

SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Leader and Cabinet 11 December 2008
AUTHOR/S: Executive Director / Corporate Manager, Planning and Sustainable Communities

LOCAL DEVELOPMENT FRAMEWORK ANNUAL MONITORING REPORT 2007-2008

Purpose

1. To agree the Local Development Framework Annual Monitoring Report for submission to Communities and Local Government (CLG).

Background

2. Monitoring is essential to establish what is happening now, what may happen in the future and what needs to be done to achieve policies and targets. The Planning and Compulsory Purchase Act 2004 therefore requires that District Councils produce an Annual Monitoring Report (AMR) each year that is submitted to CLG (through the relevant Government Office) by 31 December. The role of the AMR is to:
 - (a) examine how successful the Council's planning policies have been in achieving their objectives; and
 - (b) assess the Council's progress in producing new planning policy documents against the timetable set out in the Local Development Scheme (LDS).
3. This AMR reviews the progress on the preparation of the Local Development Framework (LDF) and indicates whether the timetable and milestones set out in the LDS are being achieved. The AMR also measures various indicators to assess performance of the individual planning policies but also the wider affects of the LDF on the district. The indicators included are those listed in the adopted Development Plan Documents (DPDs) (core and local output indicators) and those established through the Council's Sustainability Appraisal Reports (significant effect indicators).
4. This is the fourth AMR produced by the Council and covers the period from 1 April 2007 to 31 March 2008.

Considerations

5. The AMR is a lengthy, technical report that contains detailed results and analysis for each of the indicators; the report does contain a summary of the main findings, which is partially replicated in this report. **A copy of the AMR is available in the Member's Room and further copies can be made available on request.** There are some indicators where data is awaited from external organisations and there are some indicators where data will not be available this year, the reasons are explained in the AMR. The final AMR will be published on the Council's website by 31 December 2008, and Cabinet are asked to delegate agreement of the final AMR to the New Communities Portfolio Holder.

Progress against the Local Development Scheme

6. The adopted scheme at the start of the monitoring period was the LDS adopted in May 2005 for the 3-year period from December 2004 – December 2007. The Council had submitted a revised scheme to the Government Office for the East of England (GO-EAST) in September 2006; however the scheme was not formally approved by GO-EAST. The May 2005 adopted scheme was significantly out of date at the start of the monitoring period due to the anticipated examination timetable for the first six Development Plan Documents (DPDs) being significantly amended by the independent Inspectors appointed to examine them. Members are aware that the Council's May 2005 LDS timetable was based on all six DPDs being examined consecutively and all six DPDs being adopted together, and that the appointed independent Inspectors revised the approach so that each DPD was considered individually with the binding Inspectors Report being issued before the next DPD was examined.
7. A revised LDS was adopted in July 2007 for the 3-year period from April 2007 – March 2010, although this scheme was adopted after the start of the monitoring year it is the timetable that the Council was progressing during the monitoring year. This scheme incorporates the revised changes to the timetables of the first six DPDs as published in draft by the Council in their September 2006 LDS and revisions to the timetables of the Supplementary Planning Documents (SPDs) to take account of the delays in the adoption of their 'parent' DPD. The July 2007 LDS also includes a timetable for the **Review of the Core Strategy** and updates to the timetables of the **Statement of Community Involvement**, the **North West Cambridge Area Action Plan (AAP)** and the **Gypsy & Traveller DPD**. The AMR therefore assesses the Council's progress against this adopted LDS.
8. In the last monitoring year, the Council performed well, with good progress on a number of DPDs. The following milestones were achieved within the period covered by this AMR:
 - the **Development Control Policies DPD** was adopted in July 2007;
 - the **Northstowe AAP** was adopted in July 2007;
 - the **Cambridge East AAP** was adopted in February 2008;
 - the **Cambridge Southern Fringe AAP** was adopted in February 2008;
 - the **North West Cambridge AAP** Preferred Options public consultation was held from October to December 2007; and
 - the **Site Specific Policies DPD** public examination was held from November 2007 to January 2008.
9. However, a number of DPDs have not met their milestones. The **Site Specific Policies DPD** was expected to be adopted in June 2008, however as Members are aware this has been delayed as a result of changes in circumstances after submission causing the Inspectors' to conclude there is a shortfall in the dwelling capacity of land allocated in the various DPDs. As a consequence of the delay in the adoption of the **Site Specific Policies DPD**, the additional resources required to complete the housing shortfall work, and the Council having to respond to proposals for an Eco-Town within South Cambridgeshire, the Council has been unable to keep to the timetable for the preparation of the **Gypsy & Traveller DPD**, the **Statement of Community Involvement** and the **Papworth West Central Development Brief SPD**. The **Core Strategy First Review** has been delayed primarily by the late adoption of the **East of England Plan** (May 2008).
10. Although behind the milestones set out in the adopted LDS due to insufficient staff resources (time and people), a start has been made in preparing the **Affordable Housing SPD**, the **Planning Obligations SPD**, the **Biodiversity Strategy** and the

Works on Listed Buildings SPD. A start has also been made on the **Landscape Guidance for Development Sites SPD**, which is not listed in the LDS. Insufficient resources are also the reason for no start being made on the revised **Design Guide**. The **Church Extensions SPD** will now be incorporated in the **Works on Listed Buildings SPD**, the **Sustainable Communities SPD** will be incorporated into the revised **Design Guide**, and the **Fen Drayton Land Settlement Association SPD** will no longer be produced.

Local Development Framework Policy Performance

11. The AMR includes over 60 indicators to measure the performance of the Council's adopted planning policies, and over 45 indicators to measure the objectives set out in the Council's Sustainability Appraisal reports and to look at the wider effects of the LDF on the district. Some headline results are as follows:
- (a) **Housing completions:** 1,291 net additional dwellings were completed in the district in the last monitoring period, which was an under performance of 237 dwellings compared to that predicted in the housing trajectory included in the 2006-2007 AMR. In the last monitoring year, the net number of additional dwellings completed exceeded the Core Strategy annualised requirement for the first time.
 - (b) **Affordable housing completions:** 463 affordable dwellings were completed in 2007-2008, this is almost double the number completed in 2006-2007, and amounts to 34% of all new dwellings completed. The provision of affordable housing in the district is a key corporate priority, and is increasingly important as the house price to earnings ratio has risen over the last six years so that house prices are now 8.7 times the average annual salary.
 - (c) **Development on previously developed land (PDL):** nearly 40% of dwellings completed in the last monitoring year were on PDL and 37% of new business floorspace completed in the last monitoring year was on PDL.
 - (d) **Gypsy & Traveller pitches:** between 1999 and 2008, 78 pitches were delivered in the district through planning permissions granted by the Council and planning appeals allowed against the Council. Between January 2006 and March 2008, 5 pitches were delivered against the target of 59 pitches required between January 2006 and January 2011 as set out in the emerging East of England Plan Gypsy & Traveller Policy.
 - (e) **Business land:** 132.08 ha of land has outstanding planning permission for business use, of this 56% has detailed planning permission. The majority of this land is at Granta Park (phase 2), Wellcome Trust (Hinxtton), Babraham Institute @ Babraham Hall and Cambridge Research Park (Landbeach). Since 1999, 21.07 ha of business land have been lost to non-business uses, of which 75% has been lost to residential development. This loss of business land in the district has been compensated for by a gain of 108.69 ha of new business land on land previously not in business use.
 - (f) **Energy consumption and renewable energy:** household consumption of gas, electricity and water has fallen over the last few years, while the generating potential of renewable energy sources in the district has increased. This would suggest that the district's residents and businesses are slowly improving their sustainability and limiting their contribution towards climate change.

12. The housing trajectory included in this AMR is significantly different from that included in the **AMR 2006-2007** due to the adverse current housing market conditions, and shows an under performance against **Core Strategy Policy ST/2**, which sets a target of providing 20,000 dwellings by 2016. The delivery timetables for many sites have been revised since the previous AMR, to show either a later start date on those that have yet to start or lower annual completions for those that have started, as a result of the current market conditions. However, for all sites other than Northstowe, the delayed or lower delivery does not impact on the number of dwellings anticipated by 2016, however it does result in a significant peak in anticipated delivery in 2015/16.
13. The trajectory also shows that the five-year land supply for 2009-2014 is also less than that required either by **Core Strategy Policy ST/2** or **East of England Plan Policy H1**. This could have significant implications on the Council's Housing and Planning Delivery Grant allocation, which includes a requirement to demonstrate sufficient land for a five year housing supply. This also has implications for Development Control officers determining planning applications and the Council when giving evidence at appeals, as **PPS3: Housing** states that when Local Planning Authorities cannot demonstrate an up-to-date five-year supply of deliverable sites, they should consider favourably planning applications for housing. However as the reason for the reduced supply is deliverability, any applications would need to be compatible with the Core Strategy and deliverable within the five-year period.

Implications

14. The planning element of the Government's Housing and Planning Delivery Grant currently consists of four elements, each with a proportional weighting. The four elements are:
- (a) **demonstrating sufficient land for housing** in line with PPS3: Housing (40% of the planning element);
 - (b) **delivery of Core Strategies and Development Plan Documents** allocating more than 2,000 dwellings (50% of the planning element);
 - (c) **joint working** on the production of development plan documents (6% of the planning element); and
 - (d) **publication of a Strategic Housing Market Assessment** (4% of the planning element).
15. The AMR includes information on two of these elements as it includes the Council's assessment of its five-year supply of housing and the Council's housing trajectory for the next 15 years; and the Council's progress in the production of its development plan documents.

16. Financial	See above
Legal	None
Staffing	None
Risk Management	None
Equal Opportunities	None

Consultations

17. None

Effect on Corporate Objectives and Service Priorities

18.

Work in partnership to manage growth to benefit everyone in South Cambridgeshire now and in the future

The AMR is produced through a partnership with other organisations, to provide information on the implementation of planning policies.
Deliver high quality services that represent best value and are accessible to all our community
The AMR provides detailed analysis on how the Council's adopted planning policies have performed.
Enhance quality of life and build a sustainable South Cambridgeshire where everyone is proud to live and work
The AMR provides information on the impact of planning policies on the quality of life and sustainability of South Cambridgeshire.

Conclusions/Summary

19. The AMR demonstrates good progress against the adopted July 2007 LDS for the monitoring period covered by this report, however preparation of some DPDs and SPDs has been delayed as a result of a delay in the adoption of the **Site Specific Policies DPD**, the additional resources required to complete the housing shortfall work, and the Council having to respond to proposals for an Eco-Town within South Cambridgeshire. A revised LDS is due to be adopted in March 2009, which will re-programme the preparation of these DPDs and SPDs.
20. The core and local output indicators and significant effect indicators show that development in the district is generally in accordance with, or moving towards accordance with, the adopted planning policies and sustainability appraisal objectives. For a number of indicators, the data reflects the period of transition between the adopted planning policy included in the Local Plan 2004 and that included in the Core Strategy and Development Control Policies DPD. The housing trajectory information provided by landowners/developers (with the notable exception of Cambourne) shows that housing targets are likely to be met by 2016 for all major sites with the exception of Northstowe. This raises the question as to whether any interventions are possible to stimulate earlier development at Northstowe and/or to increase development rates once development has commenced.

Recommendation

21. Cabinet is recommended to agree the contents of the AMR for submission to the Department of Communities and Local Government, and to delegate further minor editing to the New Communities Portfolio Holder.

Background Papers: the following background papers were used in the preparation of this report: South Cambridgeshire Core Strategy DPD (adopted January 2007)
 South Cambridgeshire Development Control Policies DPD (adopted July 2007)
 South Cambridgeshire Local Development Scheme: April 2007 – March 2010 (adopted July 2007)
 South Cambridgeshire Local Development Framework Sustainability Appraisal Reports
 East of England Plan (published May 2008)

Housing and Planning Delivery Grant: Allocation Mechanism and Summary of Consultation Responses (published July 2008 by Communities & Local Government, <http://www.communities.gov.uk/documents/housing/pdf/grantallocationresponses.pdf>)

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