Sefton Council

Local Development Framework

Annual Monitoring Report 2011

Planning Services

1 Introduction

1.1 The Annual Monitoring Report (AMR) provides an overview of development in Sefton during the financial year 2010/11. Following recent changes to government guidance, this year's AMR is more narrowly focused than in previous years. It is structured as follows:

1. Introduction
2. Local Development Scheme Update
3. Economic Development and Tourism
4. Housing
5. Town Centre Development

1.2 This year the main focus has been on preparing and consulting on the Core Strategy Options paper, and assessing the significant number of comments received. In addition, the National Planning Policy Framework (NPPF) was published in draft form. This could potentially have significant implications for planning in Sefton. A final version of the NPPF is expected to be published in March 2012.

1.3 This is the final AMR that we are required to produce, and now that the Localism Act is in place there will be more flexibility in reporting in future years. We will reflect on this in the coming months and decide on the most appropriate monitoring / reporting arrangements for Sefton.

2 Local Development Scheme Update

2.1 This section reports on the timetable set out in the most recent Local Development Scheme (LDS). For the purposes of this year's AMR the relevant LDS is that approved in April 2010 (covering 2010-13). This is available to view on Sefton's website at www.sefton.gov.uk/LDS.

2.2 The table below illustrates the progress that has been made with the Core Strategy since the last LDS was published. Unfortunately, the Core Strategy was not progressed as quickly as anticipated due to a number of complications that arose.

Core Strategy			
Key milestone	**Date**	**Date met?**	**Comment**
Start of preparation	January 2009	✓	
Early consultation	To December 2010	×	An 'Options' consultation took place during May-August 2011
Publication	June 2011	×	
Submission	October 2011	×	
Examination	March 2012	-	
Adoption	July 2012	-	

2.3 A Core Strategy 'Options' consultation took place between May 23rd and August 12th 2011. This considered 3 potential Options around which to base Sefton's Core Strategy. These were as follows:

Option 1: 'Urban Containment' – 270 homes per annum

Option 2: 'Meeting Sefton's Identified Needs' – 480 homes per annum and a new business park

Option 3: 'Stabilising Sefton's Population' – 650 homes per annum and a new business park

2.4 Options 2 and 3 would require the release of land from the Green Belt, and a Green Belt Study was consulted on alongside the Core Strategy 'Options' paper. Similarly, a draft Urban Greenspace Study, and draft Infrastructure Delivery Plan were also consulted upon.

2.5 The Core Strategy Options consultation attracted a large number of responses. In total, over 2,500 individual responses and a number of petitions were submitted. In particular, the potential release of land from Green Belt proved to be particularly controversial. We are currently in the process of working through the comments that were received and responding to the points that were raised.

2.6 We reported to Planning Committee and Cabinet on the Core Strategy Options consultation early in 2012. Following this we expect to agree a Preferred Option for consultation purposes later in 2012.

2.7 In addition to the Core Strategy, the second key document currently being produced is the joint Waste Development Plan document (DPD). This is being co-ordinated by the Merseyside Environmental Advisory Service. The table below summarises progress with this document against the most recent LDS.

Merseyside Joint Waste DPD			
Key milestone	**Date**	**Date met?**	**Comment**
Start of preparation	December 2006	✓	
Early consultation	To December 2010	×	
Publication	June 2011	×	Published in November 2011
Submission	August 2011	×	Will be submitted in January 2012
Examination	November 2011-January 2012	-	
Adoption	September 2012	-	

2.8 The 2010 LDS also states that from 2012 Sefton will begin producing a number of additional DPDs. Given the delay in producing the Core Strategy, and the ongoing reforms to the planning system, we will review which additional documents are required in the future.

3 Economic Development and Tourism

Objectives [from the 2006 Unitary Development Plan]

To promote development and employment in key economic sectors and strategic locations.

To ensure that land and premises are available to maximise inward investment opportunities and meet the needs of local businesses.

To consolidate and enhance Southport's role as a major tourist destination.

Indicator

Employment land (in hectares) available, by type.

3.1 A total of 71.44 ha of Employment Land was known to be available at the end of 2010/11, which is around 1 ha more than the 70.56 ha reported last year. In total, 5.9 ha of land became available either from new approvals or revisions to site boundaries. Conversely, 3.39 ha of land was developed during this period, and an additional 1.63 ha was removed from the supply through corrections or revisions to site boundaries etc. The table below provides an overview of this supply:

Type of site	B1	B2	B8	Mixed B Uses	Total
Allocated sites without PP	4.19	0.00	0.00	27.39	31.57
Sites within PIA without PP	0.00	0.00	0.00	2.66	2.66
Allocated sites with PP	1.00	0.00	0.00	22.66	23.66
Sites within PIA with PP	0.51	3.17	8.04	0.39	12.10
Other sites with PP for B Uses	1.06	0.00	0.04	0.33	1.44
Total	**6.76**	**3.17**	**8.08**	**53.43**	**71.44**

(Numbers may not appear to add up due to rounding; all figures in hectares)

(PP = Planning Permission, PIA = Primarily Industrial Area as defined in the UDP, B1 = Business, B2 = General Industrial, B8 = Storage and Distribution)

Indicator

Floor space developed for employment, by type.

3.2 The total floor space developed during the past year was 10,502m^2. This is below last year’s total although it is above that developed in 2007/08. A total of 3.9 ha (see second table below) of land was developed for employment purposes during 2010/11.

	Gross Floorspace (m^2)					
Use Class	**2005/06**	**2006/07**	**2007/08**	**2008/09**	**2009/10**	**2010/11**
B1a	46639	6086	171	11138	5441	903
B1b	0	0	0	0	0	0
B1c	2139	0	939	0	2222	1004
B2	10679	5053	1200	13126	1395	0
B8	16030	2911	745	928	1202	525
Mixed B use	0	1278	341		4218	8070
Total	**75487**	**15328**	**3396**	**25192**	**14478**	**10502**

B1a = Offices, B1b = Research and Development of products and processes, B1c = Light Industry, B2 = General Industrial, B8 = Storage and Distribution)

3.3 In total 11 sites were developed in 2010-11 for employment uses. These were;

Type of site	**Site name**	**Site area (ha)**	**Type of development**	**B Class floorspace completed (m^2)**
Site within EDT13	25-27 Eastbank Street Southport	0.034	Change of Use (COU) from Bank (A2) to Offices (B1)	**414**
Site within EDT16.3	Thomas Dolan Building 69 Ormskirk Road Aintree	0.0389	COU from General Industrial (B2) to Storage and Distribution (B8) with Retail (A1)	**341**
Site within EDT3.1	Phase 1 Chancerygate Business Park, Former Peerless Refinery Dunnings Bridge Road Netherton	1.5711	Industrial Unit	**7430**
Site within EDT5	Land junction of Wennington Road/ Crowland Street Southport	0.1875	Light industrial unit	**403**
Site within EDT6.11	Land part of former Parcel Force Depot, Orrell Lane Bootle	0.6795	General haulage depot	**0**
Site within EDT9	1 Lyster Road Bootle	0.8112	3 x Industrial Units	**640**
Site within EDT9	238-240 Derby Road Bootle	0.04	Warehouse	**368**
Site within EDT9	42-44 Derby Road Bootle	0.0129	COU from Taxi Radio Centre to office (B1)	**115**
Other sites	14 Portland Street Southport	0.2608	COU from Utility Company premises to Business (B1)	**575**
Other sites	73-75 Bridge Road Litherland	0.0157	COU from retail (A1) to café (A3) and light Industrial (B1c)	**26**

Other sites	Cropton House 29 Three Tuns Lane Formby	0.2661	COU at 1st flr from licensed premises to office / workshops (A2 & B1)	**190**
TOTAL		**3.9177**		**10502**

Indicator

Floorspace (m^2) of new office developments (use B1a) of 2,500m^2 or more, and the percentage of this which is in town, district, or local centres.

3.4 In 2010/11 there were no developments completed for Office use over 2500m^2.

Indicator

Proportion of new business and industrial development using previously developed land and buildings.

3.5 During 2009/10, of the 11 sites developed, all were on previously developed land. The percentage of development on PDL is therefore 100%.

Indicator

Area (hectares) of land and floorspace (m^2) developed for business and industry (Use Classes B1, B2 and B8) and the number of jobs generated: in Sefton as a whole, within Strategic Employment Locations and on Strategic Sites and other Allocated Sites, in the Maritime and Tourism sectors, in other Regional Economic Strategy key sectors, in Urban Priority Areas.

3.6 The table below sets out the number of jobs delivered by new development during 2010/11. Whilst the total number of jobs specified is 66 a number of other developments have the number of jobs produced as either zero or 'unknown'. This is likely to reflect the fact that a proportion of these new developments are speculative and the end user may not yet be known. Therefore the actual number of new jobs created will be a higher figure.

Site name	Site Ref	Site area (ha)	B Class floorspace completed (m^2)	Jobs	In Strategic Location or Allocated UDP Site	Sector	In Urban Priority Area*
Land part of former Parcel Force Site, Orrell Lane, Bootle	BL131_5	0.6795	0	28	Yes part of EDT 6.11	n/a	Yes
Former Peerless Refinery, Dunnings Bridge Road, Netherton	BL159_1	1.5711	7430	not known	Yes part of EDT 3.1	n/a	Yes
1, Lyster Road, Bootle	BL242_10	0.8112	640	0 new jobs	Yes within EDT 9 (port)	n/a	Yes
238-240, Derby Road, Bootle	BL341	0.04	368	not known	Yes within EDT 9 (port)	n/a	Yes
42-44, Derby Road, Bootle	BL368	0.0129	115	6 new jobs	Yes within EDT 9 (port)	n/a	Yes
73-75, Bridge Road, Litherland	BL377	0.0157	26	3 new jobs	No	Food & drink	Yes
Cropton House 29, Three Tuns Lane, Formby	FL140	0.2661	190	14	No	n/a	No
Thomas Dolan Building 69, Ormskirk Road, Aintree	ML184	0.0389	341	3 new jobs	Yes within EDT 16.3	n/a	Yes
14, Portland Street, Southport	SL324	0.2608	575	none stated	Yes within EDT 1	n/a	Yes
25-27, Eastbank Street, Southport	SL330	0.034	414	6	Yes within EDT 13	n/a	Yes
Land junction of Wennington Road &, Crowland Street, Southport	SL339	0.1875	403	6 new jobs	Yes within EDT 5	n/a	No

(*Urban Priority Areas as defined in the UDP page 32)

Site Ref relates to sites in Sefton's Industrial Land Database (ILD)

Indicator

Amount of employment land on Allocated Sites, or within Primarily Industrial Areas, lost from business and industry (Use Classes B1, B2 and B8): In Sefton as a whole, in Urban Priority Areas, to housing uses

3.7 A total of 0.3486 ha of land has been lost from B uses in 2010/11. Only two very small developments (totalling 0.1004 ha) took place within areas designated for employment purposes; site BL356, formerly an office building in the Bootle Central Area (UDP Policy EDT10), has been converted and is in use as a doctors surgery, and site BL382, formerly an industrial unit in the Heysham Road PIA (UDP policy EDT7.3), has been converted into an indoor ice rink.

3.8 The amount of land in employment uses lost to housing was minimal this year. A single development took place on 0.19 ha of land formerly used as a warehouse. Importantly, this land was designated as being within a Primarily Residential Area.

Site Ref	Site Name	Description	Area (Ha)	In Urban Priority Area	Alloc Empl Site	Lost to Housing
BL356	17, Merton Road, Bootle	Doctors Surgery development within former office building (COU)	0.0823	Yes	Within EDT 10	No
BL382	Unit 4A Heysham Point, Heysham Road, Netherton	Development of an indoor ice rink in former industrial unit (COU).	0.0181	Yes	Within EDT 7.3	No
BL351	221-223, Knowsley Road, Bootle	Health & Wellbeing Centre development within former office building (COU)	0.018	Yes	No	No
SL334	51A, Weld Road, Birkdale	Fitness Studio development within former office/storage building (COU)	0.0278	Yes	No	No
SL342	1, Cambridge Arcade, Southport	Retail development within former office building (COU).	0.0124	Yes	No	No
S455	68a, Hart Street, Southport	Housing development on site of former warehouse	0.19	No	No	Yes
			0.3486	**0.1586**	**0.1004**	**0.19**

Site Ref relates to sites in Sefton's Industrial Land Database (ILD)

4 Housing

Objectives [from the 2006 Unitary Development Plan]

To ensure that adequate provision is made for additional housing, including affordable housing.

To identify areas for clearance and replacement of homes which are unfit or where improvement is no longer practicable.

4.1 Government guidance requires Local Planning Authorities to monitor and report on a range of housing matters, including how many new dwellings have been completed, whether they are on previously developed land, and how many units are affordable. This chapter also explores progress against Sefton's housing target.

Indicator

Plan period and housing targets

4.2 During 2010/11, Sefton's housing target was set at 500 dwellings per annum by the Regional Spatial Strategy for the North West (RSS), which was published in 2008. Accordingly, the remainder of this chapter uses this figure as a benchmark (see table below).

4.3 It is recognised however that the Government intends to revoke RSS, and that once this takes place it will be up to the Council to set its own locally derived housing target. However, until the RSS is formally revoked, its housing target remains part of the development plan for Sefton.

Indicator

Housing Trajectory & Managed Delivery Target (*Including Assessment of 5 Year Supply)*

4.4 The housing trajectory shows the delivery of housing since the start of the RSS plan period (2003/04) to date, and forecasts provision in future years to the end of the RSS plan period (2020/21).

4.5 The trajectory focuses on the net additional dwellings for each financial year, which is comprised of the gains from new housing development and losses from housing demolitions. It covers all forms of housing development in the Borough that create or lose dwelling units. It does not, on CLG advice, include vacant dwellings brought back into use. The trajectory table also shows the managed delivery target for each future year[1].

Housing Trajectory Table 1[2]:

Detailed Housing Trajectory Table	Actual								Projected				
	03-04	04-05	05-06	06-07	07-08	08-09	09-10	10-11	11-12	12-13	13-14	14-15	15-16
COMPLETIONS	529	452	524	507	848	559	557	420	518	625	575	641	414
DEMOLITIONS	-53	-39	-79	-185	-128	-192	-159	-198	-110	-100	-439	0	0
NET ADDITIONAL DWELLINGS	476	413	445	322	720	367	398	222	**404**	**525**	**136**	**641**	**414**

Housing Provision to Date

4.6 As can be seen in the Housing Trajectory Table 1, a total of 222 (net) dwellings were constructed during 2010/11. This is a lowest figure since the start of the RSS plan period, although this can be partially attributed to the large number of demolitions that took place during the year. Net completions in future years are also likely to be affected by the high number of projected demolitions associated with the completion of the former HMRI programme (funding has since been secured to deliver this).

4.7 Since the start of the plan period (2003/04) to the monitoring year (2010/11) which covers 8 years, there has been a total net addition to the housing stock of 3363 dwellings. This figure is 637 short of the target of 4000 (500 per year). This shortfall, or under provision, is divided equally amongst the remaining 10 years of the plan period (to 2021). This is illustrated in the table below:

5-year supply component	No. dwellings
RSS Requirement of 500 dwelling p/a	2,500
Backlog against RSS at 64 p/a	320
Total 5-year requirement	**2,820**

[1] Notes on data in the housing trajectory can also be found in appendix A.

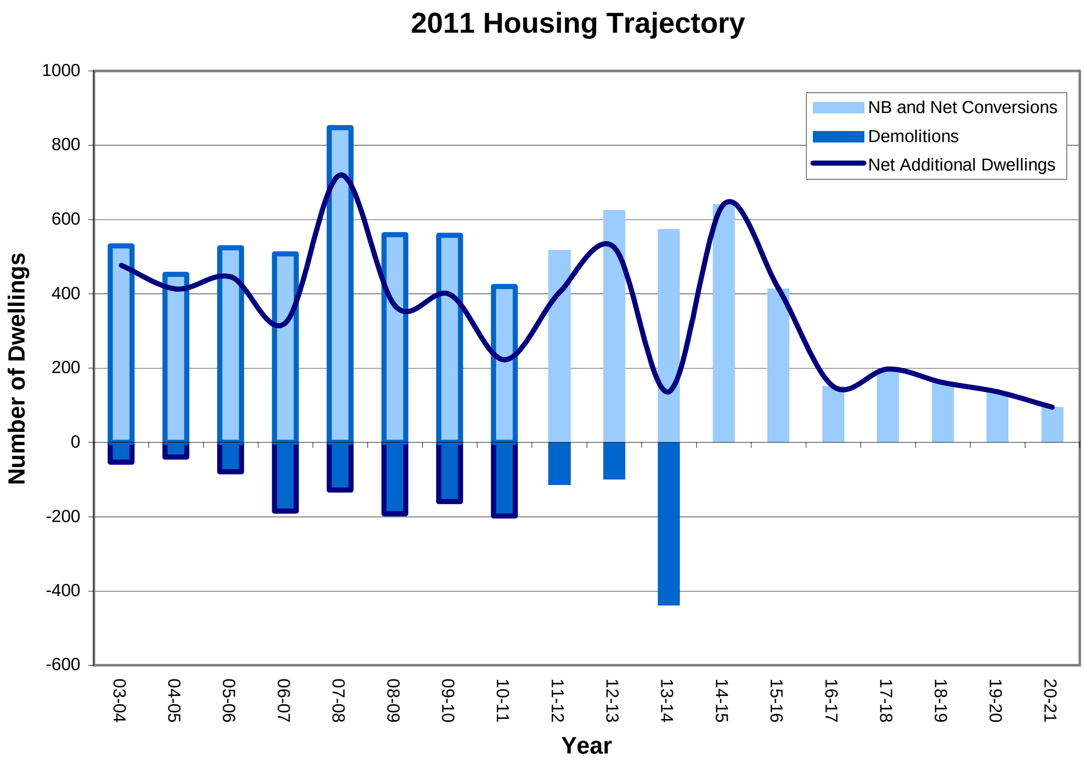
2 (Larger print version available in appendix A)

Housing provision in future years

4.8 As with all Trajectories, this is a forecast of what might happen in the future, and must therefore be treated with a degree of caution. The future years show our best estimate of the number of dwellings likely to be developed in each year from a range of types of site, most of which are currently in the 'planning pipeline'. For this reason, later plan years have fewer completions attributed to them. Accordingly, the later years show a significant shortfall when compared to the current plan target. The Trajectory also includes an element of supply from sites identified in the Strategic Housing Land Availability Assessment (SHLAA), which is explained in more detail below.

4.9 In addition to SHLAA sites, other new sites will emerge as planning permissions are granted. Although it is not good practice to include windfall sites in the Housing Trajectory, in practice they will continue to emerge through new Approvals, and will make a contribution, albeit unquantifiable, to meeting the forecast shortfall.

4.10 The Trajectory Chart below shows the net additional dwellings that are projected to be delivered in the years ahead.



Sites included in the Housing Trajectory

4.11 The supply in the housing trajectory is made up from all sites considered to be deliverable, including;

- Sites with planning permission that are under construction
- Sites with planning permission where development has not started
- Allocated housing sites
- Former HMRI sites that have secured successor funding
- Large development sites without planning permission
- A very cautious, non site specific estimate of supply from SHLAA Urban Brownfield Sites (with a 75% discount factor to reflect a cautious view about future delivery)

4.12 It does not include supply from general windfall sites, or sites that developers have indicated are not going to be developed based on their response to our year-end request for updates on their plans for development.

Assessing Deliverability

4.13 The assessment of deliverability is challenging. Ongoing contact with developers of larger sites (20 units and over) has given us more accurate estimates of site capacity, timing and overall achievability. Where the developer has indicated the site is not currently achievable, it has been taken out of the 5-year supply.

4.14 For the smaller sites (less than 20 units) and conversion sites, it was not feasible to contact every developer, and so future phasing on these sites was based on an analysis of recent development trends, with appropriate discounting applied. The discounts applied to smaller schemes are the same as last year, as set out below:

Scheme Type	Discount
Housing scheme, on site	0 %
Housing scheme, development not started	5 %
Apartment scheme, on site	29 %
Apartment scheme, development not started	53 %

4.15 No discounting is applied to sites with planning permission to convert an existing building to housing. This approach is justified on the basis of the long-established pattern of delivering significant numbers of conversion sites in Sefton. Often, these sites are almost impossible to identify prior to a planning application coming in, and therefore the vast majority of these sites are not identified within the SHLAA.

4.16 Whilst some of the sites that currently have permission may not be delivered, in reality, other unanticipated schemes will come forward to take their place during the 5 year period, that could not realistically be identified in advance. To reflect this rolling pattern of delivery, the capacity from conversion sites with planning permission, is assumed to deliver equally in each year of the 5-year period. This equates to 80 per year - below the long-term average level of delivery from conversion schemes (see below).

Housing Delivery from Conversion Schemes 2003-2011

03-04	04-05	05-06	06-07	07-08	08-09	09-10	10-11
60	144	99	32	145	135	128	176

Five-Year Supply Assessment

4.17 Planning Policy Statement 3 (PPS3): Housing requires Local Planning Authorities to identify 'specific, deliverable' sites to deliver housing over the defined five-year period. This requirement is proposed to be retained in the draft NPPF. To be considered deliverable, the sites should be 'suitable, available, and achievable'. PPS3 requires that where a Local Planning Authority has less than five year's supply of land, they "should consider favourably planning applications for housing".

4.18 The following table shows the current five-year supply position and is based on figures from the Housing Trajectory for the years 2011/12 – 2015/16.

Five-year supply summary table	
A Period covered	2011/12 to 2015/16 inclusive
B Housing requirement	2819
C Anticipated supply (total of H2c (a) of Trajectory Table 1 for this period).	2120
D National Indicator 159 – 5 year supply as % of requirement	75%

Strategic Housing Land Availability Assessment – Update

4.19 The 2010 SHLAA Update was published in May 2011. This identified a total potential supply of 4343 dwellings in Sefton (net of demolitions and RSS backlog).

4.20 The Housing Trajectory includes a cautious assumption about delivery from SHLAA sites without planning permission that are identified as likely to come forward in the 5 year period. This is shown as a separate category in the detailed Trajectory in Appendix A.

4.21 The relationship between the SHLAA and the 5-year supply is summarised as follows:

- Large sites (more than 50 units) where delivery in the 5-year period is fairly certain are included in the "allocated and strategic housing sites without planning permission" category. This includes sites such as Town Lane, Southport hospital, Former Thomas More Centre (in Ainsdale), etc.

- Of the remaining SHLAA sites in the 0-5 year period (without planning permission), a 25% contribution is assumed. This very cautious assumption is consistent with good practice.

Indicator

Affordable Housing Completions

4.22 A total of 105 affordable dwellings were completed in 10/11 on 6 separate sites. Twelve of these affordable homes were negotiated through the s106 process, with the remainder delivered either through the HMRI programme or by Housing Associations. The 6 sites are listed below:

Site name	Number of affordable homes completed in 10/11
Phase 1b Bedford/Queens, Balliol Road, Bootle	34
Southport Tennis Club, 4a Ashdown Close, Southport	18
St John & St James, 50a Monfa Road, Bootle	16
2 Captains Green, Bootle	16
Former Leaf UK Site, 66 Virginia Street, Southport	12
18-32 Linacre Road, Litherland	9

Indicator

Percent of new and converted dwellings on Previously Developed Land (PDL)

4.23 A total of 89.5% of all housing completions in Sefton during 2010/11 were on previously developed land, as illustrated in the table below:

	Total
PDL	376
Non-PDL	44
Total	420
PDL as % of Total	89.5%

4.24 Of the 44 dwellings built on Greenfield land during this period, 37 were accounted for on 2 schemes. These were:

- The Former Bibby's Sports Ground, Orrell Lane, Bootle – 19 units
- Former Southport Tennis Club, 4a Ashdown Close, Southport – 18 units

Indicator H7

Net additional pitches for gypsies and travellers.

4.25 There has been no change in the number of pitches for Gypsies and Travellers in the last year. The draft submitted North West Partial Review of the Regional Spatial Strategy (RSS) stated that Sefton needs to provide an additional 15 permanent pitches between 2007-2016, in addition to 5 transit pitches. Whilst the targets have been abolished as the RSS has now been revoked, the assessed need reflects that set out in the Merseyside Gypsy & Traveller Accommodation Assessment (Feb 2008) and remains valid. This requirement will still need to be addressed as part of the Core Strategy preparation.

5 Town Centre Development

Objective [from the 2006 Unitary Development Plan]

To ensure that where there is a need for major retail development, it is located where it will contribute to the vitality and viability of existing town, district and local shopping centres.

Indicator

Amount of completed retail, office and leisure development (m^2) in Sefton, including in town centres.

		A1	A2	B1a	D2	Total
2004/05	Town Centre					7179
	Edge of Centre	1208		323		
	Out of Centre			4822	826	
2005/06	Town Centre					50879
	Edge of Centre					
	Out of Centre	4240		46639		
2006/07	Town Centre					12795
	Edge of Centre	1586			1800	
	Out of Centre	1903		6086	1420	
2007/08	Town Centre	195				9364
	Edge of Centre	366				
	Out of Centre	3307		71	5425	
2008/09	Town Centre	1861				43271
	Edge of Centre	6921		4030		
	Out of Centre	20011		7108	3340	
2009/10	Town Centre	99			333	30423
	Edge of Centre	2584		645	3234	
	Out of Centre	7404	100	5441	10583	
2010/11	Town Centre	42	97	604	180	7885
	Edge of Centre	463				
	Out of Centre	5403	152	299	645	

5.1 During 2010/11 the majority of retail, office and leisure development that took place was built in out-of-centre locations. However, this was largely accounted for by the conversion of a former Mecca Bingo unit at Switch Island Retail Park to a Dunelm Mill. Overall, the level of retail development was significantly below that seen in recent years.