

REPORT FROM: PLANNING, BUILDING CONTROL & LICENSING MANAGER

TO: EXECUTIVE

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PLANNING AUTHORITY'S MONITORING REPORT (AMR) 2016/17

PURPOSE OF REPORT

To present to the Executive the Local Planning Authority's Monitoring Report (AMR) for the period 1st April 2016 – 31st March 2017.

RECOMMENDATION

That the Executive approve the Authority's Monitoring Report 2016/17.

REASON FOR RECOMMENDATION

To comply with Part 6, Section 116 of the Localism Act 2011 and Regulation 34 of the Town and Country Planning (Local Planning) (England) Regulations 2012, which require that all local planning authorities prepare a report which monitors the progress of their Local Development Scheme and the policies contained in their Development Plan.

ISSUE

Background

The Council has a legal requirement to monitor the implementation of its Local Development Scheme (LDS) – the timetable which sets out how and when the new Local Plan will be prepared. It is also required to monitor the extent to which the policy objectives of the current Local Plan are being achieved.

This Authority's Monitoring Report (AMR) covers the period from the 1st April 2016 to 31st March 2017. A copy of the AMR is attached to this report as Appendix 1. It provides details of the data collected and a brief analysis of performance against each indicator. Appendix 2 provides the appendices to the AMR and includes the raw monitoring data along with the updated Strategic Housing Land Availability Assessment (SHLAA).

Progress on the preparation of the Local Plan Part 2 and performance against the Local Development Scheme (LDS) timetable

The following pieces of work relating to the preparation of the Local Plan Part 2 have been carried out during the 2016/17 monitoring period:

- Preparation and consultation on the Local Plan Part 2 Scoping Report and Methodology, including a final 'Call for Sites'.
- Preparation and consultation on the Sustainability Appraisal Scoping Report
- Preparation and consultation on the Green Belt Assessment
- Preparation of the Indoor Sports Review
- Preparation of the Strategic Flood Risk Assessment (SFRA)
- Site assessments
- Drafting of policies

The Planning Policy team has also provided support to three parish councils in the preparation of their Neighbourhood Plans. Further details can be found at Section 6 of the AMR.

Progress on the preparation of the Local Plan Part 2 has fallen behind the published timetable and the AMR recommends that the LDS be reviewed during the 2017/18 monitoring period.

Performance against key indicators:

One of the main purposes of the AMR is to provide data to monitor the indicators set out in the Local Plan and its Sustainability Appraisal. Analysis of this data highlights trends to show whether the policies in the Local Plan are being implemented effectively. A summary of some of the key indicators is provided below:

Indicator SD01: Amount of new development completed in each settlement/spatial area – 59% of development that occurred in the 2016/17 monitoring period was in the M65 Corridor – this is a slight rise compare to the previous year, but still lower than the preceding three years. The remaining development occurred in the West Craven Towns (9%) and Rural Pendle (32%). A large proportion of the development in Rural Pendle can be attributed to the housing development taking place at the former Silentnight site in Salterforth. The AMR shows that in terms of trends over time the amount of development occurring in each spatial area broadly falls in line with the spatial development principles and settlement hierarchy set out in Policies SDP1-SDP6 of the Core Strategy.

Indicator SD03: Amount of new development completed on Greenfield and Previously Developed Land (PDL) – 70% of all new development completed during the 2016/17 monitoring period was on PDL (often referred to as Brownfield land). This indicates that positive steps are being taken to regenerate previously developed sites across the borough. However, the figure represents a slight decrease compared to the previous three years. This in part may be due to the removal of the sequential approach from national policy which no longer requires the development of Brownfield land first.

Indicator EN01: Amount of energy generated by renewable sources – there were no new renewable energy schemes completed in the 2016/17 monitoring period. This indicator only monitors those schemes which require planning permission and many renewable energy technologies are classed as permitted development or are incorporated as part of another type of development and are difficult to record.

Indicator EN10: Number and condition of designated heritage assets – there were two new listings made in the borough by Historic England during the 2016/17 monitoring period. These were the War Memorial in Foulridge and the former Public Library building in Booth Street, Nelson. The borough now has 326 listed buildings or structures. There are still two heritage assets listed as being at risk: Brierfield Mills Conservation Area and Brierfield Methodist Church. The Council is

in the process of making improvements to the conservation area in Brierfield including the regeneration of the Brierfield Mills complex (Northlight).

Indicator EN19: Number of planning permissions granted contrary to advice from the Environment Agency on flooding or water quality grounds – no applications were approved contrary to the advice given by the Environment Agency during the 2016/17 monitoring period. This shows that the Council continues to take account of the professional advice from the Environment Agency to ensure that flood risk is minimised and water quality remains unaffected by new development.

Indicator HS01: Number of new homes completed – a total of 169 dwellings (gross) were completed during the monitoring period. There was one loss of a dwelling through its change of use to an office – bringing the net number of completions to 168. There has been a slight increase in the number of completions since the previous year and the trend shows that completions are continuing to increase year on year. This indicates that some confidence is returning to the Pendle housing market. However, the completion rate is still considerably lower than the annual requirement of 298 net new dwellings.

Since the start of the plan period in 2011 a total of 532 dwellings have been completed. When added to the number of long-term empty homes reoccupied a total of 1,358 dwellings have been provided. This is 430 less than required at this point in the plan period and the Council is therefore in a position of under-delivery. Consideration will need to be given as to how the delivery rate can be increased to ensure the housing requirement is met.

Indicator HS02: Future predicted housing completions – As part of the annual monitoring work the Strategic Housing Land Availability Assessment (SHLAA) has been updated to provide information on the potential housing land supply (see AMR Appendix D). This year a survey of land owners has been carried out to confirm their intentions and provide information on the timescales for future development. The SHLAA indicates that over the next five years there is land available that could deliver an estimated 2,292 dwellings. This gives the Council a 5.1 year supply of housing land. Figure HS02a in the Appendices show that there is a projected increase in numbers of homes to be delivered in the next monitoring period.

Indicator HS03: Number of new dwellings granted planning permission and total number of dwellings with an extant planning permission – the monitoring data reveals that 948 new dwellings were granted planning permission during the 2016/17 monitoring period. This is a significant increase in the number of permissions granted compared to previous years and is largely attributed to the granting of permission for up to 500 dwellings on the Strategic Housing Site at Trough Laithe, although that site has still to deliver housing. Other significant schemes which were granted permission during the monitoring period include 148 dwellings at Barnsey Shed in Barnoldswick and 90 dwellings at Windermere Avenue in Colne.

There are now 1,955 dwellings with an extant planning permission. At the close of the monitoring period 1,735 of these were classed as not started and 220 were classed as under construction. The number under construction has increased compared to the previous year and shows a growing confidence in the Pendle housing market. However, further sites will need to come forward if the borough is to meet its housing requirement.

Indicator HD05: Number of affordable homes completed – there were 38 affordable dwellings completed during the 2016/17 monitoring period, equating to 22% of the total number of dwellings completed. This is lower than the previous year but higher than the preceding four years. These affordable dwellings were developed on two sites; one at the former Hope Mill site off Skipton Road in Barnoldswick and one at land at Edgar Street in Nelson.

The trends over time indicate that 23% of gross dwelling completions since the start of the plan period have been of an affordable tenure. However, most of these have been brought forward through the development of sites by housing associations rather than being part of market housing schemes. The viability of many housing sites in the borough is still restricting the amount of affordable housing that can be provided.

Indicator EC01: Amount of new (gross) employment floorspace completed – a total of 982m² (gross) employment floorspace was completed during the monitoring period, requiring around 0.11ha of land. This represents a fall in the amount of floorspace developed compared to the previous year. The trends over time show that insufficient land is being developed for employment use and that the borough is not meeting the employment land requirements set out in the Core Strategy, hence the need to bring forward Lomeshaye quickly.

Indicator EC03: Amount of new employment floorspace with an extant planning consent – there is a total of 13ha of land with planning permission for employment use. These permissions would provide 42,773m² of new employment floorspace if developed. Trends show that this figure has remained reasonably constant over the last four years.

Indicator EC12: Amount of new retail/town centre floorspace completed – there was a total of 2,739m² of A1 retail floorspace completed during the monitoring period. A large proportion of this was due to the completion of the TK Maxx store on the former Glen Mill site in Colne. There were also small amounts of A3 (Cafes and Restaurants), A4 (Public Houses) and A5 (Hot Food takeaways) uses completed as well as a small amount of D2 (Assembly and Leisure) use.

Indicator EC13: Town centre occupancy levels – the retail occupancy survey indicates that Nelson, Barrowford and Barnoldswick have all seen an increase in the number of vacant units. For Barnoldswick this is the first time in four years that it has seen an increase in vacancies. This indicates that the retail trading environment remains difficult. However, the survey only represents a fixed point in time and there are always fluctuations in the number of vacancies. Colne, Brierfield and Earby have all seen a decrease in vacant units. For Colne this represents a continuing trend and suggests that there is growing confidence in the town and that its viability and vitality are being maintained in the face of significant edge and out of centre development in recent years.

Conclusions

The monitoring data and analysis indicates a mixed picture with some positive signs of improvement against some of the indicators, but also some areas of concern. In particular both the housing and employment requirements set out in the Core Strategy are not currently being met. There are signs of improvement in the housing market and funding has been put in place to unlock economic development opportunities in the borough. Future monitoring will help to show whether these trends persist and whether management actions are required. An early review of some plan policies may be needed if monitoring shows that no progress is being made to address these issues.

Additional information

A number of additional requirements for AMRs to address have been brought into effect by new legislation in recent years, these are set out below:

Section 6 of the AMR provides details of those Neighbourhood Plans being prepared in the borough. To date three such plans are in preparation: Barrowford, Trawden Forest and Colne.

Section 7 provides information on the Self and Custom Housebuilding Register. Specifically it identifies that in the first base period 109 individuals were on the register seeking plots of land to build their own home. The monitoring data indicates that in the same time period planning

permission was granted for 20 self and custom build properties. This will go some way to help meet the demand identified by the register, although further permissions will need to be granted to meet the full demand by the end of the three year period as required by the regulations.

Section 8 provides some key statistics from the Brownfield Land Register. It indicates that there are 34 previously developed sites which meet the criteria for inclusion on Part 1 of the register, as set out in the regulations, and are deemed appropriate for residential development. Of these 19 already have planning permission whilst 15 do not. The sites cover a total area of 24.8 hectares and could provide approximately 830 dwellings. The purpose of the Register is to provide information to developers and members of the public on the amount of available Brownfield land.

IMPLICATIONS

Policy:	The AMR is a key tool for monitoring the implementation of policies in the Local Plan. It is used to highlight any problems so that action can be taken to make necessary changes to those relevant planning policies.
Financial:	None
Legal:	It is a statutory requirement under Part 6, Section 112 of the Localism Act 2011, and Regulation 34 of the Town and Country Planning (Local Planning) (England) Regulations 2012, to prepare a monitoring report which assesses the implementation of the Local Plan.
Risk Management:	None
Health and Safety:	None
Sustainability:	The policies in the Local Plan are designed to ensure that new development is delivered in a sustainable manner. The monitoring of indicators in the AMR helps to build up time series data which can be used to show whether the policies in the Plan are being implemented effectively.
Community Safety:	None
Equality and Diversity:	None

APPENDICES

Appendix 1: Authority's Monitoring Report (AMR) 2016/17

Appendix 2: Appendices to the Authority's Monitoring Report (AMR) 2016/17

LIST OF BACKGROUND PAPERS

Local Development Scheme (LDS) (2014)

Pendle Local Plan Part 1: Core Strategy (2011-2030)

Replacement Pendle Local Plan (2001-2016)