

2012-13 Annual Monitoring Report

Chapter One Introduction

1.1 Planning seeks to deliver our spatial objectives, through planning policy and its implementation via the development management process. The role of local plan monitoring is to evaluate and demonstrate the effectiveness of planning policy and decision making, and to identify areas where objectives and targets aren't being met and changes to policy or development management might be needed. This helps to deliver a flexible planning system that is responsive to local circumstances and the needs of the area, as well as one that helps to achieve sustainable development.

1.2 Monitoring is a key element of the current planning regime and a requirement under the 2004 Planning and Compulsory Purchase Act (section 35). The 2011 Localism Act and the subsequent 2012 Local Planning Regulations remove the requirement for local planning authorities to submit an Annual Monitoring Report to the Secretary of State, whilst retaining the overall duty to monitor, and to report this to the public at least once every 12 months. Under the 2012 Regulations, the Authority Monitoring Report (AMR) has replaced the Annual Monitoring Report, and local authorities now have more freedom to choose what to monitor in relation to the current local plan and to focus on local priorities and goals.

1.3 The Authority Monitoring Report (AMR) has a number of functions, these include:

- Reviewing progress of the council's Local Plan [chapter two]
- Reporting on how the Council has undertaken it's Duty to Co-operate [chapter three]
- Reporting on Neighbourhood Planning [chapter four]
- Reporting on progress with the Community Infrastructure Levy [chapter five]
- Providing information which the Local Planning Authority have collected for monitoring purposes [chapter six]

Chapter Two Progress with the Local Plan

2.1 This section reports on the timetable set out in the relevant Local Development Scheme (LDS). For the purposes of this year's AMR the relevant LDS is that approved by Cabinet in February 2012.

2.2 The table below illustrates the progress that was made with the Local Plan during the period April 2012 to March 2013.

| Local Plan | | | |
|----------------------|------------------|-----------|--|
| Key milestone | Date in 2012 LDS | Date met? | Comment |
| Start of preparation | January 2009 | ✓ | |
| Early consultation | To November 2012 | ✗ | Not met due to the need to undertake additional studies to inform the Local Plan preferred option [see below]. |
| Publication | April 2013 | ✗ | |
| Submission | July 2013 | ✗ | |
| Examination | November 2013 | ✗ | |
| Adoption | April 2014 | ✗ | |

2.3 We undertook a significant consultation exercise during the summer of 2011. Over 2500 individual comments were received and several petitions containing over 7700 signatures. These were reported to the Council's Cabinet on 1 March 2012. It was apparent following this consultation exercise that further studies were required to respond to some of concerns that were raised and publication by April 2013 could not be achieved.

2.4 During the 2012-13 monitoring period we commissioned a number of studies to inform the Local Plan. These included:

- an update of the housing requirement in Sefton
- an assessment of agricultural land quality in Sefton
- an update of the employment land and premises study
- a review of the implications or 'consequences' of the proposed options, both within the Borough and in adjoining authorities, taking account of environmental, economic and social factors:

2.5 During and following the conclusion of these studies work commenced on writing the draft Local Plan [known as the 'Preferred Option']. This involved working

with a range of officers across the Council and ensuring all the policies were compliant with national guidance. The draft Local Plan was reported to Planning Committee, Cabinet and Council during May and June 2013 [i.e. just outside the monitoring period of this AMR] and approved for consultation purposes to be undertaken during the summer of 2013. A future update of the AMR will report on this consultation.

Joint Merseyside Waste Plan

2.6 In addition to the Local Plan the second key document scheduled in the 2012 Local Development Scheme is the joint Waste Development Local Plan This has been co-ordinated by the Merseyside Environmental Advisory Service. The table below summarises progress with this document during 2012/13.

| Merseyside Joint Waste Local Plan | | | |
|-----------------------------------|------------------|-----------|----------------------|
| Key milestone | Date in 2012 LDS | Date met? | Comment |
| Start of preparation | December 2006 | ✓ | |
| Early consultation | To June 2011 | ✓ | Actual June 2011 |
| Publication | November 2011 | ✓ | Actual November 2011 |
| Submission | February 2012 | ✓ | Actual February 2012 |
| Examination | June 2012 | ✓ | Actual June 2012 |
| Adoption | December 2012 | ✗ | Actual July 2013 |

2.7 The Waste Local Plan met all the timescales in the 2012 Local Development Scheme up to and including the examination in June 2012. Following the examination an additional consultation period on proposed modifications was needed. This was undertaken during November 2012 to January 2013. As a result the Waste Local Plan was unable to be adopted in December 2012. Following the additional consultation on proposed modifications the Waste Local Plan was subsequently adopted as part of the Local Plans of the six constituent authorities in July 2013 [i.e. outside the monitoring period of this Authority Monitoring Report].

2.8 The adopted Merseyside and Halton Joint Waste Local Plan supersedes the following 'saved' Sefton Unitary Development Plan policies:

- EMW6 Waste Management Strategy
- EMW7 Waste Management Facilities
- EMW8 Landfill Sites

Chapter Three Duty to Co-operate

Background

3.1 The duty to cooperate was created in the Localism Act 2011, and amends the Planning and Compulsory Purchase Act 2004. It places a legal duty on local planning authorities and public bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of Local Plan preparation in the context of strategic cross boundary matters.

3.2 Local planning authorities must demonstrate how they have complied with the duty at the independent examination of their Local Plans. If a local planning authority cannot demonstrate that it has complied with the duty then the Local Plan will not be able to proceed further in examination.

3.3 Local Authorities must also, through their Authority's Monitoring Report, give details on what actions they have taken during the period covered by the report in co-operating with other local planning authorities and others under the duty.

Liverpool city region

3.4 Sefton is part of the Liverpool city region. The Liverpool City Region comprises the 6 local authorities of Halton, Knowsley, Liverpool, St Helens, Wirral and Sefton. Each of these is a unitary [i.e. single tier] local authority, between which there are strong and developing governance arrangements.

3.5 The Liverpool City Region Cabinet comprises the Leaders of the six local authorities and is supported by thematic groups, one of which [the Housing and Spatial Planning Forum] covers planning matters. The Liverpool City Region Local Enterprise Partnership [LEP] was formally constituted in March 2012 and includes representatives from the private, voluntary and local authority sectors. The Liverpool City Region Local Nature Partnership [LNP] was formally recognised on 17 July 2012 and includes representatives from a wide range of organisations.

3.6 All the districts within the City Region apart from Halton comprise the former Merseyside county area.

3.7 The Merseyside Integrated Transport Authority (otherwise known as Merseytravel) covers the five Merseyside districts (Knowsley, Liverpool, St Helens, Sefton and Wirral) and leads on the provision of a sustainable transport system and the preparation of the Merseyside Local Transport Plan.

3.8 The five Merseyside districts are also members of the Merseyside Recycling and Waste Authority (which leads on the management and disposal of Local Authority Collected Waste), the Merseyside Fire and Civil Defence Authority and the Merseyside Police Authority.

3.9 There are also several officer level bodies including the Liverpool City Region District Planning Officers and its sub groups. The Merseyside Environmental Advisory Service provides specialist support and advice to the City Region authorities on environmental planning, waste, minerals, contaminated land and ecology. The North Merseyside Local Sites Partnership (LSP) includes officers from voluntary and statutory agency partners and co-ordinates the Local Wildlife and Geological Sites system in the Liverpool City Region.

Joint working on planning strategies across the City Region

3.10 The Liverpool City Region authorities have a strong history of co-operative working on strategic planning matters.

3.11 When the Regional Spatial Strategy for the North West (RSS) was being produced in 2005, 2006 and 2007, the Liverpool City Region authorities collaborated with the former regional planning body (4NW) and with each other in the drafting of the document and its evidence base. This collaboration also included the presentation of agreed approaches to the various issues during the examination in public stage of the RSS e.g. covering housing numbers, settlement hierarchy and Green Belts.

3.12 The Liverpool City Region authorities have also collaborated for several years in a wide range of joint evidence base studies specifically to underpin their emerging Core Strategies and Local Plans.

3.13 The Liverpool City Region authorities have worked together on a wide range of other activities which have a bearing on the approach to specific planning issues. Examples of this include the Liverpool City Region Housing Strategy (2007), the Merseyside Local Transport Plan (2011), the Liverpool City Region Renewable Energy Capacity Study (2011), the Liverpool City Region Housing and Economic Development Evidence Base Overview Study (2011) the Liverpool City Region Local Investment Plan (2011) and the Liverpool City Region Economic Review (2012).

Cooperation on Sefton's evidence

3.14 In February 2013, Nathaniel Lichfield & Partners [NLP] was appointed by Sefton Council to undertake a 'Consequences' Study of the Local Plan. The study assessed the anticipated consequences, in social, economic and environmental terms, of Sefton Council choosing to pursue one of three Local Plan development options. The three options were:

- **Option One:** urban containment: 270 homes per year, or 4,860 dwellings in total over the period 2012-2030 (this option is constrained by the ability to meet all development needs within the existing built up areas);

- **Option Two:** meeting identified needs: 510 homes per year (9,180 in total) and new employment sites in both the north and the south of the Borough. This option would require land in the Green Belt to be released to accommodate approximately 5,000 homes in addition to 2/3 new employment sites; and,
- **Option Three:** optimistic household growth: 700 homes per year (12,600 in total) and identification of new employment areas in both the north and south of the Borough. This option would require land in the Green Belt to be released to accommodate approximately 8,500 homes in addition to the 2/3 new employment sites.

3.15 Specifically, the study was asked to consider the key consequences of Sefton Council's different growth scenarios and locational options for adjacent local authorities in the Liverpool City Region (i.e. Knowsley, Liverpool, West Lancashire and Wirral).

3.16 The aim of this part of the study was to focus specifically on issues of a sub-regional nature and where the choice of an option would have a demonstrable impact on one or more of Sefton's adjoining authorities. Meetings were arranged with each of the neighbouring Local Authorities to discuss the economic, social and environmental implications of the Local Plan options. A questionnaire was also sent to each of the local authorities concerned, at least a week in advance of the stakeholder meetings, to allow them sufficient time to collate responses/data.

3.17 All four of Sefton's adjoining authorities considered that development option two represented the optimum scenario from their perspective. This option was deemed to have the least adverse implications for their own market housing and regeneration priorities. All local authorities expressed concern that option one could result in them having to find additional land to help meet Sefton's market housing needs, whilst option three could give rise to a significant outflow of residents toward Sefton, potentially destabilising their own housing market.

3.18 Regarding the implications of the three development options on adjoining authorities' affordable housing, it was generally considered that social housing needs are very localised and that any failure by Sefton Council to make adequate provision for affordable housing would not, therefore, significantly impact on nearby local authorities.

3.19 Finally, the implications of three different growth options on adjoining authorities' employment land pressures were less clear. Liverpool City Council was the only authority to consider that a higher level of housing provision in Sefton would directly be of benefit to them. The City recognised the economic benefits that could

accrue from having a large resident population on its doorstep ready to take up the significant job opportunities likely to come forward in Liverpool over the coming years. It would also help to create the middle-class, professional workforce that Liverpool desperately needs. However, this would have to be balanced with the threat of de-population from Liverpool as people move out into Sefton and the radical change in commuting patterns (and congestion) likely to result, which would raise issues over the sustainability of this option from Liverpool's perspective.

Chapter Four Neighbourhood Planning

4.1 Neighbourhood planning was introduced in the Localism Act 2011. The Town and Country Planning England Neighbourhood Planning (General) Regulations 2012 came into force on 6 April 2012 and prescribe the process that needs to take place to enable a Neighbourhood Plan to be produced and the procedures that need to be undertaken by the Local Planning Authority.

4.2 The first formal stage in the preparation of a Neighbourhood Plan is for an appropriate organisation to submit their proposed neighbourhood area to the local planning authority for designation as a Neighbourhood area. The Council then holds a public consultation on the application, and makes a decision.

4.3 A Neighbourhood Plan is a planning document that covers a geographic area and sets out the vision for the area and contains policies for the development and use of land. Neighbourhood Plans must however be consistent with the current adopted Local Plan. They will also be subject to an independent examination into their soundness, and if found to be sound, subject to a local referendum.

4.4 If approved by the majority vote of the local community, the borough council must adopt the Neighbourhood Plan as part of the statutory development plan for that area and will be used in determining planning applications. Due to the process undertaken these plans will hold far more weight than other local documents such as parish plans and village design statements.

Formby and Little Altcar Parishes

4.5 Sefton Council received an application from Formby Town Council in March 2013 to designate a neighbourhood area. The area requested to be designated was the parish of Formby. During consultation on the application a number of comments were received that questioned the logic of not having a joint neighbourhood plan that covered by Formby and Little Altcar Parishes. At a subsequent meeting between the two parishes it was agreed to resubmit the application to include the two parish areas in the neighbourhood area. The designation of the neighbourhood area was approved by Cabinet on 12 September 2013. A map showing the approved neighbourhood area is provided at Annex A.

4.6 Work on the neighbourhood plan for Formby and Little Altcar will progress and an update of this will be provided in the 2013-14 AMR.

Other Areas

4.7 In addition to Formby and Little Altcar there has also been interest from both Maghull and Melling Parish Councils in undertaking a Neighbourhood Plan. Progress on these will be provided in the next update of the AMR.

Chapter Five Community Infrastructure Levy

5.1 The Community Infrastructure Levy (CIL) is a new levy that local authorities can choose to charge on new developments in their area. The money can be used to support development by funding infrastructure that the council, local community and neighbourhoods want.

5.2 As at March 2013 no decision had been made on whether CIL will be implemented in Sefton. Work has subsequently been commissioned to determine if there is the economic viability in Sefton to set CIL in the future. Future editions of the AMR will report back on the findings of this commission

Chapter Six Information collected for monitoring purposes

Economic Development and Tourism

Employment land (in hectares) available, by type.

6.1 Due to the late publication of this report it is not appropriate to report on this indicator as it has been overtaken by more up-to-date information. This is presented in the 2013/14 Authority Monitoring Report.

Floor space developed for employment, by type.

6.2 There were no developments completed in the 2012/13 year.
Note that systems are set to only monitor developments over 250sqm in size.

Floorspace (m2) of new office developments (use B1a) of 2,500m2 or more, and the percentage of this which is in town, district, or local centres.

6.3 As stated above, there are no completions to report for this year.

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

6.4 As stated above, there are no completions to report for this year.

Area (hectares) of land and floorspace (m2) 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
- on Strategic Sites and other Allocated Sites,
- in the Maritime and Tourism sectors,
- in other Regional Economic Strategy key sectors,
- in Urban Priority Areas.

6.5 As stated above, there are no completions to report for this year.

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

6.6 A total of 5.97 ha of land were lost from B uses in 2012/13 on five sites. None of the sites are within Employment Allocations or Primarily Industrial Areas. Three sites are within the Urban Priority Area in South Sefton. All of these were housing developments.

| Site Ref | Site Name | Description | Area HA | In Urban Priority Area | Alloc Empl Site | Lost to Housing |
|----------|---|---|-------------|------------------------|-----------------|-----------------|
| L0012 | Land bound by Palmerston, Croxteth,, Palmerston Drive, Litherland | Housing development on site of former Dairy | 0.63 | Yes | No | Yes |
| B161 | Site 7 Penpoll Trading Estate, Hawthorne Road, Bootle | Housing development on site of former Trading Estate | 2.19 | Yes | No | Yes |
| B233 | Land including Council depot, Pine Grove, Bootle | Housing development on site of former Council Depot | 0.98 | Yes | No | Yes |
| S938 | Colson, 131-135, Upper Aughton Road, Birkdale | Housing development on site of former Brewery | 0.6 | No | No | Yes |
| S0113 | Former Leaf UK Site, 66, Virginia Street, Southport | Housing development on site of former Confectionery Factory | 1.57 | No | No | Yes |
| | | | 5.97 | 3.8 | 0 | 5.97 |

Housing

6.7 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.

Plan period and housing targets

6.8 During 2012/13, 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 is benchmarked against this figure (see table below).

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

6.9 The housing trajectory shows the delivery of housing since the start of the RSS plan period (2003/04) to date.

6.10 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.

Housing Trajectory Table:

| Detailed Housing Trajectory Table | 03-04 | 04-05 | 05-06 | 06-07 | 07-08 | 08-09 | 09-10 | 10-11 | 11-12 | 12-13 |
|-----------------------------------|------------|------------|------------|------------|------------|------------|------------|------------|------------|------------|
| Demolitions | -53 | -78 | -101 | -243 | -295 | -336 | -159 | -222 | -137 | -53 |
| Completions | 532 | 465 | 527 | 521 | 859 | 600 | 560 | 489 | 609 | 458 |
| Net Additional Dwellings | 479 | 387 | 426 | 278 | 564 | 264 | 401 | 267 | 472 | 405 |

Housing Provision to Date

6.11 As can be seen above in the Housing Trajectory Table 1, a total of 405 (net) dwellings were constructed during 2012/13.

6.12 Since the start of the plan period (2003/04) to the monitoring year (2012/13) which covers 10 years, there has been a total net addition to the housing stock of 3943 dwellings. This figure is 1057 short of the target of 5000 (500 per year). This shortfall, or under provision, is divided equally amongst the remaining 8 years of the plan period (to 2021) adding 132 to each future year. This is illustrated in the table below for the forthcoming five year supply period:

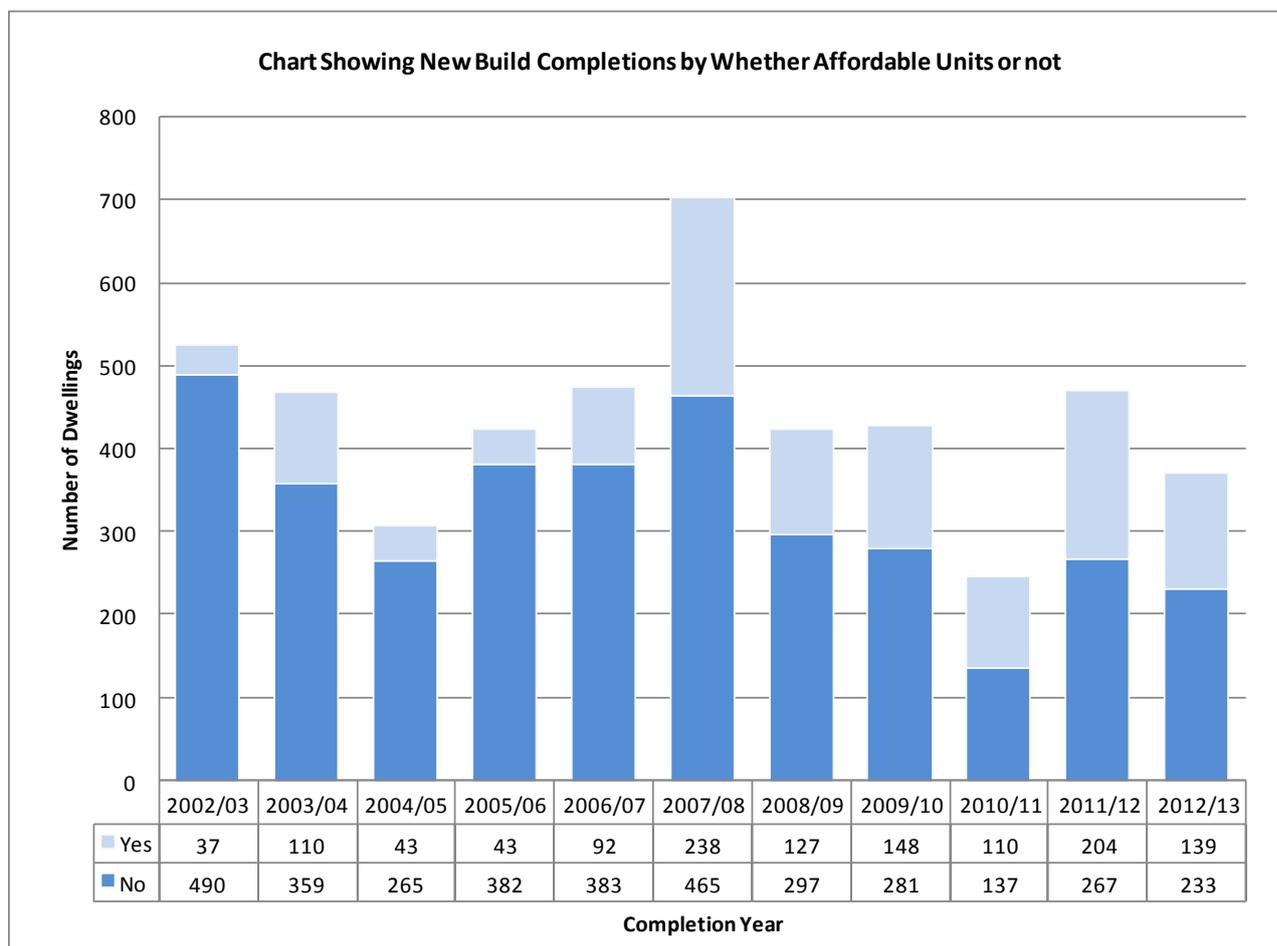
| 5-year supply component | No. Dwellings |
|-------------------------------------|---------------|
| RSS Requirement of 500 dwelling p/a | 2,500 |
| Backlog against RSS at 132 p/a | 660 |
| Total 5-year requirement | 3160 |

Housing provision in future years

6.13 Housing Trajectories would normally include a forecast of what might happen in the future, but as this report's preparation and publication has been delayed, this element has been omitted from here. For a current position of future anticipated delivery please refer to the most recent Strategic Housing Land Availability Assessment available on www.sefton.gov.uk/shlaa.

Affordable Housing Completions

6.14 The chart below shows recent delivery of affordable housing.



6.15 As can be seen, there were 139 affordable homes completed in 2012/13. These were on the following sites;

| Site Ref | Site Name | Number of Affordable Units completed in 12/13 |
|----------|---|---|
| B0098 | 253, Knowsley Road, Bootle | 10 |
| B0108 | Ph 1b&2 Bedford/Queens, Balliol Road, Bootle | 4 |
| B0129 | Mount Hotel, 40, Galsworthy Avenue, Bootle | 10 |
| B161 | Site 7 Penpoll Trading Estate, Hawthorne Road, Bootle | 25 |
| B233 | Land including Council depot, Pine Grove, Bootle | 6 |
| C0113 | Alexander, Montgomery and Churchill, Kings Park, Seaforth | 49 |
| L0012 | Land bound by Palmerston, Croxteth,, Palmerston Drive, Litherland | 5 |
| S0153 | St Thomas More Centre, Liverpool Road, Southport | 12 |
| S938 | Colson, 131-135, Upper Aughton Road, Birkdale | 18 |

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

| | New Build (gross) | Conversions (net) | Total |
|------------------|-------------------|-------------------|-------|
| Brownfield | 328 | 85 | 413 |
| Greenfield | 44 | 1 | 45 |
| Total | 372 | 86 | 458 |
| BF as % of Total | 88.2 | 98.8 | 90.2 |

6.16 In 2012/13 there were forty four new build dwellings on eleven Greenfield sites. Of these, ten sites (with a total of nineteen dwellings) were garden sites, and the largest site with 25 dwellings was the former Bibby's Sports Ground on Orrell Lane in Bootle.

The one new unit from conversions was a barn conversion, and Agricultural Buildings are considered to be outside the definition of Previously Developed Land according to PPS3 (p26).

Net additional pitches for gypsies and travellers.

6.17 Permission was granted for two pitches for travellers on Broad Lane in Formby during 2012/13.

Town Centre Development and Retail

Amount of completed retail, office and leisure development (m2) in Sefton, including in town centres.

| Year | Location | A1 | A2 | B1a | D2 | Total |
|---------|----------------|------|----|---------|------|---------|
| 2004/05 | Town Centre | 0 | 0 | 0 | 0 | 7179 |
| | Edge of Centre | 1208 | 0 | 323 | 0 | |
| | Out of Centre | 0 | 0 | 4822 | 826 | |
| 2005/06 | Town Centre | 0 | 0 | 0 | 0 | 50703.3 |
| | Edge of Centre | 0 | 0 | 0 | 0 | |
| | Out of Centre | 4240 | 0 | 46463.3 | 0 | |
| 2006/07 | Town Centre | 0 | 0 | 0 | 0 | 12795 |
| | Edge of Centre | 1586 | 0 | 0 | 1800 | |
| | Out of Centre | 1903 | 0 | 6086 | 1420 | |
| 2007/08 | Town Centre | 0 | 0 | 0 | 0 | 9098 |
| | Edge of Centre | 366 | 0 | 0 | 0 | |
| | Out of Centre | 3307 | 0 | 0 | 5425 | |
| 2008/09 | Town Centre | 1635 | 0 | 0 | 0 | 42699 |
| | Edge of Centre | 6921 | 0 | 3988 | 0 | |

| | | | | | | |
|----------------|----------------|-------|---|------|-------|--------------|
| | Out of Centre | 19815 | 0 | 7075 | 3265 | |
| 2009/10 | Town Centre | 99 | 0 | 0 | 333 | 30058 |
| | Edge of Centre | 2584 | 0 | 645 | 3234 | |
| | Out of Centre | 7404 | 0 | 5441 | 10318 | |
| 2010/11 | Town Centre | 0 | 0 | 414 | 0 | 6714 |
| | Edge of Centre | 463 | 0 | 0 | 0 | |
| | Out of Centre | 5332 | 0 | 184 | 321 | |
| 2011/12 | Town Centre | 0 | 0 | 0 | 0 | 2778 |
| | Edge of Centre | 0 | 0 | 0 | 2505 | |
| | Out of Centre | 273 | 0 | 0 | 0 | |
| 2012/13 | Town Centre | 602 | 0 | 0 | 0 | 4498 |
| | Edge of Centre | 0 | 0 | 0 | 0 | |
| | Out of Centre | 3896 | 0 | 0 | 0 | |

6.18 There were three retail (A1) developments completed this year; two smaller units in town centres, and a larger development of a supermarket on the site of the Former Netto, on Orrell Lane in Bootle.

6.19 Note the figures for older years will be different from those previously reported as we now apply a size threshold of 250 sqm when selecting sites to be monitored and this has been retrospectively applied to all historic sites.