

SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: New Communities Portfolio Holder Meeting 14 December 2010
AUTHOR/S: Executive Director (Operational Services) / Corporate Manager (Planning and New Communities)

LOCAL DEVELOPMENT FRAMEWORK ANNUAL MONITORING REPORT 2009-2010

Purpose

1. To agree the Local Development Framework Annual Monitoring Report for submission to the Department for Communities & Local Government (CLG).
2. This is not a key decision but raises matters of significance to the district as a whole and as such the New Communities Portfolio Holder is asked to agree the Annual Monitoring Report for submission to the Secretary of State. It was first published in the Month and Year Forward Plan.

Recommendations

3. That the New Communities Portfolio Holder:
 - (a) AGREES the contents of the AMR (included as appendix 1) for submission to CLG; and
 - (b) DELEGATES further minor editing changes to the Annual Monitoring Report to the Corporate Manager (Planning and New Communities) where they are technical matters.

Background

4. Monitoring of the Local Development Framework 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).
5. The 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 the performance of the individual planning policies but also the wider effects 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).

6. This is the sixth AMR produced by the Council and covers the period from 1 April 2009 to 31 March 2010.

Considerations

7. The AMR is a lengthy, technical report that contains detailed results for, and analysis of, each of the indicators. The AMR contains a summary of the main findings, key aspects of which are included in this report. **An electronic version of the AMR is available on the Council's website with this report. A paper copy of the AMR is available in the Member's Room and further copies can be made available on request.** The final AMR will be published on the Council's website by 31 December 2010 once it has been submitted to the Secretary of State.

Progress against the Local Development Scheme

8. The revised LDS adopted by the Council in March 2009 (but not formally approved by GO-EAST) for the 3 year period from 2009 – 2012 sets out the timetable for the production of planning policy documents that the Council was progressing during the monitoring year.
9. The following DPDs and SPDs were adopted on time or within 2 months of the milestones set out in the March 2009 LDS:
 - **North West Cambridge AAP;**
 - **Site Specific Policies DPD;**
 - **Affordable Housing SPD;**
 - **District Design Guide SPD;**
 - **Landscape in New Developments SPD;**
 - **Biodiversity SPD;** and
 - **Listed Buildings SPD.**

Also the **Statement of Community Involvement** was adopted a month before the milestone set out in the March 2009 LDS.

10. A small number of DPDs and SPDs did not meet their milestones; these are the **Gypsy & Traveller DPD**, review of the **Core Strategy**, and **Planning Obligations SPD**. Revised programmes for preparation of these plans will be included in a new Local Development Scheme to be prepared once the Localism Bill has been published and its effects on, and implications for, the plan making system are better understood.
11. The Council has also made a start in preparing the following SPDs that are not listed in the March 2009 LDS but are included in the 2010/11 Service Plan:
 - **Orchard Park Design Guidance SPD;**
 - **Fen Drayton Former Land Settlement Association Estate SPD;**
 - **Health Impact Assessment SPD;** and
 - **Papworth Everard West Central SPD.**

Local Development Framework Policy Performance

12. 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:** in the last monitoring year, 610 net additional dwellings were completed in South Cambridgeshire; this is an under performance of only 21 dwellings compared to the number predicted in the housing trajectory included in the **Annual Monitoring Report 2008-2009**.
 - (b) **Affordable housing completions:** 281 new affordable dwellings were completed in the last monitoring year; this amounts to 41% of all new dwellings completed. The provision of affordable housing in the district is a key corporate priority, and is increasingly important as median house prices in the district have risen from 4.9 times median earnings to 6.4 times median earnings in the last 11 years.
 - (c) **Development on previously developed land (PDL):** 51% of dwellings completed in the last monitoring year were on PDL, however the cumulative percentage of housing completions on PDL is still below the target of at least 37% as required by **Core Strategy Policy ST/3**. It is anticipated that the percentage will increase as the strategic allocations on the edge of Cambridge and at Northstowe come forward, as a significant proportion of these developments involve the re-use of PDL. In the last monitoring year 49% of new business floorspace was completed on PDL, which is the highest level achieved since the start of the plan period.
 - (d) **Gypsy & Traveller pitches:** between 1999 and 2010, 87 permanent Gypsy & Traveller pitches were delivered in South Cambridgeshire through planning permissions granted by the Council and planning appeals allowed against the Council's decisions. Between January 2006 and March 2010, 14 Gypsy & Traveller pitches were delivered; this goes towards the provision of 69 Gypsy & Traveller pitches required between January 2006 and January 2011 as set out in the **East of England Plan Policy H3** (published in July 2009).
 - (e) **Business land:** the district has a large supply of business land with planning permission; at 31 March 2010 this amounted to 113.43 ha, and of this nearly 70% had detailed planning permission. The majority of this land has planning permission for B1b (research and development) use, at sites such as Granta Park, the Babraham Institute at Babraham Hall, and the Wellcome Trust at Hinxton Hall. Since 1999, 42.92 ha of business land has been lost to non-business uses; of this 82% has been lost to residential development. In the last monitoring year, the clearance of the former Bayer CropScience Site at Hauxton has resulted in the loss of 13.93 ha of employment land, however the site will be redeveloped for housing, employment (4,000 sqm of B1a office use), retail and open space. This loss of business land has been

compensated for by a gain of 126.16 ha of new business land (1999-2010) 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.

Housing Trajectory and Five Year Land Supply

13. The AMR also includes a housing trajectory for the period from 1999 to 2025. The government requires that the housing trajectory covers at least a 15-year period or up to the end of the plan period, whichever is longer. The housing trajectory is also required to show progress towards the provision of new homes as set out in Core Strategy Policy ST/2 (adopted in January 2007) and East of England Plan Policy H1 (published in May 2008). The housing trajectory included in the AMR has been produced in consultation with the various landowners, developers or agents responsible for the sites included in the housing trajectory. A questionnaire was completed with details on whether the site was deliverable, achievable and available, and also to provide information on constraints and the expected delivery timetable.
14. The housing trajectory shows that 14,541 dwellings are planned to be delivered between 1999 and 2016; this is 27.3% (5,459 dwellings) below the target set out in Core Strategy Policy ST/2. The housing trajectory also shows that 18,186 dwellings are planned to be provided between 2001 and 2021; this is 22.6% (5,314 dwellings) below the target set out in East of England Plan Policy H1.
15. The housing trajectory shows that 5,155 dwellings are expected to be provided in the district between 2011 and 2016 on the basis of current planned development. This gives 2.7 years of land supply based on the Core Strategy Policy ST/2 requirement, or 54.4% of the five year supply. However, based on the more recent East of England Plan Policy H1 requirement (published in May 2008), this gives 3.4 years of land supply or 68.8% of the five year supply.
16. The shortfalls against all targets in both the short and longer term are largely due to the consequences of the housing market downturn on actual completions and development start dates over the last few years and seeking to take a realistic approach over the delivery of the development strategy during the six remaining years of the plan period. Although the major developments are all now allocated, a number of unforeseen factors have arisen that have significant implications for delivery of these major developments, in particular the housing market downturn as a result of the recession, and the Government's withdrawal of funding for the A14 improvements between Ellington and Fen Ditton, and an announcement by Marshall that the relocation of Cambridge Airport will not happen in the immediate future as there are currently no suitable relocation options. It has recently advised that this is likely to mean no relocation before 2031. Development can take place in two smaller phases of development within Cambridge East without the Airport and this is begin explored with the landowners, but the likely timing of development has implications

for previously anticipated delivery in the period to 2016. Current uncertainty over future delivery due to these various factors means that it is particularly difficult for landowners and the development industry to provide predicted future housing completions to inform the housing trajectory.

17. The scale of the likely shortfall is recognised to be significant and not within the limits of additional houses that will be delivered by future 'windfall' sites which the Council can count towards its housing target once they have planning permission. Whilst not being complacent, the demand for much of the planned housing growth is driven by the growth of the local economy which has slowed during the recession. Nevertheless, the Council is taking all best efforts to help bring forward development, particularly on the major sites that will have greatest impact on land supply. We remain committed to the planned development strategy and believe it is the best strategy to serve the Cambridge area and support the continued economic success of the area. The deliverability of the approved strategy and any revisions that may prove to be necessary to be made to it in the light of considering and identifying a local housing target for the period to 2031 to replace the regional plan once it falls away will be addressed through the planned review of the Core Strategy.

Implications

18. The shortfall in housing land supply is a serious issue for the Council, particularly in the medium term until the future of the A14 capacity is resolved and major sites come on stream, and also pending the review of the Core Strategy. It is therefore essential that the Core Strategy Review is progressed as expeditiously as possible once the Localism Bill has been published and its effects for the plan making system have been understood. There is a risk in the meantime that the Council will be vulnerable to planning application for development that does not fit with the development strategy and to challenge at appeal on the basis that the Council does not have a 5-year land supply.

19.	Financial	None arising from the AMR.
	Legal	The Planning and Compulsory Purchase Act 2004 requires that District Councils produce an AMR each year that is submitted to the Secretary of State (through the relevant Government Office) by 31 December.
	Staffing	The AMR has been prepared within existing staff resources.
	Risk Management	It is a legal requirement to prepare and submit an AMR. Note the wider risk addressed at paragraph 14.
	Equality and Diversity	The AMR does not identify any equal opportunities implications.
	Equality Impact Assessment completed	No The AMR is used to monitor the implementation of the Council's Local Development Framework policies and provide information on their impact, it is not a policy or project that can be assessed.
	Climate Change	The effects of the Council's planning policies are monitored in the AMR.

Consultations

20. The housing trajectory included in the AMR has been produced in consultation with the various landowners, developers or agents responsible for the sites included in the housing trajectory. A questionnaire was completed with details on whether the site was deliverable, achievable and available, and also to provide information on constraints and the expected delivery timetable. Various information on indicators has been provided by other organisations.

Effect on Strategic Aims

21. **Commitment to being a listening council, providing first class services accessible to all.** The AMR provides information on the Council's performance against its planning policies; these policies aim to provide services accessible to all.
22. **Commitment to ensuring that South Cambridgeshire continues to be a safe and healthy place for all.** The AMR provides information on significant effect indicators, which are based on the objectives set out in the Council's Sustainability Appraisal reports and look at the wider effects of the LDF on the district. The significant effect indicators related to the provision of healthy and inclusive communities include information on health, recreation, crime and harmony in the district.
23. **Commitment to making South Cambridgeshire a place in which residents can feel proud to live.** The LDF aims to satisfy the development needs of the Cambridge Sub Region while preserving and enhancing its rich built and natural heritage and distinctive character and providing quality places where people are happy to live, work and play. The AMR provides detailed analysis on how the Council's adopted planning policies have performed.
24. **Commitment to assisting provision for local jobs for all.** The AMR provides detailed analysis on how the Council's adopted planning policies have performed. The AMR includes a number of output indicators related to the Council's planning policies on employment.
25. **Commitment to providing a voice for rural life.** The AMR provides information to its local community on the Council's performance against its planning policies.

Conclusions / Summary

26. In the last monitoring year, the Council adopted the **Site Specific Policies DPD**, the **North West Cambridge AAP**, five SPDs and its **Statement of Community Involvement**. These were all either achieved on time or within 2 months of the milestones set out in the March 2009 LDS. A small number of DPDs and SPDs did not meet their milestones; these are the **Gypsy & Traveller DPD**, review of the **Core Strategy**, and **Planning Obligations SPD**. Revised programmes for preparation of these plans will be included in a new Local Development Scheme to be prepared once the Localism Bill has been published and its effects on, and implications for, the plan making system are better understood. The Council has also made a start in preparing the following SPDs that are not listed in the March 2009 LDS: **Orchard Park Design Guidance SPD**; **Fen Drayton Former Land Settlement Association**

Estate SPD; Health Impact Assessment SPD; and Papworth Everard West Central SPD.

27. 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**.
28. The key issue identified in the AMR is the provision of housing land supply, which will need to be addressed through actions with partners to promote infrastructure provision that can help unlock key major developments and the delivery of the development strategy, and if necessary through the Core Strategy review.

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 Site Specific Policies DPD (adopted January 2010)
South Cambridgeshire Local Plan 2004 (adopted February 2004)
South Cambridgeshire Local Development Scheme: April 2007 – March 2010
(approved July 2007)
East of England Plan (published May 2008)
Planning Policy Statement 3 (PPS3): Housing (published November 2006)
South Cambridgeshire Local Development Framework Sustainability Appraisal
reports

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