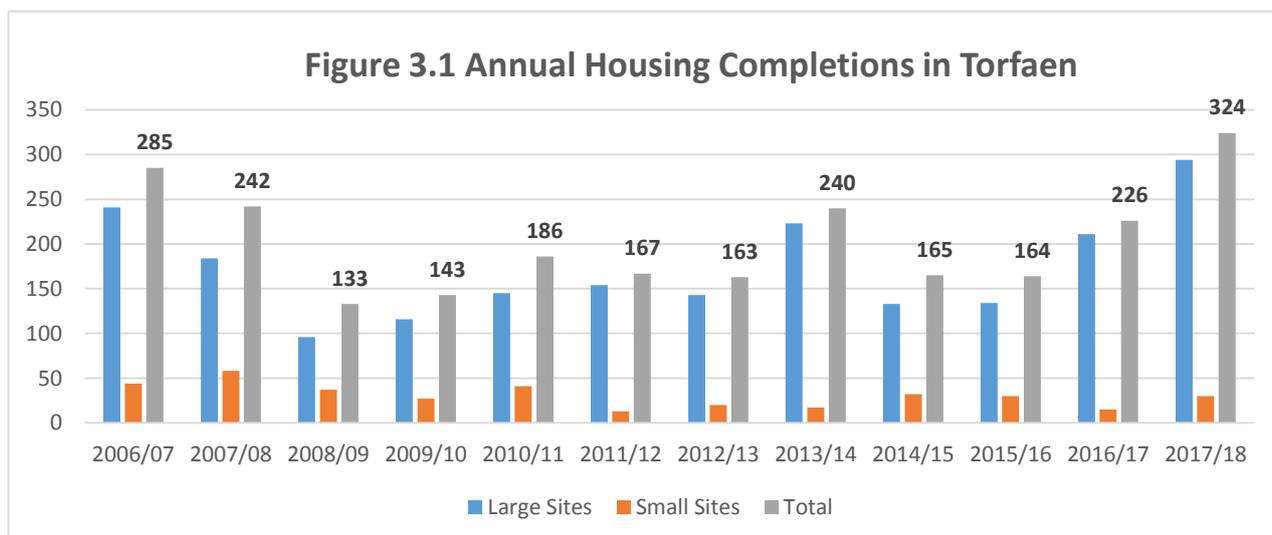
1. Develop a functional, connected network of natural areas that support the current and future well-being needs of local populations.
2. Develop mitigation and adaptation responses to the impacts of climate change.
3. Provide children and young people with the best possible start in life.
4. Prevent chronic health conditions through supporting healthy lifestyles and enabling people to age well.
5. Tackle the intergenerational patterns of poverty and develop economic resilience.
6. Improve local skills through work-force planning, training, apprenticeships, and volunteering opportunities.
7. Create safe, confident communities and promote community cohesion.

PSB partners are now working on detailed action plans which will set out how they will deliver the steps identified in the Well-being Plan. Further progress on the implementation of the Well-being Plan will be reported in subsequent AMRs insofar as it relates to the LDP.

- It is considered that the 'Well-being Plan for Torfaen' has no significant implications for the LDP; although it will be taken into account in the review of the LDP.

3.25 **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 2018) **2,438** dwellings have been completed leaving a remaining requirement for the 4 years of the plan period of **2,334** dwellings (including 72 demolitions accrued since 2006). Figure 3.1 below outlines the actual completions in the previous 12.25 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 2017/18 data, that completion rates are now shifting upwards; with a number of strategic sites recently gaining planning permission and construction now commence - the 2018 JHLAS forecasts that this trend is expected to continue.

Figure 3.1 Annual Housing Completions in Torfaen



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

The Housing Table 3.2 below shows the spatial location of these completions across the three Torfaen Housing Market Areas at April 2018 and progress against the associated LDP Housing Sub-Targets of LDP Policy S5.

	Housing Market Area (HMA)		
	North Torfaen	Pontypool	Cwmbran
LDP HOUSING TARGET	550	1,875	2,275
Dwellings built: January 2006 - April 2018 (A)	424	920	1086
Permitted large sites (10+ dwellings) at April 2018 (B)	122	394	1,300
LDP allocations on large (10+) sites (at April 2018)	110	982	776
Small sites (<9 dwellings) remaining 2018 - 2021 (C)	33	42	27
Windfall large (10+) sites remaining 2018 - 2021	0	0	0
SUB-TOTAL	689	2,338	3,189
Dwellings demolished January 2006 - April 2018 (D)	29	6	37
Estimated dwelling demolitions 2018 - 2021 (E)	7	2	9
TOTAL (including demolitions)	725	2,346	3,235
OVER ALLOCATION (including demolitions) when compared to LDP Housing Target	175 dwellings (32% over allocation)	471 dwellings (25% over allocation)	960 dwellings (42% over allocation)
Units Remaining to be Permitted (April 2018) to Deliver LDP Target (LDP Target - ((A+B+C)-(D+E))	7	527	-92

Source - This table is based upon the Housing Sites Table at Appendix 6 of the Torfaen LDP, which provides more detail on how the future small sites, windfall and demolitions calculations are made and lists the sites themselves.

3.26 **Torfaen CBC Joint Housing Land Availability Study 2017** (October 2017) -, based on the residual method, the study determined there was a **3.6 years** housing land supply at **1st April 2017**, which is below the 5 years required by National Policy.

- 3.27 **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**.
- 3.28 The Council (paragraph 9.2.3 of PPW 9th Ed.) ***“must ensure that sufficient land is genuinely available or will become available to provide a 5-year supply of land for housing judged against the general objectives and the scale and location of development provided for in the development plan”*** and ***“For land to be regarded as genuinely available it must be a site included in 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.”***
- 3.29 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.
- 3.30 Subsequently, the Cabinet Secretary for Energy, Planning & Rural Affairs in a letter to all Welsh LPAs dated 18th July 2018, explained her housing review ‘Call for Evidence’ and 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.”*** It is currently unknown if the dis-application of para 6.2 will only be for the duration of the Minister’s ‘housing review’, or for an indefinite period as many people believe.
- 3.31 Therefore, the 2018 AMR whilst noting that the Council, using the ‘residual method’, has an improved 3.9 years housing land supply at April 2018 (up from 3.6 years in April 2017) considers that the lack of the required five-year land supply is due to the recession and large allocated sites not coming forward until late in the plan period. However, the 2018 Torfaen JHLAS forecasts that 2,107 dwellings will be built over the next five years and the Council has resolved to commence 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. Also, using an alternative ‘10-year past build rate method’ for calculating land supply, it is estimated that there is 9.8 years housing land supply going forward. 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.”***

- 3.32 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 next few years. 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 by 389 dwellings with 3 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.
- 3.33 **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 2018, **788** affordable units have been delivered (70%) and a further **539** have already been permitted. In the 2017-2018 monitoring period **87** affordable dwellings were delivered.
- 3.34 The latest **Torfaen Local Housing Market Assessment (LHMA), August 2017**, using existing data sources and local housing registers, and following the Welsh Government 'Local Housing Market Assessment Guide' (March 2006) / supplementary 'Getting Started With Your Local Housing Market Assessment: A Step by Step Guide' (November 2014), now considers the affordable housing need in Torfaen by tenure split to be 90% 'social' rented housing and 10% 'intermediate' low cost home ownership / rented housing. This has changed from the previous 2015 Torfaen LHMA 80 / 20% tenure split; which also estimated that Torfaen would need to develop approximately 177 new homes every year to meet the current shortfall and future predicted need. However, due to more people applying to join the Housing Register, the continued rise of house / rent prices and increased levels of homelessness, which has created greater demand for affordable housing, the updated 2017 LHMA estimates that the figure is now nearer 223 p.a. as follows:-

Total Affordable Housing Need in Torfaen (per annum)			
Torfaen Housing Sub-Market Area	Social (Rented) Housing	Intermediate Housing	
		Low Cost Home Ownership	Intermediate Rent
North Torfaen	2	5	0
Pontypool (East & West)	46	7	0
Cwmbran: (North & West and South & East)	149	11	3
TOTAL (223)	197	23	3
Percentage	88%	12%	

- It is considered that the latest Torfaen 2017 LHMA, currently has no significant implications for the LDP; although it will be taken into account in the annual

affordable housing viability review in the AMR and the LDP review. It is also noted that Annex 1 of the Council’s Planning Obligations SPG on ‘Affordable Housing’ will need updating to reflect this latest tenure split.

3.35 **Affordable Housing LDP Policy H4: Viability Review** - With regards to the % of affordable housing sought within each of the four LDP housing sub-market areas (HSMA), LDP Policy H4 states (inter alia) that:-

“These percentages may change by 5% increments (increase or decrease), via Supplementary Planning Guidance, if house prices or construction costs change (up or down) as a result of annual monitoring and an update of the Affordable Housing Viability Study.”

3.36 Therefore, the **2015 LDP AMR**, in considering the review of affordable housing & S106 viability, recommended that the level of affordable housing sought in the North Torfaen HSMA be reduced from ‘up to 10%’ to ‘up to 5%’ and the S106 SPG be amended accordingly; which was agreed by Council in December 2015. Following consultation on this and other matters, the ‘Updated Planning Obligations’ SPG was adopted by Council on 20th September 2016. Based upon the finding of the 2015 LDP AMR, the S106 SPG 2016 Update also raised (as a matter of ‘planning practice’) the threshold at which affordable housing, public open space and recreation is sought from 3 to 10 dwellings (or 0.1 to 0.33ha) in all the HSMA’s except for Cwmbran S&E, where viability was more positive for small sites / builders.

3.37 The subsequent **2016 and 2017 LDP AMRs** also reviewed housing / S106 viability and the site size threshold and both concluded that the 2015 LDP AMR results remained valid. See paragraph 3.39 below for the 2018 AMR review of the site size threshold.

3.38 This **2018 LDP AMR** has again reviewed housing / 106 viability and the site size threshold with the latest benchmark land values (which have remained static), new house prices have increased by around 10% in the last year; and construction costs (which have also increased by approx. 9% since 2017 - see Torfaen BCIS tables below). Within the methodology, contrary to the 2017 AMR, the costs of sprinklers and not now considered to be within the BCIS supplied build cost figures; so they have been treated as an abnormal build cost. Similarly, the costs of Welsh Land Transaction Tax (LTT) rather than Stamp Duty Land Tax (SDLT) associated with the land purchase are now deducted from the Residual Value. Finally, the latest (January 2018) Welsh Government Acceptable Cost Guidelines (ACG) values for the price paid for social housing has been used (which now has separate costs for small (10 or less dwellings) and large sites (11 or more dwellings)); along with the results of the latest Torfaen Local Housing Market Assessment (August 2017); which now considers the affordable housing tenure split within Torfaen to be 90% social rented housing and 10% intermediate purchase / rented housing (this has changed from the previous 2015 Torfaen LHMA 80/20% tenure split).

Build Costs (m ²)	Torfaen BCIS Q3 2018		
	Houses	Flats	Bungalows
Base Build	£1,183	£1,371	£1,366
Externals at 15%	£177	£206	£205
Sub Total	£1,360	£1,577	£1,571
Location Factor	0.81	0.81	0.81

Torfaen BCIS Q3 2017		
Houses	Flats	Bungalows
£1,077	£1,249	£1,227
£162	£187	£184
£1,239	£1,436	£1,411
0.83	0.83	0.83

Total Cost (m²)	£1,102	£1,277	£1,272	£1,028	£1,192	£1,171
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3.39 **Site Size Threshold Review** - Policy H4 of the LDP sets the site size threshold at which affordable housing, public open space and recreation is sought at 3 dwellings (0.1ha). As with the 2015, 2016 and 2017 AMRs affordable housing viability reviews it is still considered in the 2018 AMR Review, that the site size threshold should be maintained at 10 dwellings (0.33ha) in all the HSMA's except for Cwmbran S&E, where viability is more positive for small sites (9 or less dwellings) / builders. As a consequence, there is no need to change the 'Updated Planning Obligations SPG', September 2016 for this issue.

3.40 **Welsh Land Transaction Tax (LTT)** - From April 2018, Land Transaction Tax (LTT) replaced UK Stamp Duty Land Tax (SDLT) in Wales. Like SDLT, LTT is payable by purchasers who buy or lease a building or land over a certain price. The tax is broadly consistent with SDLT, preserving the underlying structure and mirroring key elements such as partnerships, trusts and reliefs, to provide stability and reassurance to businesses and the property market. However, generally for development land (even where that land may subsequently be used for residential purposes) the non-residential (commercial) rates are applied. The **Welsh Revenue Authority** (WRA) will undertake all the collection and management functions for LTT from April 2018. It is understood that LTT has a marginal tax rate structure - which applies the relevant tax rate only to the proportion of the value which falls within the relevant band; these have recently been announced as follows:-

Previous SDLT - Non-Residential Rates		Current LTT - Non-Residential Rates	
Transfer Value	Rates	Price Threshold	Rates
Up to £150,000	0%	Up to £150,000	0%
The next £100,000 (£150,001 to £250,000)	2.0%	The next £100,000 (£150,001 - £250,000)	1.0%
The remaining amount (above £250,000)	5.0%	The next £750,000 (£250,001 - £1,000,000)	5.0%
		The remaining amount (above £1,000,000)	6.0%

Therefore, this 2018 AMR Review has used the new LTT rates. However, from the table below, it can be seen that if the rates are compared at several threshold land prices, the difference is marginal. Also, given the continuing increases in house prices in excess of build cost increases, there is an ever increasing viability margin in favour of developers to cover any marginal increase in costs from LTT.

Comparison of SDLT v LTT Charges		
Land Price	SDLT	LTT
Up to £150,000	£0	£0
£200,000	£1,000	£500
£500,000	£14,500	£13,500
£1,500,000	£64,500	£68,500

3.41 **Retail & Leisure** - Table 3.3 below shows vacancy rates in the town centres since the beginning of the Plan Period (noting that care must be taken in their analysis, as the 2006 and 2010 surveys were carried out by GVA and the 2015 - 2018 surveys by the Council and different town centre areas were used, especially in Cwmbran). Cwmbran town centre continues to perform exceptionally well as a sub-regional

shopping centre with vacancy rates well below the national average. Vacancy rates in Pontypool town centre have increased over the last year and over the plan period as a whole; and remain above the national averages. For Blaenavon town centre the 2018 survey work has not yet been completed.

Table 3.3: Town Centre Vacancy Rates in Torfaen

Town Centre	Survey Year							
	2006	2010	2015	2016	2017	2018	2019	2020
Cwmbran	2.0%	4.3%	5.4%	7.4%	7%	6.4%		
Pontypool	16.2%	24.0%	13.8%	11%	13%	17.5%		
Blaenavon	26.0%	12.0%	18.0%	25%	19%	tbc%		
UK	8.0%	11.1%	10.4%	12.4%	11.1%	11%		
Wales	-	-	-	-	15.2%	13%		

3.42 **Torfaen Active Travel Plan (ATP)** - In September 2014, the Welsh Government introduced the **Active Travel (Wales) Act 2013** which makes it a legal requirement for local authorities in Wales to map and plan for suitable routes for active travel within settlements with a population of over 2,000 people. Active travel means walking and cycling for everyday short-distance journeys, such as journeys to school, work, or for access to shops or services, but does not include journeys purely made for recreation or social reasons. Therefore, the Council submitted the **'Existing Route Map Consultation 2015 - Response & Submission: Summary Report'** to WG in January 2016; which shows the results of the active travel survey and identifies existing routes that the Council consider suitable for active travel; which has subsequently been approved by the Welsh Government. Then, following a public consultation exercise in May - August 2017, the Council submitted the **'Integrated Network Map'** (INM) to WG by November 2017; which identifies new active travel routes and facilities as well as improvements to existing routes and facilities, that are needed to develop or enhance an integrated active travel network. Going forward the INM is reviewed annually to show how it is being progressed.

- The LDP already allocates several new walking and cycling routes; noting that any other routes identified as part of the Torfaen ATP / ERM / INM can be allocated in the future review of the LDP or negotiated as part of relevant planning applications in the interim. Therefore, it is considered that the Act / Torfaen ERM / INM currently have no significant implications for the LDP.

3.43 **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), many 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 afterward)

3.44 Torfaen's 21 Century Schools Programme / other educational asset developments - is progressing as follows:-

- Garnteg and Cwmffrwdroer Primary Schools, both in Pontypool, been remodelled (to increase capacity) in 2018; with the associated closure of Brynteg Nursery and Victoria Primary Schools having taken place by September 2018;
 - A £4m refurbishment at Penygarn Community Primary school, was completed in 2018;
 - Planning approval has been achieved for a replacement Croesyceiliog Secondary School (£30m) to be built on the site of the current school, with construction having now commenced, with completion expected by September 2019;
 - The Council's Sixth Form Centre (£24.7m), south of the Morrisons superstore and within the Cwmbran Eastern Strip SAA1, is now under construction, with completion expected by September 2020;
 - The Welsh Government have 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 and St David's and Our Lady of the Angels primary schools; and significant refurbishments at Ysgol Cwmbran (£3.4m) and Ysgol Bryn Onnen (in Varteg, Pontypool) (£3.5m);
 - Negotiations continue with the landowner as regards to the allocated Primary School on the Mamhilad SAA4 site, which is to be provided under a S106 Agreement to serve to site; and
 - Coleg Gwent are still considering the future of their Pontypool College site, which is allocated for housing in the LDP. However, more should be known for the 2019 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 2019 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 2018 AMR is the fourth 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. The detailed LDP Monitoring Framework is included in Appendix A of this report and measures the performance of each of the 18 LDP Objectives. To do this a number of indicators and targets have been developed to monitor performance. This section is intended to provide a summary of the key findings of the assessments.
- 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 2017 - 31st March 2018). As this is the third AMR, we are able to draw comparisons of trends over time.
- 4.3 An overview of the LDP Monitoring Data for the 2018 AMR provides an interesting insight into the implementation of the LDP over the monitoring period. In addition in combination with the 2015, 2016 & 2017 AMRs, trends can be identified over the wider monitoring period. Of particular note is the following between 1st April 2017 - 31st March 2018:-

Housing

- Housing Delivery is behind the LDP target of 4,700 by 2021. To date (1st April 2018) 2,438 units (52% of the total housing requirement) has been delivered;
- Planning permission for 395 new residential dwellings have been granted during the year, 292 market and 103 Affordable units;
- The plan is performing well in terms of Affordable Housing Delivery. A further 87 units were delivered in the year. To date against the 1,132 target; 788 dwellings or 70% has been delivered;
- The Annual Affordable Housing Viability Review has shown that the affordable housing percentages and the site size thresholds should remain unchanged;
- The 2018 Torfaen Joint Housing Land Availability Study (JHLAS) indicates the housing land supply figure is slightly improved from the 2017 figure at 3.9 years; up from 3.6 years;
- An Outline Planning Application and Listed Building Application is being considered for the major regeneration scheme at Mamhilad Action Area (Policy SAA4) and detailed reserved Matters Application for Phase 2 of the Former Police College Site, St Dials (Policy H1/2) was approved (April 2018);

Employment

- The employment allocation under Policy EET2/6 at Usk Vale, Mamhilad, near Pontypool has had permission granted for new industrial units; which are now under construction.

Retail

- Cwmbran continues to perform exceptionally well as a sub-regional centre with vacancy rates well below the national average.

Health

- Planning approval has been granted for the Grange University Hospital at Llanfrechfa, Cwmbran (Policy SAA7) and significant work has commenced on site;

Land Reclamation / Regeneration

- The British SAA5 Action Area, the largest remaining area of industrial dereliction in SE Wales 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;

Education

- Planning approvals have been granted for a number of new educational facilities as part of the Councils 21st Century Schools Programme; work was completed on three primary schools in Pontypool 2018 and construction has commenced on a replacement Croesyceiliog Secondary School and a new Sixth Form Centre, both in Cwmbran.

S106 Contributions from new development

- Through planning permissions granted during 2017-2018 financial contributions totalling approximately £143,300 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 and its report is expected to be brought to Council before the end of the year.

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 from Appendix A. The results of previous AMRs are also shown to indicate a change in situation from 2015 to 2018.

Table 4.1: LDP Strategy Monitoring - Summary					
LDP Objectives		AMR			
		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 10 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 partial or full review of the Plan. The reasons for these monitoring results are set out in Appendix A. A short summary of the main reasons why these objectives have been indicated as not being achieved is provided below (full details provided in Appendix A).

Objective 1 (Red) - The primary reason for this objective not being achieved is that by the end of 2018 it was expected 10ha of allocated employment land would be developed. To date only 3ha of allocated sites have been delivered and none within the first or second monitoring periods. No allocations have been delivered in this third monitoring period, however there has been delivery of 1.3ha on existing employment sites. Therefore a trigger has reached. Delivery of allocated employment land is below target and 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 2018, 3,775 (80%) dwellings should have been delivered; and to date some 2,438 dwellings have been delivered representing 52% of the required housing to 2021. It is clear now the LDP target will not be achieved. The 2018 Torfaen JHLAS indicates the housing land supply figure has increased to 3.9 years from the 2017 figure of 3.6 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 such as Llantarnam Comprehensive 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 Table 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,	This brownfield strategic mixed use site has already received planning permission in 2014; the Morrisons store	Continue discussions with landowners	ongoing with to bring

	Cwmbran	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 Sixth Form Centre.	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	This greenfield site has obtained outline planning permission (July 2015) for up to 450 dwellings, B1 employment uses, a neighbourhood centre. Phase 1 for 102 dwellings in now under construction.	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 January 2014 and again in October 2014; and reserved matters applications have now been approved for three phases totalling 493 dwellings and work has commenced on site by three developers	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 Health Board not progressing housing site and potential new link road as concentrating on the GUH WG not progressing employment site	Study commenced in relation to future development of the remaining employment and residential allocations

	and concerns that access and levelling costs may make the employment element uneconomic	
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Table 4.3: LDP Site Allocations Monitoring - Summary

Site		Progress	Actions
H1/1	County Hall & Police HQ, Llanyravon - 220 dwellings	Preferred bidder approved and pre application discussions continuing	Encourage & support submission of planning application from successful bidder
H1/2	Former Police College & Adj. Land, St. Dials - 350 dwellings	Planning application approved and work has commenced on Phase 1 of development. Phase 2 application has being determined subject to S106	Continue to press Phase 2 S106 and encourage landowners to bring forward Phase 3
H1/3	Former Belle Vue Nursery, St. Dials - 16 dwellings	Site under construction	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, Cwmyrnyscoy - 140 dwellings	Nature and extent of any development of the site is unknown at this time. Coleg Gwent reviewing plans for the site	Coleg Gwent reviewing the future of site and unlikely to be brought forward in the plan period
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 unlikely to be brought forward in the	Encourage and support landowner to bring site

		plan period	forward
H3/4	Hillside School, Blaenavon - 64 dwellings	Site completed	No action required
H3/5	Land off Giles Road, Blaenavon - 25 dwellings	Pre App discussions held in 2014, Landowner looking to bring site forward	Ransom strip issue resolved. 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 stated 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 acquired by Gwent Police for new headquarters	Encourage completion of permission and site development
EET1/3	Llantarnam Park B	Site acquired by Gwent Police	Encourage completion of permission and site development
EET1/4	Llantarnam Park C	No planning application - Discussions ongoing with potential developer for the site	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 application approved, first phase under construction	Encourage development of further phases
EET3/1	Varteg Road, Garndiffaith, Pontypool	Land owner on northern part of site exploring options to acquire remaining for car parking purposes	Encourage and promote site development

EET3/2	Gilchrist Thomas Ind. Est., Blaenavon	Site has been part developed (car park extension, storage and factory extension) - 0.7 delivered 0.5ha remaining	Encourage and promote site development
EET3/3	Kays and Kears, Blaenavon	Land recently sold. No Planning application submitted	Encourage and promote site development
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	No Planning Permission - Landowner considering site options	Encourage and promote site development
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	Scheme subject to TIA to prove need as part of SAA7 housing element; which is behind schedule in terms of receiving planning permission	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	Scheme implemented	None required

	to NCN492 at Merchant's Hill, Pontypool		
T3/4	Pontypool & New Inn Train Station to Pontypool Town Centre	Awaiting investigation	Outline Liaise with Highways with planning input if necessary
T3/5	Pontypool & New Inn Train Station to Mamhilad	Awaiting investigation	Outline Liaise with Highways with planning input if necessary
T3/6	Usk (Monmouthshire) to Coed-y-Gric Road, Griffithstown	Awaiting investigation	Outline Liaise with Highways with planning input if necessary
M3	Tir Pentwys Preferred Area for Aggregates	SWRAWP Regional Technical Statement on Aggregates (RTS) 1 st Review has set a zero tonnes aggregate apportionment for Torfaen	Planning application refused, appeal programed
CF1	Blaenavon Primary Care Resource Centre	Scheme Completed	None required
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	3.9 years housing land	Plan assessed as

		supply in April 2018. Only 2,438 dwellings have been completed which is below the LDP target of delivery of 3,775 dwellings by 2018	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
H4	Affordable Housing	The Annual Viability Review has shown that in North Torfaen the Council should only be seeking up to 5% affordable housing provision Small sites 3-9 (dwellings), especially in weaker market areas, are not making any S106 or limited affordable housing provision	Continue to monitor annually
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

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 2018 Joint Housing Land Availability Study Torfaen indicates there is a 3.9 year housing land supply
Number of net additional affordable and general market dwellings built per annum	A total of 324 units were built during 2017-2018. This comprised 237 market dwellings and 87 affordable units
Net employment land supply development	3.98ha of allocated employment land developed during 2017/18 1.1ha permitted on existing employment sites 6.98ha 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 30.58ha has been granted planning permission during the monitoring period 2017/18 which is equivalent to 9.7% of development plan allocations Out of a total of 56.08ha permitted in 2017/18 30.58ha was on allocated sites which is equivalent to 54.5% 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 2017/18 is 32.3 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 2017/18, 24.11ha of a total of 56.08ha permitted was on previously developed land equating to 42% 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
Planning permission granted in C1 and C2 floodplain areas during the year (Amended indicator)	During 2017/18, there was no permissions for highly vulnerable or emergency services permitted within flood zone C2 During 2017/2018 there was 1 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 2017/18 0.23ha 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	No waste management capacity developments have been permitted in 2017/18
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	283 units permitted on allocated sites in 2017/18, which would equate to 6% of overall housing provision. However these were Reserved Matters applications to the Outline permission (South Sebastopol) considered in the 2015 AMR. Therefore 0 units permitted on allocated sites. Total permissions on allocated sites since adoption is 27.5% (2015 AMR) + 14.2% (2016 AMR) + 0.4% (2017 AMR) + 0.0% (2018 AMR)= 42.1% of total housing provision permitted to date
Employment land permitted (ha) on allocated sites as a % of all employment allocations	3.98ha permitted on allocated sites equating to 9.8% of all employment allocations during 2017/18.

5. Sustainability Appraisal Monitoring

- 5.1 The Strategic Environment Assessment Directive requires local authorities to undertake Strategic Environmental Assessment as part of preparation of their development plan. A joint SA/SEA was undertaken as part of the preparation of the Torfaen LDP in line with best practise.
- 5.2 The SEA Directive also requires the Council to monitor the state of the environment through monitoring sustainability objectives. The 23 Sustainability Objectives set out in the Final SA Report (2013) are identified in Table 5.1 below. A range of initial indicators to monitor the objectives were set out in an initial monitoring framework in Table 13.1 in the Final SA Report (2013) to assist in monitoring the social, economic and environmental impact of the LDP. The set of indicators was preliminary and identified potential indicators. Through this monitoring process we have found there is an opportunity to improve the SA Monitoring to ensure that appropriate data is collected as a number of indicators are no longer relevant or data is not available or not sufficiently detailed to enable monitoring. The indicators will and will continue to be refined over the subsequent monitoring periods. The SA monitoring framework tables are included in Appendix B of this report which sets out the results of the monitoring of the 23 SA Objectives.
- 5.3 A traffic light system methodology has been used to identify if progress is being made towards the relevant objective, which is based on that used for the assessment of the LDP but amended for the purposes of this monitoring exercise. To summarise therefore for monitoring purposes a green result indicates that the results indicate a positive effect against achieving the objective, a white result indicates a neutral effect and red indicates the results suggest a negative effect against meeting the objective. An overview of the appraisal table is below:

Positive Effect towards meeting the Objective	
Neutral Effect	N
Negative Effect towards meeting the Objective	

- 5.4 For each objective the SA Report identified the predicted long term effect of the LDP against the objective. This identified whether the LDP would be likely to have positive or negative effects against the objectives. The result for each objective will be the overall net effect when all the indicators are taken into account, considering there will be a range of positive, neutral and negative effects identified under each objective.
- 5.5 The following Table 5.1 sets out the summary assessment of the results of the Sustainability Monitoring. This can be cross referenced against the background data table in Appendix B of this report. A summary analysis of these results is provided in paragraphs 5.-5.7 below. The results of the 2015, 2016 & 2017 AMRs are also shown to indicate a change in situation from 2015 to 2018.

Table 5.1 Sustainability Monitoring		Monitoring Results			
Objectives		2018	2017	2016	2015
1 & 2	To enable high and stable levels of local employment in Torfaen (positive effects) & To achieve economic growth to contribute to business competitiveness (positive effects)	N	N	N	
3	To promote and enhance sustainable tourism in Torfaen (positive effects)				
4	To protect, manage and enhance Blaenavon Industrial Landscape World Heritage Site as a cultural and tourism destination (positive effects)				
5	To protect, manage and enhance biodiversity (both positive and negative effects)				
6	To protect and manage geodiversity (positive effects)				
7	To reduce air pollution and improve air quality (both positive and negative effects)				
8	To minimise noise and light pollution (both positive and negative effects)				
9	To minimise the risk of and from flooding (both positive and negative effects)	N	N	N	
10	To conserve and enhance historic resources and their settings (both positive and negative effects)	N	N		N
11	To protect and enhance the valued landscape character of Torfaen (both positive and negative effects)				
12	To make most efficient use of land and buildings (both positive and negative effects)	N	N	N	N
13	To achieve a modal shift to more sustainable transport modes (both positive and negative effects)				
14	To promote sustainable building design (positive effects)	N	N	N	N
15	To reduce waste generation and disposal to landfill and maximise reuse and recycling (both positive and negative effects)				
16	To maintain and improve water quality (both positive and negative effects)	N	N	N	N
17	To contribute to an increase in the use of renewable energy sources across the County Borough (positive effects)				N
18	To improve the affordability of housing (positive effects)				
19	To improve the variety and quality of housing (positive effects)	N	N	N	N
20	To improve accessibility to and protect and improve the quantity and quality of local services and facilities (positive effects)	N	N	N	N
21	To improve educational attainment and increase skill levels (positive effects)				
22	To improve the health and wellbeing of the population (positive effects)				
23	To promote, strengthen and enhance the cultural identity of communities and improve social cohesion and diversity (positive effects)	N	N	N	N

- 5.6 The results of the Sustainability monitoring indicate that out of 23 Sustainability Objectives overall positive effects were identified for 13 objectives and neutral effects for 10 objectives. Overall as identified in the 2018 AMR the table shows for the majority of the sustainability objectives identified, progress is being made, on balance, against the range of monitoring indicators for the particular objective. Progress will continue to be monitored in next year's 2019 AMR. Data availability had again proved a problem for certain indicators and a further review of additional indicators will be undertaken for the 2019 AMR.
- 5.7 Therefore, on balance it is considered that the plan is moving in a positive direction of travel overall against the sustainability objectives. The monitoring exercise raises issues in respect of employment land delivery, housing delivery and the need to ensure conservation of heritage assets through a Conservation Area Programme review.

6. Conclusions and Recommendations

Conclusions

- 6.1 This 2018 AMR is the fourth 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 and to determine whether or not it needs to be reviewed. 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)?

- 6.2 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.
- 6.3 As outlined in Chapter 3, the Welsh Government published and consulted on the main issues, options and preferred option for the National Development Framework (NDF) (April to July 2018). WG also published a draft Planning Policy Wales (PPW) (10th Edition) which proposes to restructure PPW (9th Edition) into policy themes around the well-being goals with policy updated to reflect new Welsh Government strategies and policies; with introduction expected by Christmas 2018. WG also published a revised TAN20 on 'Planning and the Welsh Language' in October 2017; a new TAN24 on the 'The Historic Environment' in May 2017; and a replacement Circular 005/2018 on 'Planning for Gypsy, Traveller and Showpeople Sites' in June 2018. In addition, following a series of letters from and to the Welsh Minister regarding SDPs and Joint LDPs, the Cabinet Secretary for Energy, Planning & Rural Affairs wrote to the Council on 29th March 2018 inviting the preparation of an individual Replacement Torfaen LDP; which following approval of the 'Delivery Agreement' in June 2018, 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 is expected to take a resolution, at the same time it approves this AMR in October 2018, to give a 'low weight' to the need to increase housing land supply as a material consideration in determining planning applications for housing.
- 6.4 As regards the Cardiff City Region SDP, the Leaders of the Cardiff Capital Region and each individual LPA have written to the Cabinet Secretary in support of producing the SDP. Currently South East Wales Strategic Planning Group (SEWSPG) Senior Officers, the Leaders and Chief Executives of the relevant Councils are considering matters in relation to the SDP boundary; responsible authority & resources; governance; and the SDP Delivery Agreement (timetable), scope (topics / evidence base requirements) and duration. It is expected that a report will be presented to the 10 Councils in late 2018 in order to formally agree preparation of the SDP.

- 6.5 Within Torfaen, in early 2018, under the provisions of the Well-being of Future Generations Act the Torfaen Public Service Board (PSB) published the 'Well-Being Plan for Torfaen'.
- 6.6 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?

- 6.7 It is considered that the evidence collected from this fourth 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 Joint Housing Land Supply figure continuing to fall below the 5 year figure at 3.9 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.
- 6.8 From a regional perspective, the LDP is meeting its mineral and waste requirements in line with regional technical statements/regional plans through site allocations and policy implementation. Also 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.
- 6.9 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?

- 6.10 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.
- 6.11 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 3.9 years.

6.12 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?

6.13 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.

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

6.15 Recommendation of AMR

As a result of the above, the LDP Annual Monitoring Report 2018 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.