

CYNGOR GWYNEDD – Report to Cyngor Gwynedd Cabinet

Title of Item:	Annual Monitoring Report Local Development Plan 2025-2026
Cabinet Member:	Cllr Craig ab Iago, Cabinet Member for the Environment
Relevant officer:	Gareth Jones, Assistant Head of Department
Date of meeting:	13 October 2026

1. THE DECISION SOUGHT

That Cabinet receive Annual Monitoring Report 8 (Appendix 1) and agree to submit to Government by the end of October 2026.

2. THE REASON WHY THE CABINET NEEDS TO MAKE THE DECISION

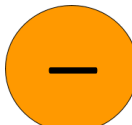
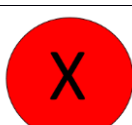
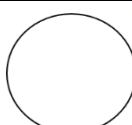
- 2.1 The Town and Country Planning (Local Development Plan) (Wales) Regulations 2005 set out the need to monitor the Local Development Plan (LDP) annually and to submit an Annual Monitoring Report to the Welsh Government by 31st October each year.
- 2.2 As with the previous two Annual Monitoring Reports, as the joint working arrangement between Cyngor Gwynedd and the Isle of Anglesey County Council on Planning Policy matters has now come to an end, the contents of this AMR focusses solely on evidence specifically relevant to the Gwynedd Local Planning Authority. The information presented in this report will serve as valuable evidence to support the preparation of the Local Development Plan (LDP) for Gwynedd.
- 2.3 This Report presents the eighth Annual Monitoring Report for the period 1 April 2025 - 31 March 2026 along with the Planning Policy Working Group's comments on the document.

3. INTRODUCTION AND RATIONALE

3.1 Background

The Monitoring Framework (Chapter 7 in the Plan)

- 3.1.1 The AMR provides an important evidence base for the review of the Joint LDP and over time AMR can show trends, identify any policies that are delivering or not, and highlight if there is any policy void or omission. The Gwynedd and Anglesey JLDP has a monitoring framework which was agreed with the Inspector during the Examination in Public. The Monitoring Framework can be found in Chapter 7 of the Joint LDP. There are 70 indicators, which report on the 5 themes in the JLDP.
- 3.1.2 As a visual aid when monitoring the effectiveness of policies and to provide an overview of performance, key indicators and outcomes are shown in the table below:

Symbol	Description	Number of Indicators
	Local policy contributes to achieving Plan objectives and performs in accordance with, or better than, expectations.	29
	The policy target is currently not achieved as anticipated but this is not leading to concerns regarding policy implementation.	19
	Local policy does not provide expected results and there are resulting concerns regarding Policy implementation.	5
	There is no conclusion - available data is scarce.	2
Number of Indicators that have been achieved		12
Number of indicators no longer reported (relevant to the Isle of Anglesey Local Planning Authority Area)		3

- 3.1.3 There is an expectation that every monitoring framework includes core indicators related to the following:

Core indicator	Cyfeirnod yn y Fframwaith Fonitro
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The spatial distribution of housing development	D25
The annual level of housing completions monitored against the Anticipated Annual Build Rate (AABR).	D47
Total cumulative completions monitored against the anticipated cumulative completion rate.	D44
Number of affordable housing constructed compared to the target in the Plan.	D47
The type of affordable housing constructed (tenure).	Not currently being monitored
Employment land take-up against allocations.	D32 & D33
Market viability for housing developments.	D50
Housing development rate on allocations.	D45 & D46*
Developing key infrastructure projects.	Not currently being monitored
Gypsy and Travellers accommodation sites that are developed.	D56*, D57 & D58
Scale / type of highly vulnerable development permitted within C2 flood risk areas.	D18

*Not reported on, as they specifically apply to the Isle of Anglesey County Council's Local Planning Authority Area.

3.1.4 Other indicators seen in the Monitoring Framework of the Joint Local Development Plan are specific to the area of the JLDP.

3.1.5 The table below provides the actions available in the Monitoring Framework. Other actions could be relevant, depending on the circumstances, e.g. amending adopted supplementary planning guidance. An action has been identified against each indicator in the AMR as part of the analysis. A few indicators have a grey colour as the indicator has been achieved e.g. adoption of SPG. The table below outlines a summary of the actions following the assessment of the Monitoring Framework indicators:

Assessment	Action	Number of indicators in the category
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Where indicators suggest that LDP policies are effectively implemented	No further action needed with the exception of continuing to monitor	42
Assessment of decisions on planning applications suggests that policies are not being implemented as intended	Perhaps an Officer and / or Member needs to be trained	0
Assessment suggests that additional further guidance is needed for those identified in the Plan in order i) to explain how policy should be implemented correctly, or ii) to facilitate the development of specific sites.	Publish an additional Supplementary Planning Guidance, that could include the development briefs of specific sites, work closely with the private sector and infrastructure providers, where relevant.	0
Assessment suggests that policy is not as effective as expected.	Further research and investigation required, which includes examining contextual information about the Plan area or topic field.	13
Assessment suggests that policy is not being implemented	Review the policy in accordance with that	0
Assessment suggests that the strategy is not being implemented	Review the Plan	0
Target has been met	No further action required	15

3.1.6 Key findings of the AMR

1. Permission granted for 215 new residential units (including applications to reconsider or extend expiry date of existing permissions) during 2025/26. See the distribution of these permissions in Appendix 2 of the AMR. 145 units (67.4%) were for affordable housing.
2. 118 homes were completed during the monitoring period.

3. 91 affordable housing units completed in 2025/26 which is 77% of the total completions for this year. Note these figures do not include housing that is affordable due to its location, and size in certain areas within the Plan area.
4. It is noted that 2805 units have been completed in the Gwynedd Planning Authority area between the base date (2011) and 2025/26, whilst the trajectory (conveyed for the Gwynedd Planning Authority area) notes a figure of 3712 units. This is therefore 24.4% lower than the figure in the trajectory.
5. 52.1% of the housing units¹ permitted during the AMR period are within the Sub-regional Centre and Urban Service Centres. 21.4% of units have been permitted within the Local Service Centres with a further 26.5% permitted in Villages, Clusters and Open Countryside.
6. In the AMR period (2025/26), 32.2% of housing units completed in the Gwynedd Planning Authority area are located on sites allocated for housing.
7. Average density of new housing permissions in the Gwynedd Planning Authority area during the AMR period is 19.93 units per hectare.
8. 5 affordable housing exception sites permitted in the Gwynedd Planning Authority area during this AMR period (46 units permitted on these sites).
9. No planning permission was given for a local market unit during this AMR period. No local market unit was completed during the AMR period.
10. In the last year, 80% of housing permissions on new sites (not including those applications to reconsider or extend the date on which the current permissions expire) that meet the relevant threshold have included the expected level of affordable housing on the site.
11. Out of the units granted permission and completed since the Plan's adoption the percentage of affordable housing is 55.8%.
12. The Council received 18 Appeals during the monitoring period with 7 being allowed. 3 of the appeals allowed relate to design issues and the impact of the proposal on surrounding amenities. These are therefore subjective matters and therefore do not undermine any policy in the Plan. Another proposal was granted on the basis that it was considered that the unit was subservient to the existing dwelling and therefore does not constitute a new independent housing unit in the countryside. This decision is consistent with the present JLDP policies. One decision approved the provision of a larger dwelling than the one to be demolished on the basis that it will not have a significant visual impact, with another decision deviating from the JLDP on the basis of not having to provide an affordable unit in a change of use proposal in the countryside. The implications of the rulings will need to be considered in the preparation of the new Local Development Plan. To the same extent there is a need to consider the appeal decision that specified that there wouldn't be a significant harm to the Welsh language from a

¹ New housing permissions or permissions to re-assess and to extend expiry date of prior permissions.

residential proposal, given the importance of this matter within the preparation of the Plan.

13. One of the strategic objectives of the Joint LDP is to facilitate diversity in the rural economy. That objective has been fairly successful during the AMR period, with permissions having been given for a few employment uses which include commercial offices, office accommodation and portable office units (and parking for staff).
 14. Of the applications which were submitted with either a Welsh Language impact assessment or a statement, 3 applications were refused partly due to linguistic issues and 8 applications were granted permission with a planning condition for linguistic mitigation measures.
- 3.1.7 The conclusions from this and the previous AMRs provide an important evidence base when preparing the new JLDP. As is outlined above and within the Report in Appendix 1 some policy targets are not being met, these are however related to matters which are outside of the control of the JLDP. The JLDP provides a policy framework to support appropriate developments within the plan area. Where targets have not been met this is largely due to factors outside of the control of the JLDP. As set out in the conclusion of the Annual Monitoring Report all the issues that are discussed in the AMR will be considered when preparing the evidence base that will support the new policies of the Local Development Plan.

Reviewing the Plan

- 3.1.8 As members are aware work has begun in preparing a new Local Development Plan for the Gwynedd Local Planning Authority Area. The evidence and conclusions of the AMR will form part of the evidence base that will contribute to the preparation of the new plan. This AMR follows the same format as the previous ones but reports on the performance of Gwynedd LPA only.
- 3.1.9 The Anglesey and Gwynedd Joint Local Development Plan (JLDP), adopted in July 2017, will cease to form part of the statutory development plan on 31 December 2026 because its plan period (2011-2026) will have expired under the provisions introduced by the Planning (Wales) Act 2015. From 1 January 2027, until the Gwynedd LDP 2024-2039 is adopted, Future Wales: The National Plan 2040 will be the statutory development plan for Gwynedd and planning decisions must be made in accordance with it unless material considerations indicate otherwise. While the JLDP will no longer have development plan status, its policies can still be used as a material planning consideration where they align with the objectives and policies of Future Wales.

General opinion from Planning Policy Working Group

3.1.10 The following comments were received from members of the Working Group. A full record of the Working Group comments together with officer response to these are seen in Appendix 2.

1. The need for more context and comparison over time

The need to compare the results of the AMR more consistently with previous years was noted in order to identify trends and issues that require attention. The need to clarify the next steps, the main risks and external factors that have influenced the performance of the Plan was also emphasised.

It was suggested that the report should pay more attention to the external factors and wider circumstances that have influenced the results, such as the situation regarding the Wylfa project, in order to provide a more complete picture of the reasons for any failures or lack of progress against the targets.

2. Indicator D19

Further clarification was sought regarding the D19 indicator in the AMR, which relates to new developments on brownfield sites. In particular, it was asked why the status of the indicator is shown in orange (i.e. the policy target is currently not achieved as anticipated but this is not leading to concerns regarding policy implementation) when considering that the Report indicates that the information is not available. It is not possible to say one way or the other, i.e. the indicator may be delivering, but no information is available.

3. Appropriateness of targets and review of the performance of the Plan

It was noted that some of the Joint LDP's targets for population growth and employment have not been achieved. It was noted that consideration should be given to whether some outcomes reflect shortcomings in the Plan or the original assumptions rather than a failure in its implementation.

Whilst the importance of recognising the failure of an indicator or policy was noted, it was also highlighted that the AMR's indicators are entirely factual. It was highlighted that a higher percentage of affordable housing units have been delivered than what was anticipated, which reflects and supports the Council's strategic objectives.

4. Implications for the new LDP and policy issues

The implications of the performance of the current Plan for the preparation of the new LDP was discussed, including aspects relating to the Welsh language, affordable housing, density of residential development, and the relationship between economic growth, employment and the need for housing. The need to ensure that the policies and targets of the new Plan realistically reflect the evidence was emphasised.

Action following the Working Group meeting

3.1.11 Following the Working Groups observations, the following response is noted and includes one amendment to the AMR:

1. The performance and success of the indicators varies from year to year. The findings of the previous Annual Monitoring Reports in their entirety need to be reviewed in identifying those areas that need to be updated or reconsidered within the new LDP.
2. As there is currently no clear method of monitoring or measuring the success of indicator D19, it is considered necessary to review and strengthen the indicator to ensure that it provides a more robust basis for monitoring performance moving forward with the new LDP. The following text has been added to the AMR in response to this comment:

As the required information is unavailable, it is not possible to conclude whether the indicator is being achieved or not.

This matter will need to be considered as part of the monitoring framework for the new LDP.

3. Circumstances influencing the Joint LDP are subject to change and there is a statutory process in place to deal with changes faced. It is noted that the Joint Local Development Plan has demonstrated its ability to respond to unexpected circumstances and changes, citing the success of the affordable housing provision as an example of this. It was highlighted that planning policies are flexible enough to deal with unforeseen circumstances.
4. Agree that there is a need to review the content of the existing Joint LDP and all of its policies when preparing a new Plan. This AMR together with all previous ones provide factual information which will form part of the evidence base in the preparation of a new Plan.

3.2 Rationale and justification for recommending the decision

3.2.1 The Annual Monitoring Report contains factual information about the performance of the Joint Local Development Plan from 1 April 2025 to 31 March 2026. It forms part of the evidence base for the preparation of a new Local Development Plan. As set out in part 2 of this report the Town and Country Planning (Local Development Plan) (Wales) Regulations 2005 set out the need to monitor the Local Development Plan (LDP) annually and to submit an Annual Monitoring Report to the Welsh Government by 31st October each year.

3.3 Next Steps

- 3.3.1 Following any changes that may result from the discussion or any editorial changes which may be required for accuracy, a final version of the Annual Monitoring Report will be prepared and then submitted to the Welsh Government by 31 October 2026.

4.0 The views of the statutory officers

4.1 Head of Finance

Nothing to add from the perspective of financial propriety.

4.2 Monitoring Officer

No observations to add in relation to propriety.

Appendices:

Appendix 1– Joint Local Development Plan Annual Monitoring Report 2025-26

Appendix 2 – The minutes of the Planning Policy Working Group (dated 16 September, 2026) in relation to this item