



Report To: Planning Portfolio Holder

13 December 2016

Lead Officer: Joint Director for Planning and Economic Development

Local Development Framework Annual Monitoring Report 2015-2016

Purpose

1. To approve the Local Development Framework Annual Monitoring Report 2015-2016 for publication on the Council's website.
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 2015-2016 (included as Appendix 2 (website only)) for publication; and
 - (b) delegates any further minor editing changes to the Annual Monitoring Report to the Joint Director for Planning and Economic Development 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 twelfth Annual Monitoring Report produced by the Council and covers the period from 1 April 2015 to 31 March 2016. 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.

Considerations

7. Chapter 2 of the Annual Monitoring Report sets out the key results from the data collected, and provides a commentary as an overview to the detailed monitoring of indicators in the Annual Monitoring Report. It is attached as Appendix 1. The headlines from Appendix 1 are set out in the following paragraphs.

Progress against the Local Development Scheme

8. The Council submitted its Local Plan, alongside the Cambridge Local Plan, to the Secretary of State on 28 March 2014. Joint examination hearing sessions were held between November 2014 and April 2015 on strategic issues. The Inspectors wrote to the Councils in May 2015 in relation to three main issues and invited the Councils to undertake additional work to address those issues before the examinations progressed further. The Councils agreed to undertake additional work and the examinations were formally suspended until March 2016.
9. The additional work undertaken resulted in a small number of proposed modifications to both the Cambridge Local Plan and South Cambridgeshire Local Plan. Public consultation was carried out (jointly with Cambridge City Council) on these modifications in December 2015 – January 2016 and the consultation responses, evidence base documents and proposed modifications were submitted to the Inspectors in March 2016. Joint examination hearing sessions were held in June 2016 on the proposed modifications relating to objectively assessed housing need, the joint housing trajectory and five year housing land supply, and the review of the Green Belt.
10. Hearings on matters specific to South Cambridgeshire started in November 2016, with hearings related to climate change and promoting successful communities. Further hearings are programmed in November / December 2016 and January – March 2017. A programme is still awaited for the remaining hearing sessions. The Local Plan process is taking longer than originally anticipated and a revised timetable for the preparation of the Local Plan was set out in an addendum to the LDS agreed in November 2015. This revised timetable is no longer correct, and therefore the Council has updated the LDS (see separate item on the agenda).
11. Preparation of the Bourn Airfield New Village and Waterbeach New Town Area Action Plans (AAPs) were scheduled to begin in Winter 2015/16 and Winter 2017/18 respectively. The Council has obtained legal advice regarding the status of the proposed AAPs for both new settlements, and has been advised that given their content they would be more appropriately prepared as Supplementary Planning Documents (SPD) rather than as AAPs.
12. The Cambridgeshire Flood and Water SPD was subject to public consultation in September – October 2015 and was adopted by South Cambridgeshire District

Council on 8 November 2016. The other local planning authorities in Cambridgeshire will be adopting the SPD in due course.

Details of Neighbourhood Development Orders and Neighbourhood Development Plans Made

13. There was initially limited interest shown by Parish Councils in preparing a Neighbourhood Plan, as the Council had offered them the opportunity to put forward proposals within their area through the Local Plan process as an alternative to the preparation of Neighbourhood Plans. Since the Local Plan was submitted for examination there has been a steady increase in interest from Parish Councils considering preparing Neighbourhood Plans for their areas.
14. There are currently eleven designated neighbourhood areas in South Cambridgeshire, of which four; at Waterbeach, Cottenham, Foxton and West Wickham were designated in the last monitoring year. Four further areas have been designated since the end of the monitoring year at Melbourn, Whittlesford, Great Abington Former Land Settlement Association Estate, and Stapleford & Great Shelford.
15. Initial discussions have taken place with an increasing number of other Parish Councils about neighbourhood planning and whether a Neighbourhood Plan would be the right tool for them to achieve the aspirations they have for the future of their villages. The Council is considering how it can best support Parish Councils develop their Neighbourhood Plans over coming years.

Monitoring the Local Development Framework policies and Sustainability Appraisal objectives

16. The monitoring of the performance of the Council's planning policies has shown that development granted planning permission in the district is generally in accordance with adopted planning policies.
17. **Housing completions:** in the last monitoring year, 671 net additional dwellings were completed in South Cambridgeshire; this is 86 dwellings more than the number predicted in the housing trajectory included in the Annual Monitoring Report 2014-2015. This is a decrease compared to the previous monitoring year but is comparable to the preceding six monitoring years, where annual net housing completions were consistently around 600 dwellings reflecting the slowdown in the housing market and that the fringe sites coming forward were building out on the Cambridge side of the administrative boundary. The return to a lower level of completions in the last monitoring year is due to only 2 dwellings in South Cambridgeshire being completed at Trumpington Meadows and a decrease in completions at Cambourne and Orchard Park compared to the preceding years. Total completions since 2011 are 3,401 dwellings.
18. **Five year housing land supply:** against the housing requirements in the new South Cambridgeshire Local Plan of 19,500 homes between 2011 and 2031, and of 14,000 homes in the Cambridge Local Plan, giving a housing requirement for Greater

Cambridge of 33,500 homes between 2011 and 2031, the five year housing land supply for 2016-2021 is:

| 'Liverpool' Methodology | City | South Cambs | Greater Cambridge (City & South Cambs) |
|--------------------------------|-------------|--------------------|---|
| Five year supply (with 5%) | 7.1 | 5.1 | 5.9 |
| Five year supply (with 20%) | 6.2 | 4.4 | 5.1 |

| 'Sedgefield' Methodology | City | South Cambs | Greater Cambridge (City & South Cambs) |
|---------------------------------|-------------|--------------------|---|
| Five year supply (with 5%) | 7.5 | 4.3 | 5.4 |
| Five year supply (with 20%) | 6.6 | 3.7 | 4.7 |

19. In Cambridge, completions in 2015-2016 were above the Cambridge Local Plan 2014 annual requirement of 700 per year. Cambridge maintains a good five year supply against its own requirements, although the position has reduced slightly since 2014-2015. This is primarily due to a reduction in supply anticipated at a number of sites over the next five years, particularly some urban extension sites on the edge of Cambridge.
20. In South Cambridgeshire, completions in 2015-2016 were higher than anticipated in the housing trajectory included in the South Cambridgeshire Annual Monitoring Report 2014-2015, although below the 975 dwelling completions annualised figure. The anticipated supply in South Cambridgeshire for the next five years is higher than the previous five year period. However, due to the increase in the shortfall against cumulative annual requirements for the plan period to date, the five year supply situation against South Cambridgeshire's own requirements has marginally reduced.
21. Considering Greater Cambridge as a whole, the combined result is that, for the five year period 2016-2021, the Councils cannot currently demonstrate a five year supply under the most stringent method of calculating supply (Sedgefield methodology with 20% buffer). It is important to note that there is nothing in policy that prevents faster delivery than anticipated in the trajectory and if the development industry is capable of delivering sites faster, there would be an increase in housing supply. In addition, it is important to note that the Councils have taken a cautious approach to the estimated number of completions as part of reviewing and verifying information provided by developers. The Councils consider that these robust, realistic and somewhat cautious expectations are appropriate. This position on the five year supply for Greater Cambridge is anticipated to be a very short term issue for a number of reasons:
 - the Edge of Cambridge sites will be delivering larger numbers in the coming years as more sites begin to deliver, including in South Cambridgeshire;
 - delivery of housing at Northstowe is underway and development rates are increasing;
 - sites consented due to the lack of five year supply in South Cambridgeshire will be delivering increasing numbers of completions; and

- new settlements at Waterbeach, Bourn Airfield and Cambourne (West) are expected to begin to add to the five year supply.

22. Looking at the rolling five year supply, starting on 1 April 2017, it is anticipated that the Councils will be able to demonstrate a five year supply for Greater Cambridge once again on all calculation methods. In future years the five year supply is predicted to grow substantially for both areas separately and jointly. This is illustrated for the next five years on the basis of Sedgefield and 20% in the table below.

| | 2016-2021 | 2017-2022 | 2018-2023 | 2019-2024 | 2020-2025 |
|---|-----------|-----------|-----------|-----------|-----------|
| City | 6.6 | 7.0 | 9.0 | 9.6 | 9.9 |
| South Cambs | 3.7 | 4.1 | 4.5 | 5.0 | 5.5 |
| Greater Cambridge (City & South Cambs) | 4.7 | 5.0 | 5.6 | 6.1 | 6.7 |

23. There will also be on-going monitoring of any windfall development above that included in the trajectory, particularly with regard to any further planning permissions in South Cambridgeshire as a result of the current lack of five year land supply. In addition, the outcome of the work Cambridge City Council is carrying out regarding student accommodation, and how it relates to housing land supply, will be considered.
24. **Housing quality:** In the last seven monitoring years the Council has assessed 84 completed housing developments against the Building for Life red/amber/green standard, including 8 completed in 2015-2016 which is intended to provide a consistent approach to the assessment of housing quality. Two developments at Linton and Cambourne scored nine or more 'greens' and are therefore eligible to be put forward for 'Built for Life' accreditation. Taking all 8 developments together only 6% of criteria were scored as 'red' as they had not or could not be complied with. The slight reduction in the overall percentage of 'greens' from previous years is mitigated by the overall increase in the percentage of 'ambers' this year and the overall reduction in the percentage of 'reds' which is an improvement in performance over previous years. Over time, use of the Building for Life standard can be used to grow the quality of built development across the district.
25. **Business floorspace completions:** Total business completions (net) to the 31 March 2016 are 38,342 sqm / 24.18 ha. The greatest areas of growth are at: Cambridge Science Park at Milton, development of a 3-storey extension of 4,177 sqm floor space over a 2.26 ha site; at Cambridge Research Park at Landbeach, with completions on three new buildings totalling a floor space of 11,585 sqm and 2.79 ha; at Capital Park at Fulbourn which has a new large office building of 4,530 sqm; at the Imperial War Museum, Duxford which has 2,642 sqm of new floor space for offices over a 1.39 ha site area; and finally, the Wellcome Trust Genome Campus at Hinxton has completed on two new Research and Development buildings / extensions totalling floor space of 6,708 sqm.

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 Objectives

Objective 1 – Living Well: support our communities to remain in good health whilst continuing to protect the natural and built environment

31. 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.

Objective 2 – Homes for Our Future: secure the delivery of a wide range of housing to meet the needs of existing and future communities

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 housing.

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/>

Appendices

Appendix 1 – Extract of Chapter 2 of the Annual Monitoring Report

Appendix 2 – South Cambridgeshire Annual Monitoring Report 2015-2016

Report Authors: Jenny Nuttycombe – Senior Planning Policy Officer
Telephone: (01954) 713184