

Executive

Local Development Framework – Annual Monitoring Report

1 December 2008

Report of The Head of Planning and Affordable Housing Policy

PURPOSE OF REPORT

To consider the progress made on the Council's Local Development Framework (LDF) in terms of meeting milestones in the Local Development Scheme and to consider monitoring information on business development, housing, biodiversity, open space, transport, and local services for the monitoring year April 2007 to March 2008.

This report is public

Recommendations

The Executive is recommended to:

- (1) endorse this report for submission to the Secretary of State by 31 December 2008 and delegate authority to the Head of Planning and Affordable Housing Policy to make any minor presentational changes in consultation with the Portfolio Holder for Planning and Housing;
- (2) note the housing delivery position described in the report;
- (3) resolve that the Council continues to bring forward proposals for the delivery of sites identified for residential development in the Non-Statutory Cherwell Local Plan 2011, which was approved as interim planning policy for development control purposes on 13 December 2004, and that officers continue to work with the development industry, local communities and other interested parties in order to do this in the interests of sustaining housing delivery (including the provision of affordable housing) to meet the requirements of the adopted Oxfordshire Structure Plan and, upon adoption, the South East Plan.

Executive Summary

- 1.1 An Annual Monitoring Report has been prepared for the period 1 April 2007 to 31 March 2008 and is presented at Appendix 1 to this report.

- 1.2 The Planning and Compulsory Purchase Act 2004 and the Town and Country Planning (Local Development) (England) Regulations 2004 require the Council to produce an Annual Monitoring Report (AMR). Upon approval by the Executive, the AMR will form part of the District's Local Development Framework (LDF). This is the fourth time that the Council has produced an Annual Monitoring Report under the provisions of the new planning system.
- 1.3 The AMR reviews progress on preparing the Council's Local Development Framework (LDF) in terms of meeting milestones in the Local Development Scheme (the LDF programme) during this monitoring period. It also provides monitoring information on business development, housing, biodiversity, open space, transport and local services in Cherwell.
- 1.4 This information, along with information from previous years, will be used to inform policy making for the LDF. Information collected after adoption of a Development Plan Document, such as the Core Strategy, will be used to assess whether policies in the LDF are achieving the desired results and whether they require review. As the Council does not have any adopted Development Plan Documents the 2008 Monitoring Report is not proposing any changes to policy.
- 1.5 The Report has been prepared with reference to government guidance, including *Local Development Frameworks Monitoring: A Good Practice Guide (2005)*.
- 1.6 The Council is required to submit the Annual Monitoring Report to the Secretary of State by 31 December 2008. It will be made publicly available but is not subject to consultation.

Background Information

- 2.1 The purpose of the Annual Monitoring Report is to:
 - i. review progress in the preparation of Local Development Documents (LDDs) against the timetable and milestones in the Local Development Scheme (LDS);
 - ii. provide an analysis of the monitoring results collected using the Government's 'Core Output Indicators';
 - iii. set out a framework for monitoring policies, to assess their performance and to identify where review is required;
 - iv. set out the actions for future Monitoring Reports.

Local Development Framework Progress

- 2.2 Chapter 4 of the Annual Monitoring Report provides an update on progress in producing local development documents (LDDs) in accordance with the

Council's Local Development Scheme. The last year has seen three events which have affected progress on the Local Development Framework (LDF):

- i. the publishing of new planning guidance from Government (a revision to PPS12) which sets out how the LDF, and in particular the Core Strategy should be prepared. This has required us to amend the process by which the Core Strategy is being prepared which has in turn required us to undertake further technical work;
- ii. staffing changes. The team has been under resourced for part of the year with the departures of the previous Service Head and the LDF Team Leader;
- iii. the eco-town proposal. This has required additional work which has diverted resources away from LDF work. It has also generated uncertainty over the levels of growth that the LDF will be required to find.

2.3 The first of these events was particularly significant in that the Council is now required to identify 'strategic allocations' within the Core Strategy, and furthermore is not now required to undertake a 'preferred option' stage. As a response to this, the Executive in August 2008 approved a report which proposed a series of 'reasonable alternative directions of growth and strategic sites' A major public consultation was undertaken on this between September and November and it is hoped that the outcome of this can be reported back to councillors in the early spring of next year.

2.4 The changes to the programme for the Core Strategy will have a knock on impact upon other Local Development Documents (LDDs) in the Council's programme. These will need to be discussed with the Government Office for the South East and it is hoped to seek member approval for any changes to the Local Development Scheme in the early new year.

Monitoring Results - Housing

2.5 The Annual Monitoring Report contains a comprehensive review of housing delivery and housing land supply (see Chapter 5 and Tables in Appendix 5). The key findings and conclusions are:

- housing completions for 07/08 were 455 (see Tables 27 to 31). This is lower than annualised Structure Plan requirements (approximately 623 dwellings per annum) but higher than the projected target of 414 set in last year's Monitoring Report;
- since 1 April 2001, the start of the plan period of the adopted Oxfordshire Structure Plan 2016, total net housing completions have been 4430. This is 64 dwellings more than the six year Structure Plan requirement of 4366 (see Table 36);
- total housing land supply from 2001-2016 is estimated to be 9994 dwellings which is 644 dwellings more than the Structure Plan requirement of 9350. The District is therefore in a position to meet total

Structure Plan requirements without new sites being identified in new Development Plan Documents (DPDs) (Table 36). It is also well placed to begin meeting the requirements of the emerging South East Plan (670 dwellings per annum) (Table 37);

- the District has a 5.2 year rolling supply of deliverable housing land in relation to adopted Structure Plan targets for the five-year period 2008-2013. This increases to a 5.6 year supply for the period 2009-2014 (Table 36). When assessed against the requirements of the emerging South East Plan (not yet adopted), the figure falls temporarily below 5 years to 4.8 (2008-2013) before rising to 5.3 years for 2009 to 2014 (Table 37). It is then projected, under both Structure Plan and emerging South East Plan requirements, that at least a five-year rolling supply of deliverable housing land can be maintained until a drop below five years in 2012/13.
- the percentage of new housing (net) built on previously developed land in 07/08 was 58%. For gross completions (i.e. not allowing for losses) the figure was 60%. This equals the national annual target (see Table 31);
- the average density for all new dwellings in 07/08 was 47 dwellings per hectare (dph) which is lower than the 54 dph recorded in 06/07 but higher than the figure of 32 dph recorded in 05/06) (Table 31);
- net affordable housing completions in 07/08 were 133 compared to the minimum average annual target of 100 dwellings set by the Housing Strategy (Table 34). Gross completions (i.e. including acquisitions and not allowing for losses) were 160 (Table 33). In 06/07 gross and net figures were 166. The total net supply since 2001 is now 729, an average of 104 per annum (an increase from last year's average of 99 per annum).

2.6 Planning Policy Statement 3: *Housing* (PPS3) states that where Local Planning Authorities cannot demonstrate an up-to-date five year supply of deliverable sites, they should consider favourably planning applications for housing, having regard to policies and considerations in PPS3. Monitoring results show that the District does have in excess of a five-year rolling supply of deliverable housing land when measured against adopted Structure Plan requirements and that this can be maintained until a fall just below 5 years in 2012/13. By this time new deliverable sites will have been allocated in new Development Plan Documents in 2010 and 2011.

2.7 Although when assessed against emerging South East Plan requirements the rolling supply dips to just below 5 years in 08/09, it is expected to subsequently rise above 5 years in 09/10 and again be maintained until a drop in 2012/13. It should also be noted that, as required by PPS3, these figures make no allowance for small, unidentified windfalls (i.e. unanticipated housing). Any such windfalls completed in addition to projected completions during the remainder of 08/09 would assist in increasing the current rolling supply.

- 2.8 PPS3 states that in monitoring and managing land supply, policies and proposed management actions should reflect the degree to which actual performance varies from expected performance, as indicated in housing trajectories. Where actual performance, compared with the trajectories, is within acceptable ranges (to be defined by Local Planning Authorities), for example within 10-20%, and future performance is still expected to achieve the rates set out in the trajectories, there may be no need for specific management actions at that time. The rolling supply in 08/09, when measured against the unadopted South East Plan, is within 0.2 of a year of 5 years (i.e. a 4% deviation). In view of this and the fact that the projected supply makes no allowance for small, unidentified windfalls, and, because rolling supply is expected to subsequently rise in 09/10, it is considered that there is no need to take any specific action. Indeed, it is considered that the overall land supply position for deliverable sites is good in the context of current market conditions. It even allows for another 2 years of relatively low completions, reflecting current market conditions, with approximately 356 expected in 08/09 and about 376 in 09/10.
- 2.9 Nevertheless, the fact that the rolling supply has fallen from last year's figure of 6.8 to 5.2 this year under Structure Plan requirements (due to delays on major sites and the present national economic conditions) emphasises that it remains important that the Council continues to bring forward the sites identified for residential development in the Non-Statutory Cherwell Local Plan 2011 in order to sustain delivery.

Monitoring Results - Other Key Findings

- 2.10 The results for other subject areas include:

Business Development and Town Centres

- 20,465m² (gross) of business development was completed in Cherwell during 2007-8 (3,956m² net)
- 11,585m² (gross) of 'town centre uses' development was completed in Cherwell during 2007-8 (7,437m² net)
- No land identified in the Council's Employment Land Review was lost to 'non employment uses' this monitoring period
- Total employment land availability in Cherwell is now 100.38 hectares.

Environmental Quality

- No planning applications have been granted permission contrary to Environment Agency advice on flooding and/or water quality grounds
- There has been an increase in the area of County Wildlife Site (CWS) within the District with Stoke Wood (36.5 hectares) and Balscote Quarry (6.2 hectares) being designated and a large area of the CWS at Horley being removed. There are now 983 hectares of County Wildlife Site in Cherwell.
- There has also been an increase in the area of 'priority habitat' within Cherwell (areas of national priority for biodiversity and conservation action) from 1,343.7 hectares to 2,620.9 hectares.
- There has been an increase in the percentage of Sites of Special Scientific Interest (SSSIs) in Oxfordshire reaching Natural England's

target for being in a 'favourable' or 'unfavourable but recovering' condition, but a decrease in this percentage for SSSIs within Cherwell.

- 8 planning applications for renewable energy have been permitted this monitoring period, and 2 refused.
- There are no open spaces within the District managed to 'Green Flag Award' standard, as no applications for this Award have been made during this monitoring period.

Car Parking and Transport

- A number of the non-residential schemes completed during this monitoring period exceeded the maximum car parking standards (standards used to limit parking for sustainability reasons on developments over a certain size threshold).
- Accessibility to key services by public transport from new housing developments built over the monitoring year is below the County average. This is likely to be low because of the high proportion of development completed within rural areas during 07-08, further away from services and facilities and where there is less public transport provision.

Policy Monitoring Framework & Actions for Future AMRs

- 2.11 The information presented in this Monitoring Report will be used to assist Service delivery and to inform policy making through the Local Development Framework (LDF). Work on housing delivery has shown that there is a continued need to bring forward the sites identified for residential development in the Non-Statutory Cherwell Local Plan 2011 in the interests of maintaining delivery to required levels.
- 2.12 Future Monitoring Reports will continue to report on the Core Output Indicators as required. Additional information may be included in response to other Government requirements and local circumstances. Work on the Core Strategy other LDF documents may highlight other policy areas where new or revised monitoring arrangements will be important.
- 2.13 The monitoring framework needs to be developed using local indicators and targets closely linked to key LDF policies to help us assess the effectiveness and impact of those policies. Further information is set out in Chapter 6 of the Monitoring Report.

Key Issues for Consideration/Reasons for Decision and Options

Endorsing Options

- 3.1 The Council is required to submit the Annual Monitoring Report to the Secretary of State by 31 December 2008. It is also our intention, following usual practice, to publish the document on the Council's website. Housing delivery needs to be sustained to meet the requirements of the adopted Structure Plan and, subsequently (upon adoption), the South East Plan.

Option One	To endorse the Annual Monitoring Report, note the housing delivery position, and continue to bring forward proposals for the delivery of sites identified for residential development in the Non-Statutory Cherwell Local Plan 2011.
Option Two	To endorse the Annual Monitoring report with alternative resolutions.

Consultations

Cllr Michael Gibbard Informed

Implications

Financial:	The cost of completing the work on the Annual Monitoring Report (AMR) and on-going monitoring will be met from the 2008/09 and subsequent revenue budgets. Comments checked by Eric Meadows, Accountant 01295 221552.
Legal:	The Council is required to submit the AMR to the Secretary of State by 31 December 2008 Comments checked by Sue Christie, Assistant Solicitor 01295 221687
Risk Management:	Failure to submit the AMR to the Secretary of State by 31 December 2008 would result in the Council not meeting its statutory obligations with the potential consequences of intervention by the Secretary of State, legal challenges, and damage to the reputation of the Council. Comments checked by Rosemary Watts, Risk Management and Insurance Officer 01295 221566

Wards Affected

All

Corporate Plan Themes

Theme 2:	Improve Health
Theme 3:	Improving Education and Life-Long Learning
Theme 4:	Promote prosperity and a sustainable economy
Theme 5:	Secure more affordable housing
Theme 6:	Protect and Enhance the Local Environment

Theme 8: Rural perspective
Theme 9: Urban Perspective
Theme 10: Focus on Cherwell's People

Executive Portfolio

Councillor Michael Gibbard
Portfolio Holder for Planning and Housing

Document Information

Appendix No	Title
Appendix 1	<i>Annual Monitoring Report 2008</i>
Background Papers	
<i>Government Guidance - Local Development Frameworks Monitoring: A Good Practice Guide (2005)</i>	
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