ANNUAL MONITORING REPORT 2013

Monitoring the Local Development Framework for Tonbridge & Malling

Interim Report



CONTENTS

Section 1 - Introduction	1
Purpose and Content of this Annual Monitoring Report note (AMR)	1
Section 2 – LDF and Local Plan Progress	2
Local Development Scheme	2
The Development Plan Documents	2
Supplementary Planning Documents	2
Gypsy and Traveller Accommodation Assessment	3
National Planning Policy Framework	3
Community Infrastructure Levy	4
Sustainability Appraisal	4
Duty To Co-Operate	4
South East Plan	4
Figure 1 Timetable for the Local Plan to form the basis of a new Local Development Scheme	
Housing	6
Figure A1 Housing Land Supply 2006-2021 – Developmet Land Alloca	ations8
Figure A2 Housing Trajectory, Monitor & Manage Tables	9
Commercial & Economic Development	11
Figure A3 Commercial Information Audit 2012/13	12

SECTION 1 - INTRODUCTION

Purpose and Content of this Annual Monitoring Report note (AMR)

- 1.1. This Annual Monitoring Report (AMR) note has been prepared in accordance with the requirements of Section 35 of the Planning and Compulsory Purchase Act 2004 as amended by the Localism Act and with the detailed requirements of the Town and Country Planning (Local Planning)(England) Regulations 2012 Regulation 34. The 2013 AMR is the fifth to monitor the Local Development Framework (LDF). It has been prepared in accordance with the advice in "Local Development Framework Monitoring: A good Practice Guide" (October 2004) and pays regard to the "Regional Spatial Strategy and Local Development Framework Core Output Indicators Update 2/2008".
- 1.2. This AMR is providing the most significant information required and will be followed up by the full AMR. It provides an update on progress with the preparation of the LDF in relation to the approved Local Development Scheme. It then goes on to monitor performance against the selected Performance Indicators most requested.
- 1.3. It should be noted that the AMR note covers the twelve-month period from 1st April 2012 to 31st March 2013. Anything that has happened subsequent to 31st March 2013, apart from progress with the LDF, is not specifically covered in this report. The full 2013 AMR and this note are published at a stage where all four of the DPDs, which together comprise the LDF, have been adopted.

SECTION 2 – LDF AND LOCAL PLAN PROGRESS

Local Development Scheme

2.1. The current Local Development Scheme (LDS) for the LDF was adopted in 2009. An indicative timetable for completing the new Local Plan was approved by Members of the Planning and Transportation Advisory Board on 11th March 2014 and this will form the basis of a new LDS in due course – See Figure 1 below.

The Development Plan Documents

- 2.2. The three First Tranche DPDs were submitted to the Secretary of State on 1 September 2006. The Core Strategy was adopted by the Council on 25 September 2007. The Tonbridge Central Area Action Plan and the Development Land Allocations DPD were both adopted by Council on 22 April 2008 in line with the approved LDS of the time.
- 2.3. The Managing Development and the Environment DPD was submitted to the Secretary of State on 31st July 2009 and was adopted on 20 April 2010 in line with the approved LDS. The Saved Policies Compendium was updated accordingly. The MDE DPD has been monitored since the 2010/11 period.

Supplementary Planning Documents

- 2.4. Now that the Government has confirmed that the Community Infrastructure Levy will be retained the preparation of the Tonbridge Central Area Regeneration Fund SPD, which is still referred to in the approved LDS, will not now be progressed.
- 2.5. The Following Supplementary Planning Guidance (SPG) prepared under previous legislation will remain a material consideration until such time as the particular development is fully implemented.
 - Cattle Market, Tonbridge: Planning Brief, September 1997
 - Town Lock Enhancement Brief, April 2004
 - West Malling Station Planning Brief, April 2005
- 2.6. The following Village Design Statements and other documents have been adopted as a material consideration for development control:
 - Shipbourne Village Design Statement (part adopted as SPG), February 2002
 - East Malling Village Design Statement, May 2004
 - Kent Downs AONB Landscape Design Handbook, January 2005
 - Plaxtol Village Design Statement, April 2005
 - AONB Management Plans for the Kent Downs and the High Weald (March 2014)
- 2.7. The following Supplementary Planning Documents have been formally adopted:
 - Kent Design, July 2006 (supplementary to Core Policy CP24)
 - Affordable Housing SPD, July 2008 (supplementary to Core Policies CP17 and CP19)

Kent Design was originally adopted pursuant to Saved Local Plan Policy P4/11. This has now been superseded by Core Policy CP24 which has the same effect. It is therefore now regarded as being supplementary to the new policy.

2.8. In 2011/12 the Council continued work on preparing the Character Area Appraisals SPD pursuant to Policy SQ1 in the MDE DPD. This is a series of separate volumes dealing with all of the main built-up areas in the Borough. It was prepared in three tranches:

First Tranche

Tonbridge, Hildenborough and Hadlow	Public Consultation - 13 September to 22 October 2010	Adopted 17 February 2011

Second Tranche

Borough Green, East	Public Consultation – 11 th	Adopted 14 th July 2011
Peckham, Snodland	March 2011 to 21 st April 2011	
and Walderslade	·	

Third Tranche

Medway Gap and West Malling	Public Consultation – 2 nd September 2011 to 14 th October 2011	Adopted 23 rd February 2012

Gypsy and Traveller Accommodation Assessment

- 2.9. Salford University were jointly commissioned with Ashford and Gravesham Borough Councils in September 2012 to prepare new assessments. Part One of the new assessment for TMBC dealing with Gypsies and Travellers was completed in April 2013. Part Two dealing with Travelling Showpeople is still being finalised. The results will be considered and if necessary plans put in place to address any identified need.
- 2.10. The Government published a new Planning Policy for Traveller Sites on 25th March 2012 to be read in conjunction with the National Planning Policy Framework. The new assessments reflect the new policy.
- 2.11. New capacity is being provided as part of enhancements to one of the two Kent County Council (KCC) run authorised sites in the borough at Coldharbour Lane, representing an additional 18 pitches bringing the total up to 26 pitches.

National Planning Policy Framework

- 2.12. The National Planning Policy Framework (NPPF) was published on 27 March 2012. This is a key part of the Government's reforms to make the planning system less complex and more accessible, to protect the environment and to promote sustainable growth.
- 2.13. The NPPF sets out the Government's planning policies for England and how these are expected to be applied. It sets out the Government's requirements for the planning system only to the extent that it is relevant, proportionate and necessary to do so. It provides a framework within which local people and their accountable councils can produce their own distinctive local and neighbourhood plans, which reflect the needs and priorities of their communities.

Community Infrastructure Levy

2.14. The NPPF is clear that, where practical, Community Infrastructure Levy (CIL) charges should be worked up and tested alongside the Local Plan (para.175). With this in mind, the Council will not progress with CIL until detailed progress has been made with the new Local Plan. Given that the starting point for CIL is a clear understanding of the growth level that the new Local Plan will address, the infrastructure needed to support it and, most importantly, the infrastructure funding gap, it is not possible for meaningful work to be undertaken for CIL at this stage of the plan-making process.

Sustainability Appraisal

2.15. The new Local Plan, from the early stages, will be subject to a Sustainability Appraisal (SA). This SA process will comply with the requirements of the Environmental Assessment of Plans and Programmes Regulations 2004. These Regulations implement the requirements of the Strategic Environmental Assessment Directive (EU Directive).

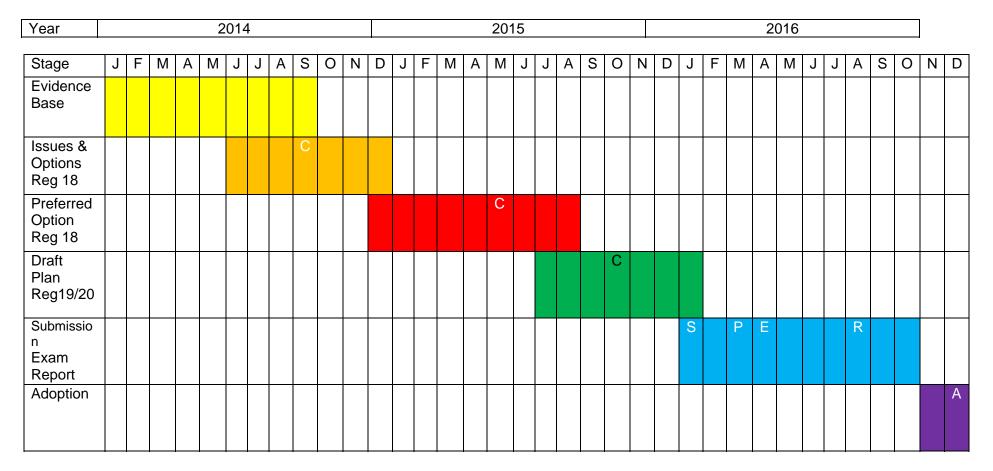
Duty To Co-Operate

- 2.16. In preparing the new Local Plan for Tonbridge and Malling, which began with evidence gathering during this AMR review period, officers have worked closely with neighbouring authorities in accordance with the Duty to Cooperate. Specific examples include the joint commissioning of consultants (e.g. Strategic Housing Market Assessments and Gypsy and Traveller Accommodation Assessment), liaising with Kent County Council over the delivery of future service and infrastructure provision and contributing to cross boundary projects, such as Medway Council's Rochester Airport Masterplan.
- 2.17. Future AMRs will include a more comprehensive summary of how the Duty has been met.

South East Plan

- 2.18. In May 2010 the Government announced its intention to abolish Regional Spatial Strategies, including the South East Plan (SEP). In February 2013, the Department for Communities and Local Government published the Post Adoption Statement for the Plan to revoke the South East Plan. This was a requirement of the Strategic Environmental Assessment process to which the proposals to revoke the SEP has been subject.
- 2.19. The laying of The Regional Strategy for the South East (Partial Revocation) Order 2013 to formally abolish the South East Plan was published in parallel with the Post Adoption Statement and came into force on 25 March 2013. As a consequence, the South East Plan is now revoked.
- 2.20. The 2013 AMR covering the period to the 31st March 2013 continues to use the figures taken from the SEP. Future AMRs will be based on a new assessment of objectively assessed needs for housing in accordance with the NPPF.

Figure 1 Timetable for the Local Plan to form the basis of a new Local Development Scheme



Notes: C = Consultations, S = Submission, P = Pre-examination meeting, E = Examination, R = Inspector's Report received, A = Adoption

Housing

- 2.21. This AMR briefing note deals with the 2012/13 period during which time the SEP still formed part of the Development Plan. The SEP required the provision of 450 units per year on average, which is a total of 6,750 units between 2006 and 2021 (the LDF Plan period).
- 2.22. Figure A2 of this note sets out the housing trajectory for the Borough. The trajectory tracks the provision of housing supply over the lifespan of the adopted LDF (2006-2021). The purpose of the trajectory is to highlight the robustness and soundness of the overall housing strategy in the adopted DPDs and how it is performing in relation to the annualised housing requirements identified in the LDF. The trajectory highlights the following information:
 - Past dwelling completion rates
 - Projected future dwelling completion rates (excluding windfalls)
 - Dwelling requirement annual net additional dwelling requirement from the South East Plan from 2006 to 2021.
- 2.23. The housing trajectory in Figure A2 is based upon the projected phasing of housing development as set out in Figure A1. The trajectory also includes data on **managing** and **monitoring** housing delivery. The manage line indicates the under or oversupply of dwellings at any one point. This is calculated by subtracting the completions to date from the total allocation and then dividing the answer by the number of years remaining in the LDF period. The monitor line demonstrates how many dwellings above or below the planned rate the LDF strategy is at any point in time. This is calculated by subtracting the completions from the annualised allocation from the SEP.
- 2.24. **Five Year Housing Supply** Figure A1 confirms that at 31 March 2013 Tonbridge and Malling Borough can demonstrate **150%** of the SEP requirement for the next five year period to (2013/14-20117/18) an excess of 1305 dwellings above the requirement.
- 2.25. Housing Supply to 2021 Figure A1 can also confirm that at 31 March 2013 Tonbridge and Malling Borough can demonstrate 125% of the SEP requirement for the set plan period to 2021. Since the Plan began a total of 4,048 units have so far been completed. This level of supply is partly as a result of the Secretary of State's decision in November 2004 to support the Borough Council in granting planning permission for the development of three major sites at Kings Hill (750 units), Holborough Quarry (1,000 units with an additional 250 units permitted in 2009) and Leybourne Grange (723 units, including the conversion of a Listed Building and associated development). In May 2006 the Borough Council added to this by approving an outline application at Peters Pit for 1,000 dwellings.
- 2.26. The trajectory clearly illustrates the healthy land supply position for residential development in the Borough during the lifetime of the adopted LDF. However, it is recognised that recent economic circumstances have affected delivery and this is reflected in the significant downturn in completions since 2008/09.
- 2.27. Locationally, there had been a marked increase in recent years in the number of residential schemes within Tonbridge town centre, with a significant number of dwellings completed in 2008/09 compared to previous years, but with a significant downturn in 2009/10. In 2012/13 42 units were estimated but 30 were actually completed which is on a par with the trajectory estimate.
- 2.28. As at the 31 March 2006 base-date of the Plan, Annex A in the Development Land Allocations DPD showed that planning permission already existed for some 4,606 dwellings which were due to be implemented during the Plan period. It was recognised that the yield on these sites could vary if revised planning permissions were granted. A

number of significant planning permissions have been granted since 31 March 2006. As at 31 March 2013 there were 4,529 units with planning permission still to be implemented. The outstanding commitment at the end of each year had been decreasing, which is to be expected as the plan is implemented, however, this year has shown an increase of 579 units due to the slowed rate of completions and permissions such as Sovereign House, Tonbridge, Messenger House, New Hythe Lane, Larkfield and Cannon Lane Depot, Tonbridge.

Year	2006	2007	2008	2009	2010	2011	2012	2013
Number of outstanding units with planning permission	4,606	5,265	5,015	4,261	4,318	4,073	3,950	4,529

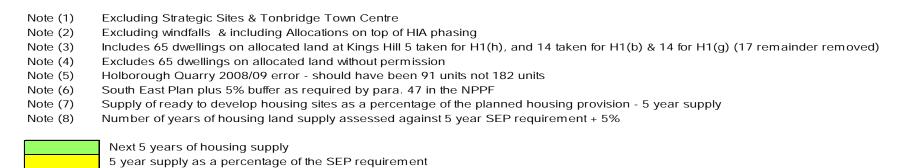
- 2.29. Over the last 5 years these unimplemented planning permissions were mainly windfall permissions and the reserved details for Kings Hill, Leybourne Grange and Holborough, as well as the 1,000 dwelling outline permission at Peters Pit. In addition to these sites with planning permission there are also the unimplemented housing allocations in the Development Land Allocations DPD.
- 2.30. Land at Bushey Wood is identified as a Broad Area of Opportunity for future development under Policy CP16. This land continues to be safeguarded.
- 2.31. The Peters Pit site is suitable for housing development and has planning permission which has been implemented. The progression of the scheme has been delayed while arrangements for delivering necessary infrastructure, most notably a new bridge over the River Medway, have been put in place. These arrangements have now been positively resolved and there are currently on-going negotiations with the developers about possible phasing options. The phasing for land supply purposes is notional pending the results of those negotiations and has not been agreed with the developers. It is based upon a start on-site in 2014/15 with the first completions in 2015/16. An average annual rate of 100 dwellings a year is typical of schemes of this size and has been adjusted to reflect a profile related to infrastructure provision and funding.

Figure A1 Housing Land Supply 2006-2021 – Developmet Land Allocations

Housing Land Supply 2006-2021 - Development Land Allocations

Post LDF Period (2006-2021)

Year	Sites with Permission (1)	Small Sites Estimate	Large Sites Windfalls	Allocations (3)	Kings Hill (4)	Holborough Quarry (5)	Leybourne Grange	Peters Pit	Tonbridge Central Area completions and permissions	Completions (2)	5 Year Totals (2)	Total Supply 2006-2021 (2)	5 Year Supply 2013/14- 2017/18 (2)
2006/07	437				281	85			47	850			
2007/08	349				300	137			53	839	1		
2008/09	280				224	91			203	798	3210		
2009/10	209				93	47	16		7	372	1		
2010/11	145				55	18	59		74	351			
2011/12	119				90	100	22		113	444			
2012/13	151				84	59	70		30	394			
2013/14	303				144	85	62		195	789	2968		
2014/15	276			66	152	105	47		48	694			
2015/16	169			80	58	80	129	50	81	647		8842	3555
2016/17	123			100	23	80	100	100	157	683			
2017/18				100	17	80	100	150	65	742			
2018/19	50			111		80	100	150	51	542	2664		
2019/20	104			64		80	26	150		424			
2020/21	45					78		150		273			
2021/22	0					6		150		156			
2022/23	0							100		100			
2023/24										0	256		
2024/25										0			
2025/26										0			
Totals	2990	0	0	521	1521	1211	731	1000	1124	9098			
										SEP Req. +	5% (6)	7088	2363
										Difference		1755	1193
										5 Year Sup			150%
										No of years		7.5	



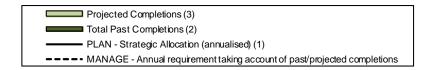
Number of years of housing land supply assessed against 5 year SEP requirement + 5%

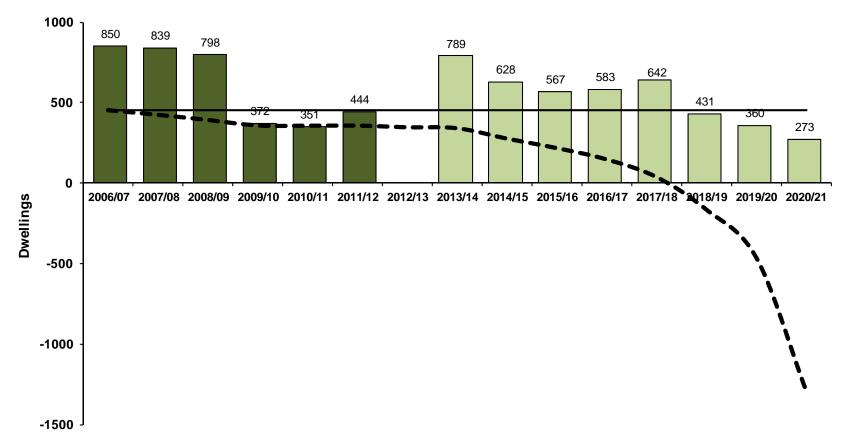
Figure A2 Housing Trajectory, Monitor & Manage Tables

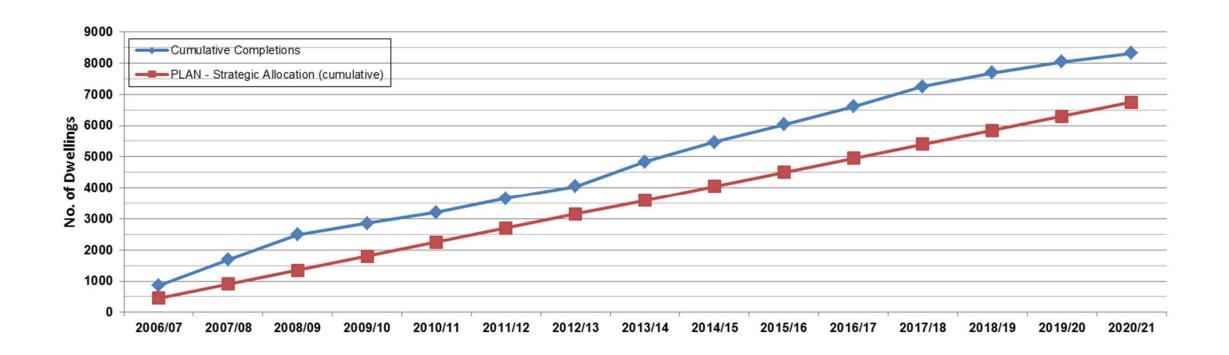
Housing Trajectory Table - Plan period 2006-2021

	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21
Total Past															
Completions (2)	850	839	798	372	351	444	394								
Projected															
Completions (3)								789	628	567	583	642	431	360	273
Cumulative															
Completions	850	1689	2487	2859	3210	3654	4048	4837	5465	6032	6615	7257	7688	8048	8321
PLAN - Strategic															
Allocation															
(annualised) (1)	450	450	450	450	450	450	450	450	450	450	450	450	450	450	450
PLAN - Strategic															
Allocation															
(cumulative)	450	900	1350	1800	2250	2700	3150	3600	4050	4500	4950	5400	5850	6300	6750
MONITOR - No.															
dwellings above or															
below cumulative															
allocation	400	789	1137	1059	960	954	898	1237	1415	1532	1665	1857	1838	1748	1571
MANAGE - Annual															
requirement taking															
account of															
past/projected															
completions	450	421	389	355	354	354	344	338	273	214	144	34	-169	-469	-1298

- (1) South East Plan May 2009
- (2) 2008/09 error should have been 91 units complete at Holborough Quarry not 182
- (3) The Peters Pit site is suitable for housing development and has planning permission which has been implemented. The progression of the scheme has been delayed while arrangements for delivering necessary infrastructure, most notably a new bridge over River Medway, have been put in place. These arrangements have now been positively resolved and there are currently on-going negotiations with the developers about possible phasing options. The phasing included in the draft SHLAA for land supply purposes is notional pending the results of those negotiations and has not been agreed with the developers. It is based upon a start on site in 2014/15 with the first completions in 2015/16. An average annual rate of 100 dwellings a year is typical of schemes of this size and has been adjusted to reflect a profile related to infrastructure provision and funding.
- (4) Housing trajectory includes completions from sites with planning permission only excludes allocations.







Commercial & Economic Development

- 2.32. Audits of commercial land are produced for each local authority in Kent, on a yearly basis by Kent Country Council in conjunction with the districts. They provide information on the number of completions by use class, rates of development set out in Development Plan Document and planning permissions on a site-by-site basis including those developments completed, not started or under construction. These figures can be seen in Figure A3. Please note that the figures look slightly different to previous AMR's due to additional use classes added to ensure accuracy.
- 2.33. During 2012/13 8,342m² of gross floorspace was developed for employment within the Borough. This is a slight increase from previous years. This is partly due to the effects of the economic recession and also due to the lack of large developments during 2012/13. However 2012/13 saw extant planning permissions for commercial/retail for a total of 105,389m² not started and 28,540m² under construction. Importantly, in terms of the target, there has been a net loss of employment land, the first time since the base date of the plan, due to demolitions being recorded as a loss.

Figure A3 Commercial Information Audit 2012/13

TONBRIDGE AND MALLING DISTRICT CIA Monitoring Statistics 2012/13

Land Supply			Area (ha)	A2 m2	B1a m2	B1b m2	B1c m2	B1 Unable to Split	B2 m2	B8 m2	B1-B8 unable to Split	Total A2/B1-8 m2	Source
Local Plan Allocations	Proposed Gains	5	54.77	0	62,495	0	62,463	9,071	16,382	17,033	24,262	191,706	
	Proposed Loss	es	-10.36	0	-6,679	0	-2,199	0	-11,946	-959	-14,475	-36,258	
	Net Allocated		44.41	0	55,816	0	60,264	9,071	4,436	16,074	9,787	155,448	KCC Allocations Table
Planning Permissions	Completed	Completed 2001-2012 (net)	34.59	-139	29,910	0	-383	17,589	16,252	20,386	733	84,348	C/F from 2011/12 Summary
		Completed 2012-2013 (Gains)	2.38	67	2,108	0	2,408	0	458	3,074	227	8,342	KCC Bottom Line Figures
		Completed 2012-2013 (Losses)	-6.88	-30	-1,903	0	-311	-488	-16,481	-134	-4,747	-24,094	KCC Bottom Line Figures
		Completed 2012-2013 (Net)	-4.50	37	205	0	2,097	-488	-16,023	2,940	-4,520	-15,752	
		Net Completed 2001-2013	30.09	-102	30,115	0	1,714	17,101	229	23,326	-3,787	68,596	
	Committed	Not Started	30.11	90	4,500	0	2,998	12,046	1,856	7,406	76,493	105,389	KCC Bottom Line Figures
		Under Construction	8.15	0	1,471	0	10,402	0	12,394	4,273	0	28,540	KCC Bottom Line Figures
		Pending losses	-11.34	-281	-9,894	-2,445	-6,641	0	-2,668	-13,000	-4,747	-39,676	KCC Bottom Line Figures
	Net committed		26.93	-191	-3,923	-2,445	6,759	12,046	11,582	-1,321	71,746	94,253	
Total Land Supply	Net Allocated	+ Net Committed	71.34	-191	51,893	-2,445	67,023	21,117	16,018	14,753	81,533	249,701	

Note 1: Net completions from 2001 -2008 were not split into A2/B1a/B1b/B1c so the amount previously under A2/B1 has been entered as B1 unable to split

Note 2: Completed losses include sites which are under construction ie. the site is lost.

Note 3: Site areas are estimated totals for the site and should be treated with caution. It is not possible to split it between use classes

All site areas have been calculated using a ratio of 3,500m²/ha