



Report To: Planning Portfolio Holder

18 November 2014

Lead Officer: Jo Mills (Director of Planning and New Communities)

Local Development Framework Annual Monitoring Report 2013-2014 (Part 1)

Purpose

1. To approve the Local Development Framework Annual Monitoring Report 2013-2014 (Part 1) for publication on the Council's website. The Annual Monitoring Report (AMR) includes the Council's housing trajectory setting out predicted completions each year to 2031 and the Council's five-year housing land supply position.
2. This is not a key decision but raises matters relating to communities living or working in the district and is a document the Council is required to prepare.

Recommendations

3. It is recommended that the Planning Portfolio Holder:
 - (a) approves the contents of the Annual Monitoring Report 2013-2014 (Part 1) (included as Appendix 1) for publication; and
 - (b) delegates any further minor editing changes to the Annual Monitoring Report to the Director of Planning and New Communities where they are technical matters.

Reasons for Recommendations

4. Local planning authorities are required to publish information monitoring progress of the implementation of their Local Development Scheme and planning policies included in their development plan documents at least on an annual basis. The Annual Monitoring Report is also required to give details of what action the Council has taken relating to the duty to co-operate, details of any neighbourhood development orders or neighbourhood development plans made, and once the Council has an adopted Community Infrastructure Levy (CIL) Charging Schedule, information relating to the collection and spending of CIL monies.

Background

5. Monitoring is essential to establish what has been happening in the district, what is happening now, what may happen in the future, and what needs to be done to achieve policies and targets.
6. This is the tenth Annual Monitoring Report produced by the Council and covers the period from 1 April 2013 to 31 March 2014. The Annual Monitoring Report includes

indicators to measure the performance of the Council's adopted planning policies, and also to measure change in the district against the objectives set out in the Council's Sustainability Appraisal Scoping Reports and to look at the wider effects of its planning policies on the district. The Annual Monitoring Report also includes details on the action the Council has taken relating to the Duty to Co-operate and of any neighbourhood development orders or neighbourhood development plans made.

7. The Annual Monitoring Report that is being submitted for approval is only partially complete. Key aspects of the Annual Monitoring Report have been prepared ahead of the full Annual Monitoring Report to help inform the Local Plan examination. Part 1 of the Annual Monitoring Report (included as Appendix 1) outlines the Council's progress against its adopted Local Development Scheme, details on the action the Council has taken relating to the Duty to Co-operate and of any neighbourhood development orders or neighbourhood development plans made, and reports on the majority of the housing indicators. It also includes the Council's housing trajectory setting out predicted housing supply to 2031 and its five year housing land supply. The remainder of the Annual Monitoring Report will be completed once all data is available and when resources allow in light of the Local Plan examination, and it will then be submitted to the Planning Portfolio Holder for approval to publish it.

Considerations

8. Chapter 2 of the Annual Monitoring Report (Part 1) includes the key results from the data collected so far, and provides a commentary to the Annual Monitoring Report. The headlines are set out in the following paragraphs.

Progress against the Local Development Scheme

9. The adopted Local Development Scheme (LDS) at the start of the monitoring period was the LDS adopted in January 2012. The LDS webpage was updated in December 2012 and June 2013 to record changes to the timetable for the preparation of the Local Plan from those set out in the 2012 adopted LDS.
10. Between March and May 2013, the Council undertook a single issue consultation on a proposal for a football stadium at Sawston. The site was put forward relatively late in the Local Plan process, but due to local interest the Council decided to carry out a focussed consultation on this single issue. This public consultation was not included in the LDS.
11. The consultation on the Proposed Submission Local Plan started in July 2013 as anticipated in the December 2012 LDS. The Council submitted its Local Plan, alongside the Cambridge Local Plan, to the Secretary of State on 28 March 2014, as anticipated in the June 2013 and February 2014 LDS, although slightly later than the date of December 2013 included in the January 2012 LDS. This change was to allow sufficient time to consider all the representations received and to consider any revisions to the draft plan. Miss Laura Graham has been appointed as the Inspector to consider both the Cambridge Local Plan and South Cambridgeshire Local Plan. A joint Pre-Hearing Meeting was held on 11 September 2014 and the first block of joint hearing sessions started on 4 November 2014.

12. The February 2014 LDS also sets out the timetable for the preparation of the Cambridge Northern Fringe East Area Action Plan (AAP). This AAP is being prepared jointly with Cambridge City Council and it is anticipated that public consultation on issues and options for the Cambridge Northern Fringe area will run from 8 December 2014 to 2 February 2015, which is consistent with the February 2014 LDS that anticipates consultation in Winter 2014/15.

Action taken on Duty to Co-operate

13. South Cambridgeshire District and Cambridge City Councils have engaged both with each other and each with the other Duty to Co-operate bodies. The Councils have worked closely throughout the preparation of their respective Local Plans to prepare complementary plans on similar timescales that together set out a clear development strategy for the Greater Cambridge area.
14. The Council produced a Statement of Compliance with the Duty to Co-operate in June 2013 setting out how the Council had co-operated with other bodies in preparing the Local Plan. This was updated when the Local Plan was submitted to the Secretary of State in March 2014. This document sets out how the Council has engaged extensively with the prescribed Duty to Co-operate bodies, as appropriate to the Local Plans, throughout the stages of evidence base production and plan-making. In addition to the Memorandum of Cooperation agreed in May 2013 and the Memorandum of Understanding on the Joint Housing Trajectory for Cambridge and South Cambridgeshire agreed in September 2014, Statements of Common Ground have recently been agreed with Uttlesford District Council, Hertfordshire District Council and Hertfordshire County Council as part of confirming the Council's compliance with the duty to cooperate for the Local Plan examination process. The Statements of Common Ground agree that the duty to co-operate has been met and that all the districts involved are planning to deliver their full objectively assessed needs within their own administrative boundaries.
15. Cambridge City Council, South Cambridgeshire District Council and Cambridgeshire County Council have worked together closely on transport issues as they have prepared their Local Plans and a transport strategy for the Greater Cambridge area. The Council has also worked closely with the Highway Agency as the A14 Cambridge to Huntingdon Scheme has progressed.
16. The Council has submitted representations to a number of consultations undertaken by neighbouring planning authorities to ensure that joint issues that impact on South Cambridgeshire are considered, including Uttlesford District Council, Central Bedfordshire Council, East Cambridgeshire District Council, and Braintree District Council.

Monitoring the Local Development Framework policies and Sustainability Appraisal objectives

17. **Delivering housing targets:** The Local Plan (submitted in March 2014) requires 19,000 dwellings to be provided between 2011 and 2031. The housing trajectory identifies predicted annual housing completions from existing and proposed allocations, planning permissions granted or with resolution to grant, and predicted

windfalls. The housing trajectory shows that 22,287 dwellings are expected to be delivered between 2011 and 2031, this is 15% (3,287 dwellings) more than the target and allows flexibility to respond to changing conditions as required in the NPPF. Excluding the windfall allowance of 2,600 dwellings, the housing trajectory shows that 19,687 dwellings are expected to be delivered. Against the Core Strategy (January 2007) which requires 20,000 dwellings to be provided between 1999 and 2016, the housing trajectory shows that 12,658 dwellings are expected to be delivered; this is 37% (7,342 dwellings) below the target. However, the Council has determined that this target is no longer the most up to date assessment of housing need and the Local Plan (submitted in March 2014) identifies a more up to date housing target for 2011-2031 that will provide for the identified objectively assessed needs of the district as included in the Strategic Housing Market Assessment.

18. **Five year housing land supply:** The Council decided in June 2013 that the housing target included in the Proposed Submission Local Plan (July 2013) should provide the basis for calculating 5-year housing land supply pending the adoption of the new Local Plan. This housing target is 19,000 dwellings for 2011-2031 and this comprises the current 'objectively assessed needs' as identified in the Strategic Housing Market Assessment (SHMA) for the Cambridge Sub Region Housing Market Area. Relying on the SHMA to calculate South Cambridgeshire's five-year housing land supply has been supported in planning appeal decisions relating to developments in Toft and Waterbeach issued in October 2013 and June 2014 respectively. The Inspectors agreed with the Council that the SHMA contains a more up to date and thus more reliable assessment of housing need in the district than the housing target contained within the adopted LDF.
19. There are two methodologies for calculating five year housing land supply. The Liverpool methodology assumes that any shortfall will be made up during the remaining years of the plan period. The Sedgefield methodology requires the whole of any previous shortfall to be made up within the five-year assessment period. The NPPF requires that a 5% buffer be provided in the five year supply calculation to provide greater confidence that the housing requirement will be delivered. In areas of persistent historic undersupply the buffer should be 20%. The Local Plan (submitted in March 2014) assumes a 5% buffer and the Liverpool methodology.
20. In June 2014, a planning inspector considering two planning appeals in Waterbeach concluded that the Council cannot currently demonstrate a five year supply of land. He considered that a 20% buffer should be applied and the Sedgefield methodology of calculation be used. The appropriate buffer and methodology will be issues for consideration at the Local Plan examination.
21. In response to a number of changes in circumstance since the Local Plan was submitted in March 2014, the Council agreed in September 2014 to a Memorandum of Understanding on the Greater Cambridge Joint Housing Trajectory with Cambridge City Council. This memorandum confirms the agreement between the two Councils under the duty to co-operate that the housing trajectories for the two areas should be considered together for the purposes of phasing housing delivery, including for calculating 5-year housing land supply for plan-making and decision-taking. The Council has set out proposed modifications to the Local Plan (submitted in March 2014) to give effect to the Memorandum in the Council's statement submitted to the

Local Plan examination hearing for Matter 1: Legal Requirements. The merits of the Memorandum of Understanding will be an issue for consideration at appropriate hearing sessions of the Local Plan examination.

22. In view of the various ways that five year supply could be calculated, and pending the outcome of consideration at the Local Plan examination, the five year land supply for 2014-2019 for both South Cambridgeshire and the Greater Cambridge area has been summarised in the tables below. These calculations use the housing targets based on the objectively assessed needs identified in the SHMA. The calculations reflect that Cambridge City Council is demonstrably delivering housing within the urban areas and urban fringe sites in the early and middle parts of the plan period. South Cambridgeshire District Council is committed to delivery of housing in the urban fringe sites and at new settlements, with an emphasis on the middle and latter parts of the plan period, but with an element of village housing allocations to provide some early delivery.
23. The phasing of development outlined in the submitted plans follows the development sequence and carries forward the strategy from the adopted plans. As expected, development is coming forward within the urban area of Cambridge and on the edge of Cambridge early in the plan period with new settlements following later in the plan period as they have a longer lead-in time before the start of delivery. In particular, the fringe sites that were released from the Green Belt in the last round of plan making are now well underway and delivering new homes, jobs and associated infrastructure on the ground. These cross-boundary sites are logically building out from the edge of the existing built-up area with more homes being built in Cambridge in the early part of the plan period and then moving into South Cambridgeshire later on. When the two areas are taken together, whichever methodology or buffer is used, they provide a 5-year supply overall. This is a logical and appropriate way of delivering sites to meet the combined objectively assessed housing need across the Greater Cambridge area, consistent with the development strategy contained in both submitted Local Plans.

'Liverpool' Methodology	South Cambs	Greater Cambridge (City & South Cambs)
Five year supply (with 5%)	5.3	6.6
Five year supply (with 20%)	4.6	5.8

'Sedgefield' Methodology	South Cambs	Greater Cambridge (City & South Cambs)
Five year supply (with 5%)	4.7	6.1
Five year supply (with 20%)	4.1	5.4

24. Whilst it is considered that the SHMA contains a more up to date and thus more reliable assessment of housing need in the district than the housing target contained within the LDF, against the housing target in the adopted Core Strategy of 20,000

homes between 1999 and 2016, the Council's 5-year housing land supply for 2014-2019 is:

	'Liverpool' Methodology	'Sedgefield' Methodology
Five year supply (with 5%)	2.2	2.2
Five year supply (with 20%)	1.9	1.9

25. **Other housing indicators (included in the Annual Monitoring Report 2013-2014 (Part 1)):** the monitoring of the performance of the Council's planning policies relating to housing development, including housing completions on previously developed land, housing density, affordable housing completions, and housing completions and commitments by settlement category, has shown that development granted planning permission in the district is generally in accordance with the adopted planning policies. Further detail is included in Chapter 2 of the Annual Monitoring Report 2013-2014 (Part 1).

Options

26. It is a legal requirement that the Council publishes an Annual Monitoring Report.

Implications

27. In the writing of this report, taking into account financial, legal, staffing, risk management, equality and diversity, climate change, community safety and any other key issues, the following implications have been considered:

Legal and Risk Management

28. Local planning authorities are required to publish information monitoring progress on the implementation of their Local Development Scheme and planning policies included in their development plan documents at least on an annual basis.

Consultation responses (including from the Youth Council)

29. The housing trajectory included in the Annual Monitoring Report has been produced in consultation with the various landowners, developers and agents responsible for the sites included in it. Council officers and external organisations have provided information and data for the indicators included in the Annual Monitoring Report.
30. The Youth Council has not been consulted as the Annual Monitoring Report is a technical assessment of the Council's progress on preparing its planning policy documents and the performance of the Council's adopted planning policies.

Effect on Strategic Aims

Aim 1: We will engage with residents, parishes and businesses to ensure we deliver first class services and value for money.

31. The Annual Monitoring Report provides information on the Council's performance against its planning policies; these policies aim to provide successful, vibrant, healthy and sustainable communities.

Aim 2: We will work with partners to create opportunities for employment, enterprise, education and world-leading innovation.

32. The Annual Monitoring Report provides detailed analysis on how the Council's adopted planning policies have performed, and includes a number of indicators related to the Council's planning policies on employment and the wider effects of the LDF on the district including its economy.

Aim 3: We will ensure that South Cambridgeshire continues to offer an outstanding quality of life for our residents.

33. The LDF aims to satisfy the development needs of the area 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 Annual Monitoring Report provides detailed analysis on how the Council's adopted planning policies have performed.

Background Papers

South Cambridgeshire Local Development Framework:

<https://www.scambs.gov.uk/content/local-development-framework>

South Cambridgeshire Local Plan (submitted in March 2014):

<https://www.scambs.gov.uk/localplan>

National Planning Policy Framework:

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6077/2116950.pdf

National Planning Practice Guidance:

<http://planningguidance.planningportal.gov.uk/>

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