



Report for:	Cabinet
Date of meeting:	13th December 2016
Part:	1
If Part II, reason:	

Title of report:	The Authority Monitoring Report (AMR) and Local Planning Framework Update
Contact:	<p>Cllr Graham Sutton, Portfolio Holder for Planning and Regeneration;</p> <p>James Doe, Assistant Director Planning and Regeneration (extension 2583); and</p> <p>Laura Wood, Team Leader, Strategic Planning and Regeneration (extension 2661); and</p> <p>Francis Whittaker, Strategic Planning and Regeneration (extension 2383)</p>
Purpose of report:	<p>To consider:</p> <ul style="list-style-type: none"> • the Authority Monitoring Report for 2015/16; • progress on the Local Planning Framework; and • agreeing a new Local Development Scheme (LDS) timetable (see Annex A).
Recommendations	<p>Cabinet is recommended to:</p> <ol style="list-style-type: none"> 1. Note the headline results from the forthcoming Authority Monitoring Report 2015/16 with regard to housing, employment and retailing; 2. Note progress on the Local Planning Framework; and 3. Agree a new Local Development Scheme timetable (see Annex A).
Corporate Objectives:	<p>The Authority Monitoring Report looks at the effectiveness of current planning policies – for example the achievement of the overall housing target and protection of green space/wildlife sites – and progress towards planning policy review (i.e. targets set out in the Local Development Scheme). It therefore provides a good summary of how the Council's planning policies are supporting delivery of corporate objectives – especially those relating to affordable housing; safe and clean</p>

	<p>environment and regeneration.</p> <p>As the policies within the Core Strategy and other planning documents are aimed at enabling growth, it also provides an indication of how the 'Dacorum Delivers' objective is being supported.</p>
<p>Implications:</p> <p>'Value For Money Implications'</p>	<p><u>Financial</u></p> <p>Funding is provided from the LDF reserve. A budget has been agreed for 2016/17. The 2017/18 budget is currently being reviewed as part of the annual budget cycle.</p> <p><u>Value for Money</u></p> <p>Every effort has been made to secure external funding – most recently through the delivery of new housing which attracts New Homes Bonus, to reduce the impact on the Council's budget. Where possible, evidence base work is undertaken jointly with other authorities to ensure cost is optimised (through economies of scale). Collaborative working with landowner consultants will continue to help extend the resources available to the Council and avoid the duplication of site specific technical information.</p>
Risk Implications	<p>A risk assessment has been carried out as part of the PID / CORVU monitoring process. The Local Development Scheme also contains its own risk assessment. The key concern is that the (new) development plan must be sound, and delivers what is needed expeditiously. Risk is reduced by ensuring processes, the evidence base and decision making by the Council based on it, is robust. Sufficient financial resources are essential to achieve that: this includes maintaining a team of appropriately skilled and qualified staff. Certain elements of the plan-making process have explicit statutory requirements such as consultation, publication, examination and presentation of the adopted Development Plan Document. The Authority Monitoring Report reviews the risks inherent in preparing the Local Planning Framework. Monitoring of development is a source of information which, properly used, can assist risk reduction – i.e. it checks whether progress and control of development has been successful and can indicate where change (in policy or process) may be beneficial.</p>
Community Impact Assessment	<p>An Equality Impact Assessment has been carried out for the Core Strategy. This is currently being converted and updated into a broader Community Impact Assessment. An independent Sustainability Appraisal Report which accompanies the Core Strategy also considers equalities issues separately. It concludes that the Core Strategy avoids any discrimination on the basis of disability, gender or ethnic minority.</p>
Health And Safety Implications	<p>None.</p>

Monitoring Officer/S.151 Officer Comments	<p>Monitoring Officer:</p> <p>The Annual Monitoring Report is a requirement of the Town and Country Planning (Local Planning) (England) Regulations 2012 and is an important document to evidence the progress of the authority in meeting its key planning, housing and development objectives. The report demonstrates that good progress is being made on key objectives, which is positive to note.</p> <p>Deputy S.151 Officer</p> <p>All costs incurred within 2015/16 have been recorded within the approved 2015/16 Statement of Accounts. All the costs incurred during 2016/17 will be met from within existing approved budgets. Any costs planned to be incurred during 2017/18 are being considered within the budget proposals submitted to allow approval of the budget in February 2017.</p>
Consultees:	<ul style="list-style-type: none"> • Corporate Director Housing and Regeneration • Assistant Director Planning, Development and Regeneration. • Group Manager, Strategic Planning and Regeneration.
Background papers:	<ul style="list-style-type: none"> • Local Development Scheme 2016-18 (January 2016) • Site Allocations Pre-Submission document incorporating the Focused Changes (January 2016) • Adopted Core Strategy (September 2013) • Dacorum Borough Local Plan 1991 – 2011 and related supplementary planning advice • National Planning Policy Framework (NPPF) • Draft Authority Monitoring Report 2015/16 <p><i>Note: The finalised Authority Monitoring Report 2015/16 will be published in early January 2017 and made available in the Group Rooms then.</i></p>
Glossary of acronyms and any other abbreviations used in this report:	<p>AMR – Authority Monitoring Report LDS – Local development Scheme LPF – Local Planning Framework LDF – Local Development Framework (<i>note: this is the same as the LPF above; the terms are used interchangeably</i>) SPD – Supplementary Planning Document SPG – Supplementary Planning Guidance GUI – Grand Union Investments Ltd DPP – Development Plan Document DDP – Dacorum Development Programme ED Strategy – Economic Development Strategy NPPF – National Planning Policy Framework PPG – National Planning Policy Guidance SPAR – Strategic Planning and Regeneration</p>

Background

1. INTRODUCTION

1.1 This report covers two matters:

- a) the Authority Monitoring Report (AMR) 2015/16; and
- b) the Local Development Scheme (January 2016).

2. AUTHORITY MONITORING REPORT

Statutory Requirements

2.1 In April 2012, the Town and Country Planning (Local Development) (England) (Amendments) Regulations 2008 were superseded by the Town and Country Planning (Local Planning) (England) Regulations 2012. These new regulations introduced greater flexibility regarding coverage and presentation of the Authority Monitoring Report (formerly called the Annual Monitoring Report) (AMR). There is no longer a legal requirement for local authorities to publish monitoring reports by a prescribed date, or to formally submit them to the Secretary of State. The information must be published 'as soon as possible' after it becomes available. Officers recommend that this information continues to be contained and analysed in an annual report.

2.2 The following information must be provided:

- a) The titles of the Local Plan / Local Planning Framework and Supplementary Planning Documents specified in the Council's Local Development Scheme together with the timetable for their preparation, the stage reached and reasons for any slippage against the published timetable;
- b) Information on any Local Plan or Supplementary Planning Document that has been adopted or approved during the monitoring period, and the date of this adoption;
- c) Performance against monitoring indicators set out within its Local Plan;
- d) An explanation of why the local planning authority has chosen not to implement a policy specified in its local plan (if appropriate);
- e) Information regarding any Neighbourhood Development Orders or Neighbourhood Development Plans;
- f) Information related to progress on establishing a Community Infrastructure Levy (CIL); and
- g) Details of actions under the 'Duty to Co-operate' introduced in the Localism Bill 2011.

2.3 Items (a) to (c) above have always been provided within the Council's AMRs. Items (d) to (g) are newer requirements that are being incorporated into the AMR process.

2.4 As well as monitoring the performance of the planning policy documents, the AMR is being used to report progress on the Dacorum Development Programme (DDP) and Economic Development (ED) Strategy.

2.5 The Authority Monitoring Report for 2015/16 is prepared by Officers. It is due to be completed in early 2017. Unfortunately, its preparation has been delayed due to the need to progress the Site Allocations DPD through the examination and hearings process (reported separately on this Cabinet agenda). Once

finalised, copies will be placed in the Group Rooms and published on the Council's website.

Improving monitoring arrangements and reporting

- 2.6 The AMR summarises planning activities within the Borough over a twelve month monitoring period (1st April 2015 – 31st March 2016). The order and content reflects the structure of the Core Strategy and the monitoring indicators contained within it. Sections have been added to ensure the document complies with the 2012 Regulations and performance of the DDP and ED Strategies. This broadening of content will allow the AMR to become the document through which the success of development projects and economic development work can be measured. The AMR 2015/16 will be accompanied by a technical appendix containing more detailed monitoring information for reference.
- 2.7 The County Council's county-wide development monitoring system (SmartHerts) continues to support the districts regular monitoring routines. SmartHerts has significantly improved the efficiency and quality of such monitoring processes.

Key Findings - (1) Headline figures

- 2.8 The AMR 2015/16 reports progress against key targets. Preliminary headline figures for housing, employment and retailing are set out below:

Housing:

- 700 (gross) (659 (net)) dwellings were completed over the monitoring period. The net figure is substantially above the annual Core Strategy target (430 dwellings per year), and significantly higher than the completion rate in the previous monitoring period of 379 (net). This chiefly reflects increasing levels of activities on larger sites and a continuing improving supply of commitments (2,672 (net) at 1st April 2016 compared to 2,359 (net) commitments a year ago). These factors should continue to boost future levels of completions.

Employment, economic development and retailing:

- The number of jobs in Dacorum increased by 1,800 between 2014 and 2015. There has been an increase of 5,800 jobs numbers since 2006, which puts the Borough on track to achieve and possibly exceed the Core Strategy target for 10,000 additional jobs 2006-2031.
- Based on the claimant count, unemployment in the Borough is very low (0.9%) – similar to the overall Hertfordshire rate (0.9%) and below the regional (1.1%) and national (1.6%) rates.
- The Core Strategy proposes around 131,000 sq. metres of additional office floorspace and nil net change in industry, storage and distribution floorspace 2006-2031. In practice, there has been a substantial decline in office floorspace and also a decrease in industry, storage and distribution floorspace since 2006. This reflects low demand for new office development during and since the recent economic recession and recent losses of offices to housing use through recent Government changes to planning legislation by changes to the prior approval regime.

- Despite the loss of employment space since 2006, the local economy is healthy as shown by the increase in jobs in the Borough and the low unemployment rate.
 - There is land available for substantial new employment development at Maylands Gateway within Dacorum, whilst the submitted St Albans Strategic Local Plan proposes 55 hectares of employment development on land east of Green Lane (the Gorhambury development), which would form an extension to the Maylands Business Park.
 - The Core Strategy encourages appropriate retail development in accordance with the retail hierarchy of town and local centres. Since 2009, there has been little change in retail floorspace in these centres. This is likely to continue to be the case in the future, although the new Heart of Maylands local centre is under construction.
 - Out of centre retail floorspace has increased since 2009 (e.g. the two Aldi supermarkets in Hemel Hempstead). Further significant out of centre developments have been permitted at Gossoms End, Berkhamsted (Lidl supermarket), at Jarman Park, Hemel Hempstead (retail park on a site allocated for retail development) and at Maylands Avenue/Breakspear Way, Hemel Hempstead (retail park permitted on allocated employment land as an exception to policy).
 - Dacorum experienced the highest rise in the county of apprenticeships starts in the first 2 quarters of 2015, with 525 in these two quarters alone.
 - Dacorum Borough Council, working with Hertfordshire Local Enterprise Partnership (LEP) and St Albans City and District Council, was instrumental in the securing of the Enterprise Zone for Hertfordshire, covering some 200 acres of land at Maylands at Gorhambury, and also at Rothamsted Research and the Building Research Establishment (in St Albans District).
 - The Council is continuing to work with the Hertfordshire LEP over key infrastructure projects and funding for these including access arrangements into the Gateway and for the Maylands Growth corridor.
 - Progress is being made on the Heart of Maylands project at the junction of Maylands Avenue and Wood Lane End. Sites 1, 2 and 3 from the Heart of Maylands development brief have now been sold. Permission has been approved and work has started in 2015/16 on sites 1 and 2 which will deliver a mix of retail, community uses, public space and a mix of residential ownership types.
 - A total of £15,600 has been paid out in grants by the Council to businesses employing their first apprentice in 2015/2016. This is in addition to the Governments grant of £1,500 per apprentice.
 - The Hemel Hempstead Business Ambassadors was launched in December 2015 and now has a total of 47 members include Sopra Steria, Henkel and Gyron Internet. The aim of the scheme is to promote Dacorum as a place to invest and it has brought in an income of £38,000.
 - Dacorum saw an increase in VAT registrations resulting in a net additional 460 VAT registered businesses.
 - The Maylands Business Centre has maintained 100% occupancy during the past year. Work has now begun in 2016/17 on the business centre extension of a further 5 light industrial units, which is scheduled to be completed in Spring 2017.
- 2.9 Data relating to other key planning areas including social and community facilities, transport and accessibility, and the built and natural environment is still being processed; an update can be provided, if required, at the meeting. The AMR also gives updates on the progress of the Dacorum Development

Programme and the Economic Development Strategy and key findings have been included in the bullet points above.

- 2.10 A full summary of the performance of the Community Infrastructure Levy (CIL) has already been reported to Cabinet last month. This information on the operation and collection of the CIL will be covered within the AMR with key points being:

- The Council collected a total of £65,119.35 in CIL receipts during 2015/16;
- A total of £9,767.90 was allocated to Town and Parish Councils in accordance with Regulation 59 of the CIL Regulations 2010 (as amended); and
- It is expected that the Council will start spending CIL receipts from 2018/19.

Key findings - (2) Progress with the Local Planning Framework

Progress during 2015/16 monitoring period

- 2.10 Good progress was made on the Local Planning Framework (LPF) during the 2015/16 monitoring period. Key achievements included:

- Publication of the Strategic Housing Land Availability Assessment (April 2016).
- Completion of the joint SW Hertfordshire Strategic Housing Market Assessment (February 2016) and Economy Study (February 2016) to inform the new Single Local Plan.
- Completion of the Playing Pitch Strategy and Action Plan – update 2015, Infrastructure Delivery Plan Update (June 2015), and Hemel Hempstead Transport Model Update (July 2015).
- Consideration by Cabinet (October 2015) of comments received through consultation on Local Allocations master plans and changes required to the document as a result of this feedback.
- Publication and consultation on a limited number of ‘Focused Changes’ to the Pre-Submission Site Allocations DPD during August – September 2015.
- Consideration by Cabinet (October 2015) of comments received through consultation on Local Allocations master plans and changes required to the document as a result of this feedback.
- Submission of the Site Allocations DPD to the Planning Inspectorate for examination (February 2016).

- 2.11 Members should also note that Implementation of the CIL took place on 1 July 2015.

Progress post 2015/16 monitoring period

- 2.12 Important progress was made on the LPF after the monitoring period, with key events including:

- The hearing element of the Site Allocations DPD examination was held during the first two weeks of October 2016.

- The Inspector's interim letter following the Site Allocations hearings was received in November 2016, and requires a number of Main Modifications to be made to the submitted plan (see separate report on this agenda). Consultation on these is due to begin in December 2016.
 - The Stage 2 Green Belt review will be published in December 2016.
- 2.13 Further progress is being made with a range of technical studies covering employment land availability, the settlement hierarchy, water cycle and open space. These are anticipated to be completed early in 2017. The studies alongside other completed technical work (see list above) will support the preparation of the new Local Plan (incorporating the review of the Core Strategy).

Changes to Government policy

- 2.14 The government continues to implement changes to national planning policy and guidance and also clarify their operation. During 2016 the Housing and Planning Act completed its passage through parliament and received Royal Assent. This includes the introduction of Brownfield Registers, Permission in Principle, Self and Custom Build Housing and Starter Homes. Although Regulations setting out how some elements will be implemented are still awaited, this Act has a number of significant implications for planning. These have previously been reported to Cabinet (29 November 2016). The changes also have a number of implications for how the Council monitors its planning processes and reports these through the AMR. The Government has begun to set out how it anticipates a number of these initiatives are to be monitored (e.g. they have identified 9 potential reporting requirements for Starter Homes) to ensure their implementation, delivery and regular reporting. This work will be progressively incorporated into future AMRs.
- 2.15 On 31 August 2015, the Government published a revised Planning Policy for Traveller sites (PPTS). This updated the previous document issued in 2012, and, in particular introduced a new definition for travellers. The Council has considered the implications of this revised guidance on the Site Allocations DPD in terms of making provision for this sector of the community. Its legal advice has been that it is best to take into account the PPTS as part of progressing the Local Plan and in reassessing the traveller needs assessment.
- 2.16 A number of changes have also been made to the Planning Practice Guidance (PPG), which provides additional guidance to support the National Planning Policy Framework (NPPF). Amongst these changes is the clarification that contributions for affordable housing and tariff style planning obligations should not be sought in the following scenarios:
- Where developments in urban areas comprise 10 units or less and which have a maximum combined gross floor area of no more than 1000 sq.m
 - Where a development is located in a designated rural area and comprises 5 units or less under the discretion of the local planning authority
 - Where development consists of the construction of a residential annex or extension.
- 2.17 The PPG changes also states that in designated rural areas where there is a reduced threshold, affordable housing and tariff style contributions sought from

developments of between 6 and 10 homes should be in the form of cash payments which are commuted until after completion of units within the development. Rural Exception Sites are specifically exempted from this new approach.

- 2.18 The statement also requires local authorities to offer a financial incentive to bring back vacant buildings into use by allowing them to reduce the requirements for affordable homes. This is referred to as 'Vacant Building Credit'.
- 2.19 These changes were subject to a legal challenge which was successfully defended by the Government at the Court of Appeal. As a result, the Council re-adopted an amended Affordable Housing Advice Note in July 2016. The first version of this document published in March 2015 had been revoked due to the legal challenge process.
- 2.20 Further changes to the NPPG were consulted upon during the 2015/16 monitoring period. These included a set of recommendations made by the Local Plan Expert Group (LPEG), an independent group set up to advise Government on how to streamline the planning system. The Council submitted a response to these recommendations in April 2016. No changes have yet been brought into place as a result of these consultations, but it is understood that the Government will announce a series of amendments to the NPPF in 2017.

3. UPDATING THE LOCAL DEVELOPMENT SCHEME TIMETABLE

- 3.1 The 2004 Planning and Compulsory Purchase Act require all local planning authorities to prepare a Local Development Scheme (LDS). This requirement is reinforced by the 2012 Local Planning Regulations.
- 3.2 The current LDS was published in January 2016. It sets out the Council's programme for preparing planning documents and a summary of the role and function of each. It contains a timetable that is updated annually in the light of Authority Monitoring Reports. A review of the progress on each of the planned DPDs is included within the Authority Monitoring Report 2015/16.
- 3.3 The timetable for the production of the Local Planning Framework and new Local Plan is proving to be challenging. It will continue to be managed to ensure that it remains both realistic and achievable. The AMR will track performance and highlight any amendments required to the work programme set out in this LDS.
- 3.4 A new Local Development Scheme timetable has been prepared (see Annex A to this report) and Cabinet is asked to agree its adoption. This timetable will supersede that currently contained as Chart A on page 13 in the adopted LDS. The focus of the revised timetable continues to be on the replacement of the Local Plan (the Dacorum Borough Local Plan 1991-2011) and incorporating the Council's regeneration priorities within that. A key element of the work programme relates to finalising the Site Allocations. While the preparatory stages of this document are now complete, progress to adoption has been delayed as a result of the need to consult on the 'Further Changes' in the 2015/16 monitoring period and delays in the Planning Inspectorate conducting the hearing element of the formal Examination process. This has had an impact on the timetable originally envisaged in the 2016 LDS. Consultation on a series of Main Modifications is now programmed to commence in December 2016, with receipt

of the Inspector's Report in March 2017, allowing adoption in late Spring 2017. Further information on this process is contained within a separate report on this agenda.

- 3.5 Technical work to inform the single Local Plan (incorporating the early partial review of the Core Strategy) is at an advanced stage with the bulk of this anticipated to be completed by early 2017. While consultants have been appointed to produce many of these technical documents, the studies have still required a considerable Officer input. The new LDS timetable establishes a programme for consultation on, and completion of, the new single Local Plan itself.
- 3.6 Members should note that the revised timetable sets out the key milestones for the production, and eventual adoption of the new Local Plan for the Borough of Dacorum. There is a need to have the new Local Plan in place as soon as practicable, giving adequate opportunity for public engagement and consultation and to deal with the issues of considering new growth levels for the Borough. Legislation points to three stages of the plan-making process: plan preparation (known as the Issues and Options stage); publication of a full draft plan (known as the pre-submission version); and the processes of examination (by a planning Inspector) and adoption by the Council).
- 3.7 Officers recommend that the Issues and Options consultation takes place in Autumn 2017. This will enable the scope of this stage to be extended to include the Council's 'Preferred Options' in terms of the scale and broad location of development. Consultation on the pre-submission full plan would then take place in Spring 2018, paving the way for formal submission of the plan in autumn 2018 and then examination in early 2019.
- 3.8 It is proposed that the new LDS timetable no longer includes a detailed programme for production of the East Hemel Hempstead Area Action Plan (AAP). This is due to uncertainties regarding St Albans' plan-making programme and the fact that good progress has been made on a landowner-led masterplan for the Gorhambury land, which is likely to mean that an AAP for the whole area is no longer required. Whilst there remains reference to the joint AAP within St Albans' own LDS, this document remains similarly un-programmed. Appropriate policies for the Maylands area can be included within the new single Local Plan for the Borough.
- 3.9 As always, the revised LDS timetable is based on the assumption that the Strategic Planning team will maintain a full complement of appropriately qualified staff. It does not take into account the need for Officers to support production of any additional Neighbourhood Plans or Community Right to Build Orders that may be progressed by Town or Parish Councils (or Neighbourhood Forums in non-parished areas). While this work will have a time and resource impact on the LDS programme, take-up has been very limited to-date. At this point in time, only one Neighbourhood Plan is under preparation – for the Grovehill neighbourhood in Hemel Hempstead. This is being prepared by the Grovehill Futures Neighbourhood Forum.

Annex A – LDS Timetable 2016-2019

	2016												2017												2018												2019													
SUBJECT	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec		
Development Plan Documents																																																		
Site Allocations		S								E									A																															
LA Master Plans																			A																															
Single Local Plan (incorporating Partial Review)																			I									P						S			E					A								
Policies Map - Updating																																																		
Notes:																																																		
(a) East Hemel Area Action Plan has been deleted from the timetable, as it is expected that this area will now be incorporated into the Single Local Plan.																																																		
(b) Timetable for Examination and Adoption satges are dependent upon capacity at the Planning Inspectorate.																																																		
Key:																																																		
I - Issues and Options (plan-making consultation)																																																		
D - Draft Plan / Preferred Options																																																		
P - Pre-Submission / Publication																																																		
S - Submission																																																		
E - Examination hearings																																																		
A - Adoption																																																		