

ANNUAL MONITORING REPORT 2014

**Monitoring the Local
Development Framework
for Tonbridge & Malling**

December 2014



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SECTION 1 - INTRODUCTION

Purpose and Content of this Annual Monitoring Report (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 2014 AMR is the seventh to monitor the Local Development Framework (LDF) and emerging Local Plan.
- 1.2. It should be noted that the AMR note covers the twelve-month period from 1st April 2013 to 31st March 2014. Anything that has happened subsequent to 31st March 2014, apart from progress with the Local Plan, is not specifically covered in this report.

SECTION 2 – LDF AND LOCAL PLAN PROGRESS

Local Development Scheme

- 2.1. The current Local Development Scheme (LDS) for the Local Plan was approved by Members of the Planning and Transportation Advisory Board on 18th November 2014 – See Figure 1.

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. 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
- 2.5. 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
 - Managing Land for Horses: A Good Practice Guide, July 2011
 - Plaxtol Village Design Statement, April 2005
 - AONB Management Plans for the Kent Downs and the High Weald (March 2014)
- 2.6. 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.

- 2.7. The Character Area Appraisals SPD pursuant to Policy SQ1 in the MDE DPD have been adopted. 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
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Second Tranche

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

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

- 2.8. 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 was completed in October 2014. The results will be considered and if necessary plans put in place to address any identified need.
- 2.9. 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 assessments reflect the new policy.

National Planning Policy Framework

- 2.10. 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.
- 2.11. 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

- 2.12. The Council has not decided to prepare a CIL to date. 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 until these pieces of work have been completed.

Sustainability Appraisal

- 2.13. 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). In November 2014 the Planning & Transportation Advisory Board considered a Scoping Report which will be subject to statutory consultations during 2015.

Duty To Co-Operate

- 2.14. In preparing the new Local Plan for Tonbridge and Malling, which began shortly after the NPPF was published, 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.
- 2.15. Future AMRs will include a more comprehensive summary of how the Duty has been met.

South East Plan

- 2.16. In previous AMR's housing targets were set by the South East Plan, which was revoked in March 2013. The 2014 AMR covering the period to the 31st March 2014 is 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

Year	2014												2015												2016											
Stage	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
Evidence Base																																				
Issues & Options Reg 18																																				
Draft Plan Reg19/20																																				
Submission Exam Report																																				
Adoption																																				

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

Year	2017												2018												2019											
Stage	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
Evidence Base																																				
Initial Public Engagement Exercise																																				
Issues & Options Reg 18																																				
Draft Plan Reg19/20																																				
Submission Exam Report		R																																		
Adoption							A																													

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

Housing

- 2.17. This AMR deals with the 2013/14 period after the SEP was revoked. 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). In March 2014 a new Strategic Housing Market Assessment (SHMA) was completed which identified the objectively assessed needs for the Borough. The SHMA was updated in the light of revisions to the population projections in the summer of 2014. The 5 year housing land supply in this AMR is based on these revised figures of 665 dwellings per year or 13,300 over the new plan period 2011-31.
- 2.18. 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. 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 2013 and the annual net additional dwelling requirement from the new assessment of objectively assessed needs (OAN) for housing in accordance with the NPPF, which is 665 units per year.
- 2.19. 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 and now the OAN.
- 2.20. **Five Year Housing Supply** - Figure A1 confirms that at 31 March 2014 Tonbridge and Malling Borough can demonstrate **105%** of the OAN requirement for the next five year period to (2013/15-2018/19) an excess of 167 dwellings above the requirement.
- 2.21. **Housing Supply to 2021** - Figure A2 can also confirm that at 31 March 2014 Tonbridge and Malling Borough can demonstrate 105% of the OAN requirement for the set plan period to 2021. Since the Plan began a total of 4,656 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.
- 2.22. 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.
- 2.23. 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 2013/14 149 units were actually completed which is above the trajectory estimate. This figure includes the 92 flats completed from Ashbys Yard, Medway Wharf Road.

- 2.24. 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 2014 there were 4,536 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 a slight increase of 7 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. Many of the extant permissions are for flats which are classed as completed when the whole building has been finalised and signed off.

Year	2006	2007	2008	2009	2010	2011	2012	2013	2014
Number of outstanding units with planning permission	4,606	5,265	5,015	4,261	4,318	4,073	3,950	4,529	4,536

- 2.25. 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. Figure 2 shows a simplified table of the 2013/14 housing completions and commitments over the next 5 years.
- 2.26. Land at Bushey Wood is identified as a Broad Area of Opportunity for future development under Policy CP16. This land continues to be safeguarded.
- 2.27. 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 been agreed with the developers. It is based upon a start on-site in 2014/15 with the first completions in 2015/16. The developers have advised that an average annual rate of 100-150 dwellings a year can be achieved.

Figure 2 - Housing Completions and Commitments for 2013/14

	Total Units Permitted	Units Completed	Units Under Construction	Units Not Started
01/04/13 – 31/03/14	906	30	47	829

Units granted permission in this monitoring period	Units granted permission prior to 01/04/13 and not yet implemented	Total units with permission at 31/03/14	Demolitions expected as a result of permissions granted to 31/03/14	Units with permission (net) at 31/03/14
906	3660	4566	138	4428

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

Housing Land Supply 2006-2021

Year	Sites with Permission (1)	Small Sites Estimate	Large Sites Windfalls	Allocations (3)	Kings Hill Phase 3 (not counted in Completions) (9)	Kings Hill (4)	Holborough Quarry (5)	Leybourne Grange	Peters Pit	Tonbridge Central Area completions and permissions	Completions (exc. supply from Kings Hill Phase 3) (2)	5 Year Totals (2)	Total Supply 2006-2021 (2)	5 Year Supply 2014/15- 2018/19 (2)
2006/07	437					281	85			47	850	3210	9061	
2007/08	349					300	137			53	839			
2008/09	280					224	91			203	798			
2009/10	209					93	47	16		7	372			
2010/11	145					55	18	59		74	351			
2011/12	119					90	100	22		113	444	2976		
2012/13	151					84	59	70		30	394			
2013/14	257					108	12	82		149	608			
2014/15	391					119	113	26		83	732			2875
2015/16	305			5	80	118	63	80	100	127	798			
2016/17	313			15	80	23	80	80	150	163	824			
2017/18	275			15	80	14	80	80	150	107	721			
2018/19	175			70	80		80	80	150	28	583			
2019/20	94				80		80	80	150		404			
2020/21	58				80		80	55	150		343			
2021/22	0				80		86		150		236			
2022/23	0				75						0			
2023/24											0	236		
2024/25											0			
2025/26											0			
Totals	3558	0	0	105	635	1509	1211	730	1000	1184	9297			
											SHMA 5 yr OAN +5% (6)	3491		
											Difference	167		
											5-Year Supply (7)	105%		
											No. of years of HLS (8)	5.2		

Note (1) Excluding Strategic Sites & Tonbridge Town Centre

Note (2) Excluding windfalls and Kings Hill Phase 3 but including allocations

Note (3) Includes 65 dwellings on allocated land at Kings Hill

Note (4) Excludes 65 dwellings on allocated land without permission


Note (5) Holborough Quarry 2008/09 error - should have been 91 units not 182 units


Note (6) Objectively Assessed Need (OAN) for housing identified in the Strategic Housing Market Assessment (SHMA) (Addendum, Aug. 2014) plus 5% buffer as required by para. 47 in the NPPF

Note (7) Supply of ready to develop housing sites as a % of the 5-year OAN requirement (see footnote (6))

Note (8) Number of years of Housing Land Supply (HLS) measured against 5-year OAN requirement + 5% (see footnote (6))

Note (9) Kings Hill Phase 3 is not counted in the completions column because the resolution to grant planning permission post-dated the base date of the AMR

 Next 5 years of projected housing supply

 5-year supply as a percentage of the OAN requirement (see footnote (6))

 Post Plan Period (2006-2021)

 Number of years of housing land supply measured against 5-year SHMA requirement (see footnote (6))

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	608							
Projected Completions									732	793	809	706	513	404	343
Cumulative Completions	850	1689	2487	2859	3210	3654	4048	4656	5388	6181	6990	7696	8209	8613	8956
PLAN - Strategic Allocation (annualised) (1)	450	450	450	450	450	450	450	665	665	665	665	665	665	665	665
PLAN - Strategic Allocation (cumulative)	450	900	1350	1800	2250	2700	3150	3815	4480	5145	5810	6475	7140	7805	8470
MONITOR - No. dwellings above or below cumulative allocation	400	789	1137	1059	960	954	898	841	908	1036	1180	1221	1069	808	486
MANAGE - Annual requirement taking account of past/projected completions	565	544	522	499	510	526	535	553	545	514	458	370	258	131	-143

Please Note: Housing trajectory includes completions from sites with planning permission only - it excludes allocations.

(1) South East Plan (May 2009) requirement up until its revocation in March 2013 (2006-2013); Strategic Housing Market Assessment (SHMA) (Addendum, August 2014) Objectively Assessed Need (2013-2021)

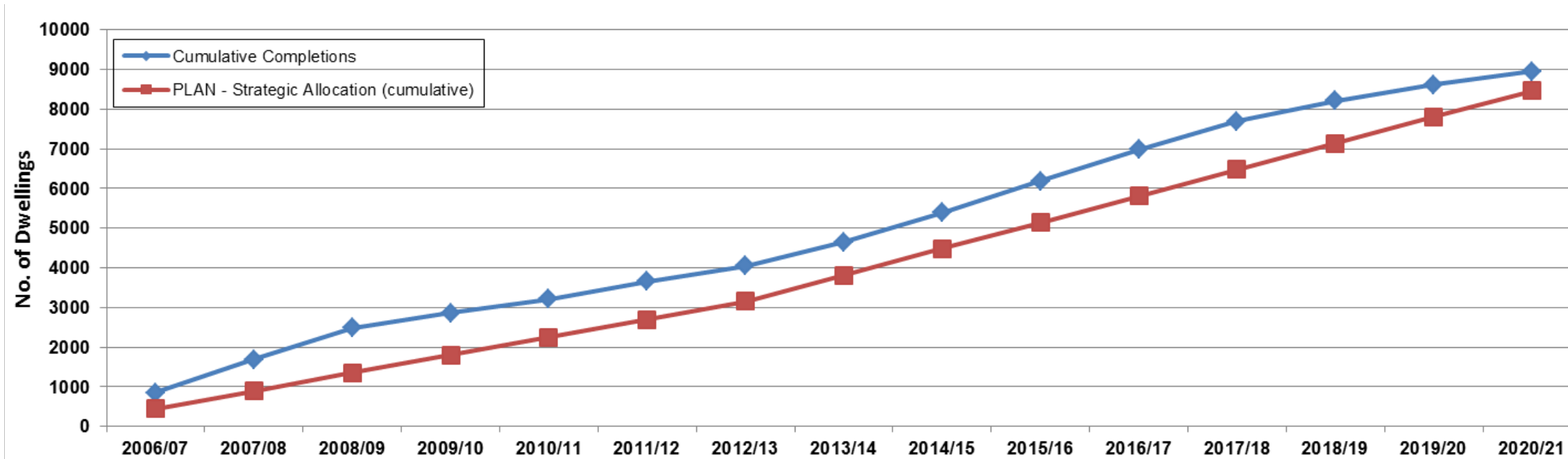
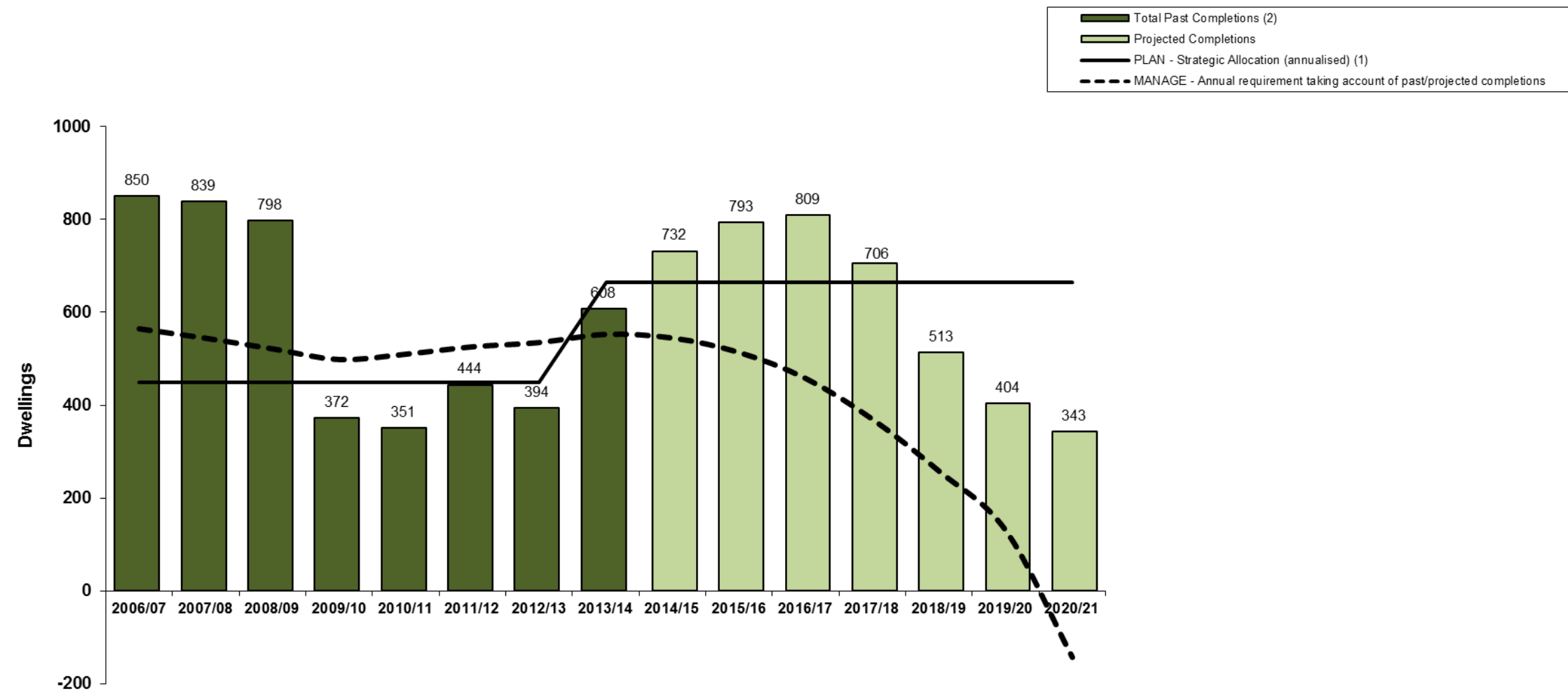
(2) 2008/09 error should have been 91 units complete at Holborough Quarry not 182



South East Plan requirement (450 units pa (2006-13))



Strategic Housing Market Assessment (August 2014) requirement (665 units pa (2013 onwards))



Commercial & Economic Development

- 2.28. Audits of commercial land are produced for each local authority in Kent, on a yearly basis by Kent County 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.
- 2.29. During 2013/14 15,548m² 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 2013/14. However 2013/14 saw extant planning permissions for commercial/retail for a total of 76,294m² not started and 29,398m² under construction. Importantly, in terms of the target, there has been another net loss of employment land, the second time since the base date of the plan, due to demolitions being recorded as a loss.

Figure A3 Commercial Information Audit 2013/14

TONBRIDGE AND MALLING DISTRICT													CIA Monitoring Statistics 2013/14	
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		50.13	0	62,495	0	62,463	9,071	16,382	17,033	7,994	175,438	KCC Allocations Table	
	Proposed Losses		-6.22	0	-6,679	0	-2,199	0	-11,946	-959	0	-21,783		
	Net Allocated		43.90	0	55,816	0	60,264	9,071	4,436	16,074	7,994	153,655		
Planning Permissions	Completed	Completed 2001-2013 (net)	34.59	-102	30,115	0	1,714	17,101	229	23,326	180	72,563	C/F from 2012/13 Summary	
		Completed 2013-2014 (Gains)	4.44	84	2,176	0	158	0	821	11,639	670	15,548	KCC Bottom Line Figures	
		Completed 2013-2014 (Losses)	-6.50	-202	-4,082	-2,445	-14,810	0	-481	-741	0	-22,761	KCC Bottom Line Figures	
		Completed 2013-2014 (Net)	-2.06	-118	-1,906	-2,445	-14,652	0	340	10,898	670	-7,213		
		Net Completed 2001-2014	32.53	-220	28,209	-2,445	-12,938	17,101	569	34,224	850	65,350		
	Committed	Not Started	21.80	90	3,827	0	9,866	16,584	8,257	6,861	30,809	76,294	KCC Bottom Line Figures	
		Under Construction	8.40	0	4,551	0	0	1,000	5,334	138	18,375	29,398	KCC Bottom Line Figures	
		Pending losses	-10.81	-51	-9,982	0	-6,755	0	-3,383	-12,925	-4,747	-37,843	KCC Bottom Line Figures	
	Net committed		19.39	39	-1,604	0	3,111	17,584	10,208	-5,926	44,437	67,849		
Total Land Supply	Net Allocated + Net Committed		63.29	39	54,212	0	63,375	26,655	14,644	10,148	52,431	221,504		

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.

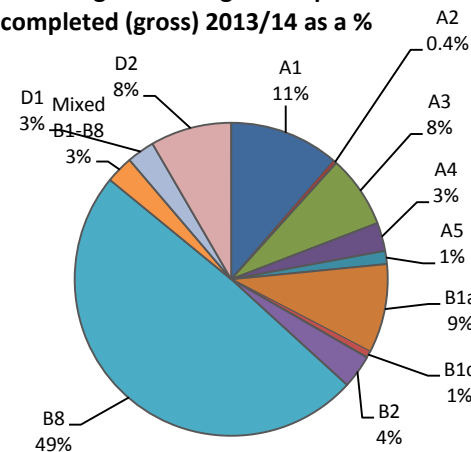
Note 3: Site areas are estimated totals for the site and should be treated with caution. It is not possible to split it between use classes

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

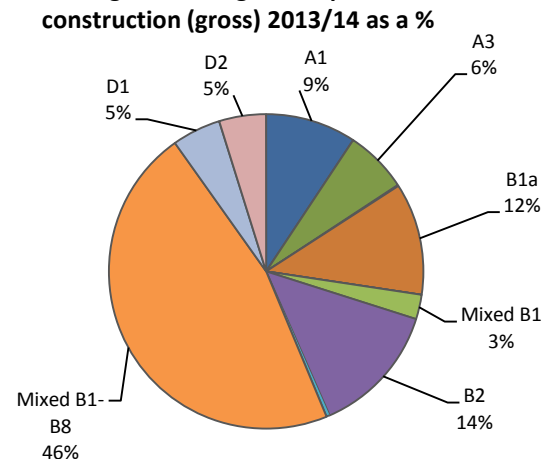
- Statistics are derived from the Commercial Information Audit, which is conducted annually by KCC and the Kent Districts
- Values stated indicate floorspace (measured in sq.m.) **except for C1 and C2, which are measured in number of bedrooms**
- Details of individual sites are available on request

Tonbridge & Malling			Gains (gross)	Tonbridge & Malling			Losses (gross)
Commercial Floorspace (A1-B8 & D1-D2)				Commercial Floorspace (A1-B8 & D1-D2)			
	sq.m.	%			sq.m.	%	
Complete 2013/14	23,681	15.70		Complete 2013/14	26,803	39.50	
Under construction 2013/14	39,572	26.24					
Not started 2013/14	87,565	58.06		Not started 2013/14	41,057	60.50	
Total	150,818	100.00		Total	67,860	100.00	
Floorspace (B1-B8)				Floorspace (B1-B8)			
	sq.m.	%			sq.m.	%	
Complete 2013/14	15,464	12.77		Complete 2013/14	22,559	37.38	
Under construction 2013/14	29,398	24.28					
Not started 2013/14	76,204	62.94		Not started 2013/14	37,792	62.62	
Total	121,066	100.00		Total	60,351	100.00	
Floorspace (A1-A5)				Floorspace (A1-A5)			
	sq.m.	%			sq.m.	%	
Complete 2013/14	5,556	30.13		Complete 2013/14	3,083	59.17	
Under construction 2013/14	6,284	34.07					
Not started 2013/14	6,602	35.80		Not started 2013/14	2,127	40.83	
Total	18,442	100.00		Total	5,210	100.00	
Floorspace (D1-D2)				Floorspace (D1-D2)			
	sq.m.	%			sq.m.	%	
Complete 2013/14	2,661	23.53		Complete 2013/14	1,161	50.50	
Under construction 2013/14	3,890	34.39					
Not started 2013/14	4,759	42.08		Not started 2013/14	1,138	49.50	
Total	11,310	100.00		Total	2,299	100.00	

Tonbridge & Malling: Floorspace completed (gross) 2013/14 as a %



Tonbridge & Malling: Floorspace under construction (gross) 2013/14 as a %



Tonbridge & Malling: Floorspace not started (gross) 2013/14 as a %

