

Report Title.

Local Development Framework Annual Monitoring Report 2008/2009

Report authorised by **Niall Bolger, Director of Urban Environment**

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Wards(s) affected: **ALL**

Report for: **Key Decision**

1. Purpose of the report (That is, the decision required)

1.1 To seek Members approval for the Annual Monitoring Report for submission to the Government Office for London as required by the Planning and Compulsory Purchase Act (2004) and the Town and Country Planning (Local Development) (England) Regulations 2004.

2. Introduction by Cabinet Member (if necessary)

2.1 This report is brought to Cabinet for Members to approve the 2008/2009 Annual Monitoring Report before it is submitted to Government Office for London.

2.2 The AMR summarises the current monitoring arrangements and identifies future monitoring requirements. The preparation of the Local Development Framework will require a more systematic approach to monitor, in terms of range and frequency of the data collected and analysed. The development of local output indicators will reflect the changing policy monitoring needs and the availability of resources.

2.3 This AMR provides the framework for future monitoring reports. It contains a monitoring framework which identifies performance measures and targets for all the UDP objectives and key policies for the **year 2008/09**.

3. State link(s) with Council Plan Priorities and actions and /or other Strategies:

3.1 The production and submission of the Annual Monitoring Report will contribute to the practical achievement of all five **Council Priorities** as it will ensure that development management policies are monitored effectively and reviewed where appropriate and that the milestones set out for plan making in the Local Development Scheme are met.

4. Recommendations

4.1 That Members note and approve the Annual Monitoring Report (AMR) 2008/2009 - based on the statistical analysis summary of the performance set out in Section 7 of the Report and in Appendix 1- for submission to the Government Office for London.

4.2 That members note the conclusion of the AMR set out in paragraphs 7.34/35 that overall the aims of the Council's current "place shaping plan", (the Unitary Development Plan 2004-2016), are being delivered and that the Plan's indicators for 2008-09 are generally positive.

4.3 That members note a full copy of the AMR will be put in the members room, will be sent to all members and will be on the Council's web site.

5. Reason for recommendation(s)

5.1 To comply with section 35 of the Planning and Compulsory Purchase Act 2004 and Regulation 48 of the Town and Country Planning (Local Development) (England) Regulations 2004, an Annual Monitoring Report must be produced and submitted to the Government Office for London. The AMR presents available statistical data relating to planning policies and the emerging Local Development Framework. Without the AMR, it would be difficult to tell whether the UDP policies are effective and performing. The AMR also shows how the Council is meeting the milestones set out in its Local Development Scheme, (the revised Local development Scheme was approved by the Cabinet on 17th November 2009 for submission to GOL).

6. Other options considered

6.1 Local Planning Authorities are required to produce an Annual Monitoring Report. The production of the AMR is the most effective way in presenting data relating to planning policies in Haringey. As such no other options were considered.

7. Background to the Annual Monitoring Report

7.1 Local Planning Authorities are required to produce an Annual Monitoring Report under section 35 of the Planning and Compulsory Purchase Act 2004 and Regulation 48 of the Town and Country Planning (Local Development) (England) Regulations 2004. This AMR covers the period April 2008 to March 2009 and must be submitted to the Secretary of State by 31 December 2009.

7.2 The AMR is used for information purposes to assess the performance and effectiveness of planning policies. It presents available statistical data relating to the planning policies in Haringey's adopted Unitary Development Plan and the emerging Local Development Framework. It contains a monitoring framework that identifies targets and indicators, which will be used to assess the performance and effectiveness of the UDP objectives and key policies.

7.3 On 17 November 2009, the Cabinet approved the revised Local Development Scheme (LDS) and this will now be submitted to the Government Office for London for their approval. The LDS is a three year project plan, which sets out a programme for replacing the UDP policies with Local Development Documents. The AMR monitors the progress of the LDS. The key milestones for 2008/2009 were the adoption of the Open Space and Recreational Standards Supplementary Planning Document (SPD) June 2008; Wood Green SPD October 2008; and adoption of the Housing SPD October 2008. The AMR identifies that these milestones were met.

7.4 This is the fifth AMR to be submitted to the Government Office for London. The previous reports (2004/05, 2005/06, 2006/07 and 2007/08) presented available statistical data relating to Haringey's UDP policies and information on the Council's development management performance. This Report takes forward many of the indicators used in the previous reports and addresses all the Core Output Indicators as identified by the government. It also includes some significant effects indicators which assess the significant social, economic and environmental effects of policies. These indicators are linked to objectives for the sustainability appraisal of Local Development Documents. A full set of sustainability objectives and sub objectives have been identified in the Sustainability Appraisal for the Local Development Framework.

Format of the Annual Monitoring Report

7.5 The AMR presents available statistical data relating to planning policies in Haringey's adopted UDP. It also monitors key milestones set out in the Council's Local Development Scheme.

7.6 The AMR presents some contextual information on the borough's population, health, housing and economy. It includes a monitoring schedule that identifies targets and indicators. This schedule will be used to assess the performance and effectiveness of the UDP objectives and key policies. It will develop over time as monitoring systems become more sophisticated.

7.7 The AMR sets out information on the key planning policy issues in Haringey. these are grouped together under the following policy themes:-

- Development Management
- Housing
- Employment and Economic Activity
- Retail and Town Centres
- Environment and Transport
- Planning Obligations

- 7.8 The AMR covers a monitoring period April 2008 – March 2009. Where possible, data is provided for the monitoring period, but in other cases the most recent data is provided.
- 7.9 In October 2007, as part of the Comprehensive Spending Review announcement, the Government published a single set of 198 national indicators for local authorities and local authority partnerships that underpin the new performance network. The new indicators came into effect for implementation from 1 April 2008.
- 7.10 Regional Spatial Strategy and Local Development Framework Core Output Indicators – update July 2008 revises regional and local core output indicators into one shared set. This replaces *Core Output Indicators for Regional Planning* (published in March 2005); *Local Development Framework Core Output Indicators Update 1/2005* (published in October 2005) and Table 4.4 and Annex B of the *Local Development Framework Monitoring: A Good Practice Guide* (published in March 2005).
- 7.11 Appendix 1 to this report outlines the available statistical data relating to the indicators for the reporting year 2008/09. This will be set out in a comprehensive form as the Council Annual Monitoring Report for the Haringey's Local Development Framework. Overall the Council has maintained its performance and achieved the milestones for the reporting year 2008/09. The Officer assessment from the national indicators and milestones is that the performance is GREEN, as indicated in the performance summary tables in Appendix 1.
- 7.12 The Greater London Authority's monitoring database, the London Development Database (LDD) has been designed to record the progress of planning permissions in the Greater London area. The system has been altered in order to accommodate some of the Government's revised Core Output Indicators. In February 2009, the Mayor of London published the fifth London Plan Annual Monitoring Report (AMR5). The AMR has a number of information gaps, which are being addressed by the LDD.
- 7.13 The Government's standard planning application form (1 App) became mandatory in April 2008. The introduction of 1 App should improve data collection and overcome a number of information gaps.

Summary of the Monitoring and Performance

- 7.14 **A brief summary of the planning performance in 2008/09, (produced in more detail in the full Annual Monitoring Report deposited in the Members Room and on the Council web site at the end of December 2009), is set out below with a conclusion (at Paragraphs 7.34/35) that in general policy performance is good and is implementing Council planning policies. Key policy themes and performance indicators are summarised and set out below under the headings Development Management; Housing; Economic Activity; Town Centres and Retailing; Environment and Transport and Planning Obligations.**

Development Management

- 7.15 In 2008/09, a total of 1879 planning applications were determined by the Council. This is the lowest number of applications in the past five years of monitoring. Approximately 1.4% of application determined were major applications (27 applications) and 26.8% were minor (504). Over 70% of applications were categorised as other applications (1348).
- 7.16 There were 116 appeals against the Council's decision to refuse planning applications, of which 36% were allowed, compared to a Council target of 32%.
- 7.17 In 2008/09, the Council issued a total of 177 enforcement notices against breaches of planning control, the fifth highest number amongst London Boroughs. During the year 72 Notices were complied with, 17 were complied following prosecution, one Notice complied with following caution and one Notice was allowed on Appeal. In total 1,567 cases were closed.
- 7.18 The Council has maintained its performance against the Government target for the planning applications determined, however the performance is slightly down on the Council's own performance target in this respect.

Housing Output

- 7.19 Against the housing target of 680 dwellings, in 2008/09, 828 dwellings were completed in the Borough, comprising:
- 76.8% new build (636 dwellings)
 - 18.9% conversions & extensions (157 dwellings)
 - 4.2% changes of use (35 dwellings)
- The number of new dwellings in this reporting year is greater than the completion of 662 dwellings for the previous year 2007/08. 100% of the completions took place on previously developed land, which exceeded the Council target of 95% and the Government target of 60%.
- 7.20 The number of new build affordable housing units completed in 2008/09 was 341 units this is 41% of all housing units built. This is lower than the Council's 50% target for affordable homes, and could be attributed to the recent economic down turn. However comparison against all new build dwellings the proportion is 54%, which is more realistic because not all conversion and change of use will always create affordable housing due to the threshold for affordable housing is development of 10 units or more.
- 7.21 In a number of areas of housing policy, the Council is performing well and is in line with the UDP objectives. However, there is a need to balance the dwelling mix of new housing in response to the need for affordable family housing in the Borough. There is also a need to reduce the numbers of vacant properties and bring them back into residential use to meet the demand for housing, both in the private sector and for affordable units.

Employment and Economic Activity

7.22 At the close of 2008/09 monitoring year, the rate of unemployment in Haringey was 9.7%, which was above the London rate (7.4%) and notably higher than the national unemployment rate of 6.2%. This is an increase from the previous year when the unemployment rate was 7.7%, this increase in unemployment rate since 2007/08 can be attributed to the economic downturn.

7.23 There were 4 major applications for non-residential granted planning permission, comprising 19,885m² of floorspace. These include office, retail and other commercial uses. In 2007/08, the increase floorspace was 16,359 m².

7.24 Haringey contains 22 Defined Employment Areas (DEAs). Collectively the DEAs provide 134 hectares of employment land, over 1,000 buildings, 722 business establishments and approximately 736,000m² of employment floorspace. The borough also contains other smaller employment locations which total a further 16.6 hectares of employment land. This has decreased by 4.4 hectares since 2005/06.

Retail and Town Centres

7.25 Only one major planning application for retail development was granted consent comprising 610m² of additional floorspace during 2008/09. It is predicted that the borough will require an additional 13,800m² (gross) of comparison goods floorspace and an additional 10,194m² (net) of convenience goods floorspace by 2016.

7.26 The proportion of non A1 (retail) use varies between 40% in the Wood Green Metropolitan Centre and 60% in the Green Lanes District Centre. However the Council's Local Output target is to retain 65% retail frontage in the primary shopping area and 50% retail frontage in the secondary shopping area of the town centres.

7.27 In this monitoring period, vacancy rates in Haringey's six main town centres varied from 4.7% to 8.8%, compared to a national vacancy rate of 11%. This represents a slight increase from the previous years and may be the impact of the current economic conditions

Environment and Transport

7.28 Haringey's green spaces and areas of water, this comprises 27% of the total land area in the Borough and Haringey has 1.7 hectares of open space per 1,000 of the population. In 2008/2009, there was no net loss of designated open space as a result of the development activities.

7.29 During 2008/09, Haringey saw an increase in the number of parks of Green Flag Award standard from eight to 11..

7.30 As of March 2009, nine renewable energy facilities were installed in households in Haringey; all of which were solar energy systems.

7.31 In respect of transport policy requirements, 12 planning applications for development were accompanied by a travel plan and 100% of all completed non-residential development complied with car parking standards set out in the UDP.

Planning Obligations – Helping to deliver key social and environmental aims

7.32 In total, the Council secured planning obligations and signed legal agreements on 17 planning permissions. The total amount negotiated was £2,561,504. Non of these developments have yet commenced

7.33 In addition to above, the Council negotiated and secured 51 affordable housing units all providing on-site provision.

Conclusion of the Monitoring and Performance

7.34 The Annual Monitoring Report concludes that:

- The Council is performing well against the National Indicators for planning and has met its 2008/09 targets for planning applications and appeals and for building new homes on previously developed land.
- UDP policies have also been effective in delivery the Borough's environmental, economy and retail/town centre aims, and
- The Local Development Framework timetable - The Local Development Scheme – met its milestones for 08/09.

7.35 Overall the Council has maintained its performance and achieved the milestones for the reporting year 2008/09. The Officer assessment from the national indicators and milestones is that the performance is overall positive and GREEN. Appendix 1 Core indicators do show concern about housing size on new applications – and this is being addressed through both Development Management operational work and Policy reviews.

8. Chief Financial Officer Comments

8.1 Submission of the Annual Monitoring Report is a statutory requirement and the costs of production can be met within existing service budgets.

9. Head of Legal Services Comments

9.1 Every local planning authority must make an annual report to the Secretary of State. The report covers a 12 month period from the 1st April each year and must be submitted within 9 months of the end of the relevant period.

9.2 The content of the report is prescriptive and must contain amongst other things details of the progress and implementation of LDF policy documents and the extent to which policies set out in local development documents are being achieved. Details of the numbers of net additional dwellings in the local authority's area must also be produced.

9.3. As soon as reasonably practicable after an authority has made an annual report to the Secretary of State the report must be published on the web site.

10. Head of Procurement Comments –[Required for Procurement Committee]

11. Equalities and Community Cohesion Comments

11.1 The Annual Monitoring Report provides an analysis of planning decisions. No specific issues relating to equalities were identified. As the Local Development framework progresses, the sustainability appraisal of local planning documents will include an Equalities Impact Assessment (EIA).

12. Consultation

12.1 There is no requirement to consult on the Annual Monitoring Report. For future AMRs, the Council will consult with other local authorities and bodies to co-ordinate the capture and analysis of data and try to overcome any monitoring gaps. This is particularly relevant in relation to monitoring the Joint Waste Development Plan Document.

12.2 The Council is encouraged to bring any monitoring problems to the attention of the Government Office. The Planning Service attends regular monitoring meetings at London Councils to share information and good practice. In order to address the Core Output, Local and Contextual indicators, Planning Policy have consulted the following internal service departments: housing, transport, waste and recreation.

13. Service Financial Comments

13.1 There are no additional costs arising from the AMR.

14. Use of appendices /Tables and photographs

14.1 Appendix 1 – Executive Summary from the 2008/2009 Annual Monitoring Report

15. Local Government (Access to Information) Act 1985

15.1 The following documents were used in the preparation of this report:

- a. Haringey Unitary Development Plan (2006)
- b. London Plan Annual Monitoring Report 5 (Mayor of London, February 2009)
- c. Regional Spatial Strategy and Local Development Framework, Core Output Indicators – Update 2/2008 (CLG, July 2008)

Summary of Performance

- 1.0 This section provides a summary of the performance outputs of the Council's policies for the year 2008/09. The performance summary tables below compares and summarises performances over the past five years. The AMR summarises the current monitoring arrangements and identifies future monitoring requirements. The preparation of the Local Development Framework will require a more systematic approach to monitor, in terms of range and frequency of the data collected and analysed. The development of local output indicators will reflect the changing policy monitoring needs and the availability of resources.
- 1.1 This AMR provides the framework for future monitoring reports. It contains a monitoring framework which identifies performance measures and targets for all the UDP objectives and key policies for the **year 2008/09**. Currently data is not available for some of these targets and it is envisaged that this framework will develop over time as monitoring systems become more sophisticated.
- 1.2 In general, the London Borough of Haringey continues to perform well against the wide range of policies covered in the Core, Local and Significant Effects Indicators.

1.3 Monitoring Performance

The AMR assesses the performance against a set of indicators:

- **Core output indicators (COIs):** indicators set out by the Central Government
- **Local output indicators (LOIs):** indicators set out in the UDP to monitor implementation
- **Significant effects indicators (SEIs):** indicators set out in Sustainability Appraisals Reports that form part of the Local Development Framework documents
- **Contextual indicators:** information about social, economic and environmental factors that affect, and may be affected by, planning policies

- 1.4 The Performance Summary tables at the back of this report highlight the performance outcomes for the reporting year 2008/09, and the previous four years.

Housing Policies

UDP Objectives:

1. Seek to maximise new housing opportunities
2. Seek to maintain and protect the existing housing stock
3. Ensure an adequate standard and range of housing especially

affordable and accessible housing in order to meet current and future needs in the borough.

Performance measures:

1. Meeting the need for affordable housing
2. Maintain the proportion of new homes built on previously developed land
3. Increase housing density in appropriate locations
4. Increase the supply of new homes
5. Bringing empty homes back into use.

1.5 Haringey exceeded its housing target for the reporting year despite the international economic downturn and its effects on housing delivery (828 completions compared to a 680 target. The significant impacts of the downturn may come into effect for next years reporting year 2009/10. Performance by housing developers will be kept under review.

1.6 All new homes were constructed at density levels that comply with Government objectives. 100% of new homes were developed on previously developed land which is significantly higher than the Government's target of 60%.

1.7 New affordable homes provided in 2008/09 accounted for 46% of all completions. This did not meet the Council's 50% target though this could be attributed to the economic down turn.

1.8 A large proportion of completed homes in 2008/09 were one and two bed units, with a low delivery of 3 + bedrooms. This policy will be kept under review and will be informed by the on-going North London sub-region Strategic Market housing Assessment.

Environmental Policies

UDP Objectives:

To protect and promote a network of open spaces
Discourage commuting and through journeys and encourage appropriate car use by residents and local business.

Performance measures:

To protect open spaces in the borough
Encouraging alternatives to car use at major developments

1.9 Overall, environmental policies have been effective in the previous five years.

1.10 No permissions were granted contrary to the Environment agency flooding or water advice

1.11 There was no loss of areas of nature conservation or biodiversity importance.

- 1.12 Three additional parks in the borough gained a Green Flag Award standard bringing the total to 11 parks in Haringey for 2008/09.
- 1.13 There was no land set aside for mineral extraction or productions of secondary/recycled aggregates in Haringey during 2008/09.
- 1.14 There was a significant increase from previous years in the number of planning applications accompanied by a travel plan.

Employment and Economic Policies

Economic Activity

UDP Objective:

Ensure that a plan-monitor-manage approach is adopted for good quality land and employment premises, and the creation of new ones is assisted where appropriate.

Performance measures:

To provide land and buildings for future employment needs.

Retail and Town Centres

UDP objective:

Ensure people have access to a full range and quality of goods and services.

Performance measure:

Ensure a mix of retail and non-retail provision in the borough's town centres. Maintain vital and viable town centres.

- 1.15 There was no loss of employment land to non-employment uses.
- 1.16 A town centre survey carried out early 2009 showed that there were low vacancy rates in town centres in Haringey in 2008/09 despite the economic downturn.
- 1.17 The unemployment rate increased in 2008/09 from 7.7% to 9.7%, which can be attributed to the economic downturn.
- 1.18 The future impacts of the economic downturn on employment and economic policies will be monitored.

Development Management outcomes

- 1.19 In 2008/09, a total of 1879 planning applications were determined by the Council. This is the lowest number of applications in the past five years of monitoring.

- 1.20 Of the 08/09 Haringey performed very well in determining applications within the statutory timescale against the Government and business plan targets.
- 1.21 In 2008/09, the Council issued 177 enforcement notices against breaches of planning control. This is an increase from the previous three reporting years; 2007/08 (122); 2006/07 (130); 2005/06 (98). Development control policies will be reviewed in the emerging Development Management Development Plan Document.
- 1.22 There were 116 appeals against the Council's decision to refuse planning applications, of which 36% were allowed, compared to a Council target of 32%.

Local Development Scheme

- 1.23 The AMR is also the means by which the Council reports the progress on implementing the Local Development Scheme. During the Reporting year, the Council adopted three LDF documents and consulted on the Core Strategy.

Performance Summaries

- 1.24 The tables attached summarise the performance for the reporting year and the previous four years (i.e. 2008/09 – 2004/05) against core, local and significant effects output indicator.

GREEN: Effective Policy

AMBER: Policy to be kept under review/ monitoring to be improved

RED: Immediate review of policy recommended

Core Indicators

Housing Core Indicators		Performance					Action
		2008/09	2007/08	2006/07	2005/06	2004/05	
H1	Plan period and housing targets						
	(a) five year trajectory	2759					
	(b) 15 year trajectory	8088	6911	7938 (10yrs)	8824 (10yrs)	No figure	
H2	Additional dwellings						
H2a	In previous five years	3703	n/a	n/a	n/a	n/a	
H2b	For the reporting year	828	662	1067	624	834	
H3	No. of dwellings on previously developed land	828	657	1067	624	834	
	Percentage on previously developed land	100%	99%	100%	100%	100%	
H4	Gypsy & Traveller pitches total	20	20	20	20	20	
H5	Affordable housing completions	341	211	312	201	285	
H6	Housing Quality: building for Life Assessments	0	0	n/a	n/a	n/a	

Environmental Quality Core Indicator		Performance					Action
		2008/09	2007/08	2006/07	2005/06	2004/05	
E1	Planning permissions contrary to EA advice Quality	0	0	0	0	0	
E2	Changes in areas of biodiversity						
	Loss	0	0	0	0	0	
	Addition	0	0	0	0	0	
E3	Renewable energy generation (no. of applications)	9	No figure	7	3	n/a	
Waste Core Indicators							
W1	Capacity of new waste management facilities	n/a	n/a	n/a	12,700 tonnes	No figure	
W2	Municipal waste arising and managed						
	Recycled and composted (%)	24%	24%	21%	21%	n/a	
	Landfill and incineration (%)	76%	76%	79%	79%	n/a	
Mineral Core Indicators							
M1	Production of primary won aggregates	n/a	n/a	n/a	n/a	n/a	
M2	Production of secondary/recycled aggregates	n/a	n/a	n/a	n/a	n/a	

Business development and town centres Core Indicators		Performance					Action
		2008/09	2007/08	2006/07	2005/06	2004/05	
BD1	Floorspace by employment type (m ²)	3456	4400	1052	14570	28285	
BD2	Floorspace on previously developed land	100%	100%	No figure	100%	n/a	
BD3	Employment land available by type (hectares)	150.6	No figure	No figure	155	n/a	
BD4	Floorspace for town centre uses (m ²)	7066	4400	0	n/a	n/a	

Local Indicators (LOI)

Indicator		Target	Performance Outputs					Action
			08/09	07/08	06/07	05/06	04/05	
LO1	Dwelling mix of housing units							
	1 and 2 bed	45-67%	92%	88%	94%	91%	No figure	
	3 + bed	33-55%	8%	12%	6%	9%	No figure	
LO2	Bringing empty homes back into use	320 empty properties	No figure	No figure	No figure	414	875	
LO3	Vacancy rates in Town Centres	10%	4 - 5%	4.7 - 8.8%	2.7 – 7%	2.7 – 10%	1.7 – 8%	
LO4	Proportion of non-A1 (retail) uses in Town Centres	65% primary frontages 50% secondary frontages	31 – 43%	30.9 - 42.5%	31 – 46%	31 – 46%	54 – 69%	
LO5	Number of planning applications accompanied by a travel plan	25%	12	3	4	4	9	

Significant Effects Indicators (SEIs)

Indicator		Performance				Action
		2008/09	2007/08	2006/07	2005/2006	
1	Percentage of all dwellings completed that are affordable (TARGET 50%)	41%	32%	46%	32%	
2	No. of recorded crimes	27,381	-	-	-	
3	Percentage of unemployed	9.7%	7.7%	7.7%	7.7%	
4	Number of new businesses in the area	8.3%	11.5%	11.5%	No figure	
5	Tonnes of waste landfilled per year	36%	36.26%	44%	45%	
6	Household waste recycled	24%	25%	19.2%	19.2%	
7	Percentage of households with kerbside collection of recyclables	85%	85%	95%	95%	
8	Amount of eligible open spaces managed to Green Flag Award standard	11	8	8	4	
9	Amount and percentage of non-residential development complying with car parking standards	100%	100%	100%	100%	
10	Reduction in carbon dioxide emissions tonnes/annum (no. of applications)	9	11	3	3	

