



EAST DEVON DISTRICT COUNCIL

LOCAL DEVELOPMENT FRAMEWORK

ANNUAL MONITORING REPORT **For the Period - 1 March 2008 to 30 April 2009**

December 2009

EAST DEVON - LOCAL DEVELOPMENT FRAMEWORK

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1 INTRODUCTION

- 1.1 This Annual Monitoring Report (AMR) forms part of a suite of Local Development Framework documents for East Devon.
- 1.2 Planning documents to be produced by East Devon District Council will set out a spatial framework to promote, manage, coordinate and regulate the development and use of land across the District. The primary policy document currently used in the determination of planning applications in East Devon is the East Devon Local Plan. The Local Plan was adopted on 19 July 2006. The Local Plan forms part of the Development Plan for the District along with the (2016) Devon Structure Plan and the Devon Waste Local Plan and Devon Minerals Local Plan.
- 1.3 The Secretary of State Proposed Changes to the Regional Spatial Strategy for the South West were published in 2008. Further Sustainability Appraisal/Strategic Environmental Assessment work is being undertaken on this document with an expectation of approval in 2010. On approval it will supersede the Devon Structure Plan as part of the Development Plan for East Devon.
- 1.4 The East Devon Local Plan now forms part of the East Devon Local Development Framework (LDF) (in the form of 'saved' policies). Over time parts of the Local Plan (and ultimately the plan in its entirety) will be superseded by new policy documents. The East Devon Local Development Scheme (LDS) advises on the programme for future policy/plan production.
- 1.5 The second East Devon LDS, as approved in March 2007, advises that the role of the Annual Monitoring report will be to advise on:
 - the implementation of the Local Development Scheme; and
 - the extent to which the policies set out in the Local Development Documents are being achieved.
- 1.6 The LDS advises that the AMR will be prepared and submitted each year to the Council's Executive Board for approval prior to its submission to The Government Office for the South West (GOSW).
- 1.7 The Council will be aiming to review the East Devon Local Development Scheme in early 2010. It is recognised that the current draft is out of date, deadlines have slipped and timetables are unachievable. Revision will allow for full reassessment of policy document production at the Council.

CONTEXT FOR MONITORING – OBJECTIVES, POLICIES & INDICATORS

- 2.1 East Devon District Council planning policy is currently set out in the East Devon Local Plan. Monitoring will inform the effectiveness of policy and therefore inform policy application and policy review.
- 2.2 This monitoring report does not seek to establish a comprehensive system of monitoring rather it sets out summary monitoring information.
- 2.3 The monitoring of indicators informs on the success or otherwise of a policy or action or advises on wider issues that can be cross-referenced to strategies, policies or actions. Over a period of time and through comparison with past records and other standards it is possible to use indicators to assess performance. Thereafter refinement of objectives and policy can be undertaken in order to more fully seek to realise outcomes sought.
- 2.4 The Office of the Deputy Prime Minister (ODPM), now superseded by the department of Communities and Local Government (CLG), has produced guidance on Monitoring¹. Reference is made in this report to a number of ‘ODPM core output Indicators’. For consistency reasons reference is retained to the ODPM in this report (not the replacement CLG). The ODPM guidance refers to three types of indicators:
- **Contextual Indicators** - These provide an overview describing the District and against which effects of policies can be assessed. The ODPM in their guidance advise on the broad types of issues/areas to be monitored and these can be expanded upon or interpreted to meet local concerns/considerations.
 - **Output Indicators** - These are used to measure quantifiable physical activities that are directly (in part or whole) related to and are a consequence of the implementation of planning policies. These indicators are to be monitored under government monitoring guidance.
 - **Local Indicators** - These fulfil the same basic role as output indicators through measuring the output of policies. They are however applicable to local circumstances and are defined at the local (East Devon or more localised) level to reflect specific identified local issues and considerations.

Contextual Indicators

- 2.6 The contextual indicators with regional and national comparisons (set out on the following page - Table 1) give an overview of the District. Other indicators are set out in chapter 3 of this report.
- 2.7 Measured by both population size and land area East Devon is one of the larger Districts in South West England. The District comprises of a number of long established market and coastal towns and also extensive rural areas.

¹ Office of the Deputy Prime Minister – Planning Local Development Framework Monitoring - A Good Practice Guide – March 2005 (as updated by Local Development Framework Core Output Indicators – Update 1/2005)

Table 1 - Contextual Indicators

Contextual Indicator		East Devon	South West	England	Data Source and Web Link (where known)
Land area		823.7 sq km	23,837 sq km	130,281 sq km	Census 2001/ local GIS map records
Population – Persons at 2006		131,100	5,124,100	58,845,700 (Data is GB total figure)	ONS Mid-Year Population Estimates 2006 http://www.nomisweb.co.uk/reports/lmp/la/2038431904/report.aspx#abempocc
Average Household Size		2.22	2.31	2.36	Census 2001
Population Density - Persons Per Hectare		1.53	2.11	3.77	Census 2001 http://www.statistics.gov.uk/census2001/profiles/18ub.asp
Ethnic Composition	White	99.3%	97.7%	90.9%	Census 2001
	Non White	0.7%	2.3%	9.1%	
Average House Price - 2009		£282,000	£240,000	£230,000	Land Registry July to September 2009- link to Exeter City documents - http://www.exeter.gov.uk/index.asp?articleid=1001
Proportion of households with no car		22.8%	20.2%	26.8%	Census 2001
Crimes (offences) per 1,000 population (2004-2005)		14.6	22.3	26.3 (England & Wales figure)	Home Office Crime Statistics for England and Wales http://www.crimestatistics.org.uk/tool/Default.asp?region=1&l1=0&l2=0&l3=0&sub=0&v=27
Average weekly gross full time wages 2004		£397.10	£383.70	£429.40	Annual Survey of Hours and Earnings
Employees by sector (2004 data)	% Manufacturing	6.9	11.6	11.9	Nomis Official Labour Market Statistics - Annual Business Inquiry http://www.nomisweb.co.uk/reports/lmp/la/2038431904/report.aspx#abempocc
	% Construction	7.0	4.6	4.5	
	% Distribution, Hotels & Restaurants	31.3	26.9	24.7	
	% Transport	6.2	4.9	5.9	
	% Business	10.6	17.0	20.0	
	% Public Administration, Education & Health	28.9	28.3	26.4	
	% Other Services	6.0	4.6	5.1	
	% Tourism	15.6	9.1	8.2	
Area of SSSI	Total Area	2,981 ha	166,576 ha	1,072,537 ha	English Nature
	% of Land Area	3.6%	7.0%	8.2%	
Number of Listed Buildings	Total Listed Buildings	4,408	88,932	371,971	English Heritage and East Devon District Council Records (East Devon and South West figures are based on 2006 population levels).
	Number of Residents per each Listed Building	29.7	57.6	134	
Number of Scheduled Ancient Monuments	Total Number of SAMs	122	6,944	19,740 (Approx)	English Heritage
	SAMs per Sq Km of land	1 SAM per 6.8 SqKm	1 SAM per 3.4 SqKm	1 SAM per 6.6 SqKm	

- 2.8 The eastern and northern boundaries of East Devon abut rural areas of Mid Devon district and rural parts of Dorset and Somerset. The southern coastal boundary of East Devon (forming part of the 'Jurassic Coast' World Heritage Site) adjoins the English Channel. The western boundary of East Devon abuts the commercially vibrant city of Exeter and the environmentally significant Exe estuary. Growth pressure associated with the Exeter sub-region and the need to meet strategic growth objectives has resulted in provision being made for major developments in East Devon's West End. The major developments include a new community (Cranbrook), a new terminal for Exeter Airport, a major business park (Skypark), an intermodal freight facility/freight distribution centre, a Science Park abutting the M5 motorway and strategic highway improvements to include a new relief road bypassing Clyst Honiton village and improvements/works to Junction 29 of the M5 motorway. The Proposed Changes to the South West Regional Spatial Strategy include proposals for further development in this part of the District, including the expansion of Cranbrook to 7,500 dwellings and a further 4,000 dwelling development.
- 2.9 Average household size in East Devon, at 2.22 persons per dwelling, falls below regional and England averages and population density is also lower than regional/England averages. A very small proportion of the District's population is non-white.
- 2.10 East Devon is characterised by an elderly population profile. This is most noticeable amongst 60/65 plus age groups and reflects the popularity of the District as a retirement destination, especially the coastal towns.
- 2.11 House prices in East Devon are higher than national average levels and wages are lower than the national average. This, coupled with a limited supply of existing affordable housing, creates an acute affordable housing problem in East Devon. Car ownership levels in the District are high and crime levels low.
- 2.12 Compared to national and regional averages a large proportion of jobs in East Devon fall within the:
- distribution, hotels & restaurants sector;
 - the public administration, education and health sector; and
 - the tourism sector.
- There is, therefore, a high reliance on public sector employment and also in jobs in the service/care sectors and tourism jobs, many of these offer seasonal and/or lower paid employment. In addition a comparatively high proportion of the District's population is retired and therefore not economically active.
- 2.13 East Devon is characterised by the quality of both its natural and built environment. Around two thirds of the District falls within one of two Areas of Outstanding Natural Beauty. Although the District has a rich and diverse environment only a comparatively small percentage of the land area of the District is classified as being part of a Site of Special Scientific Interest. With a total of 4,408 Listed Buildings East Devon has a substantial number of Listed Buildings. This figure equates to 1 Listed Building for around every 29.7 persons resident in the District. This is a ratio that is nearly twice as high as the South West average and over four times the England average.

3 KEY POLICY ISSUES/AREAS

3.1 As the East Devon Local Plan forms the District Council's key planning policy document this section of the monitoring report specifically cross-references to the chapters of the Local Plan and the objectives and policies within each chapter.

3.2 The East Devon Local Plan was adopted on 19 July 2006. The Local Plan includes the following chapters which form sub-headings discussed below.

- Ch 2 Local Plan Strategy.
- Ch 3 Design and Development.
- Ch 4 Environment.
- Ch 5 Population and Housing.
- Ch 6 Employment.
- Ch 7 Shopping.
- Ch 8 Tourism.
- Ch 9 Recreation.
- Ch 10 Community Infrastructure.
- Ch 11 Transport and Access.
- Ch 12 New Community/Exeter Area of Economic Activity.

3.3 This section of the AMR sets out a number of **Output Indicators**.

Local Plan Strategy – Local Plan Chapter 2

3.4 The strategy chapter of the Local Plan sets out the overarching framework for the distribution and accommodation of development in the District. The strategy chapter does not contain specific objectives, however in summary form the policies of this chapter relate to the following issues (objectives):

- **Policy S1** – sets out an overarching framework for development of the strategic schemes in/at the Exeter AEA/PUA.
- **Policy S2** – sets out the importance of Area Centres (and to a lesser extent the Local Centres) as a focal point for accommodating the bulk of new development.
- **Policy S3** – establishes villages with a broad range of facilities as an appropriate location for limited (essentially in-fill) development.
- **Policy S4** – affords protection to the countryside and identifies the countryside as appropriate for limited development where a countryside location is required.
- **Policy S5** – sets out an overall framework for securing infrastructure provision in association with development.
- **Policy S6** - provides for a 'Green Wedge' as a constraint to development in selected cases between settlements to resist the potential for settlement coalescence.

Design and Development - Local Plan Chapter 3

3.5 The Design and Development chapter contains the following objectives.

- i) To protect and enhance the countryside and areas of landscape, nature conservation or historical/archaeological importance.
- ii) To protect and improve the quality and character of settlements.
- iii) Promote good design in development that respects and enhances local character and distinctiveness.
- iv) To promote sustainable forms of construction and development.

3.6 There are no indicators specifically identified for/linked to the design and development chapter of the plan.

Environment - Local Plan Chapter 4

- 3.7 The Environment chapter contains the following objectives.
- i) To protect and enhance the countryside and areas of landscape, nature conservation or historical/archaeological importance.
 - ii) To maintain and increase biodiversity.
 - iii) To protect and improve the quality and character of settlements.
 - iv) To minimise the use of greenfield land and direct most new development to existing towns to reduce the need to travel and maximise the potential of modes of transport other than the private car.
 - v) Promote good design in development that respects and enhances local character and distinctiveness.
 - vi) To protect important open spaces in towns and villages and green wedges which preserve their separate identities.
 - vii) To conserve land, soil, water and energy resources and reduce, recycle and recover waste.

3.8 The following indicators have been identified and as relevant to Environment objectives.

Table 2 – Environment Indicators – To Year Ending 31 March 2009

Environment Indicators	Commentary on Indicator	East Devon Status
Number of planning permissions granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality.	ODPM core output Indicator (No 7)	None identified.
Change in areas and populations of biodiversity importance, including: (i) change in priority habitats and species (by type); and (ii) change in areas designated for their intrinsic environmental value including sites of international, national, regional, sub-regional significance. (changes arising from development, management and planning agreements, in hectares and numbers of priority species type).	ODPM core output Indicator (No 8)	None identified. East Devon District Council adopted its Local Biodiversity Action Plan in November 2005 and is in the process of establishing biodiversity indicators and targets. Allied with indicator and target identification will be the establishment of a monitoring system. The intention is that data will be collected and published in future years.

Population and Housing - Local Plan Chapter 5

- 3.9 The Population and Housing chapter contains the following objectives.
- i) To ensure that all residents have the opportunity of a decent home by providing a mix of house types and densities and encouraging housing tenure diversity through the provision of affordable housing.
 - ii) To seek provision of adequate infrastructure to meet existing needs and keep pace with the requirements of new development.
 - iii) To protect and enhance the countryside and areas of landscape, nature conservation or historical/archaeological importance.
 - iv) To minimise the use of greenfield land and direct most new development to existing towns and the new community to reduce the need to travel and maximise the potential of modes of transport other than the private car.

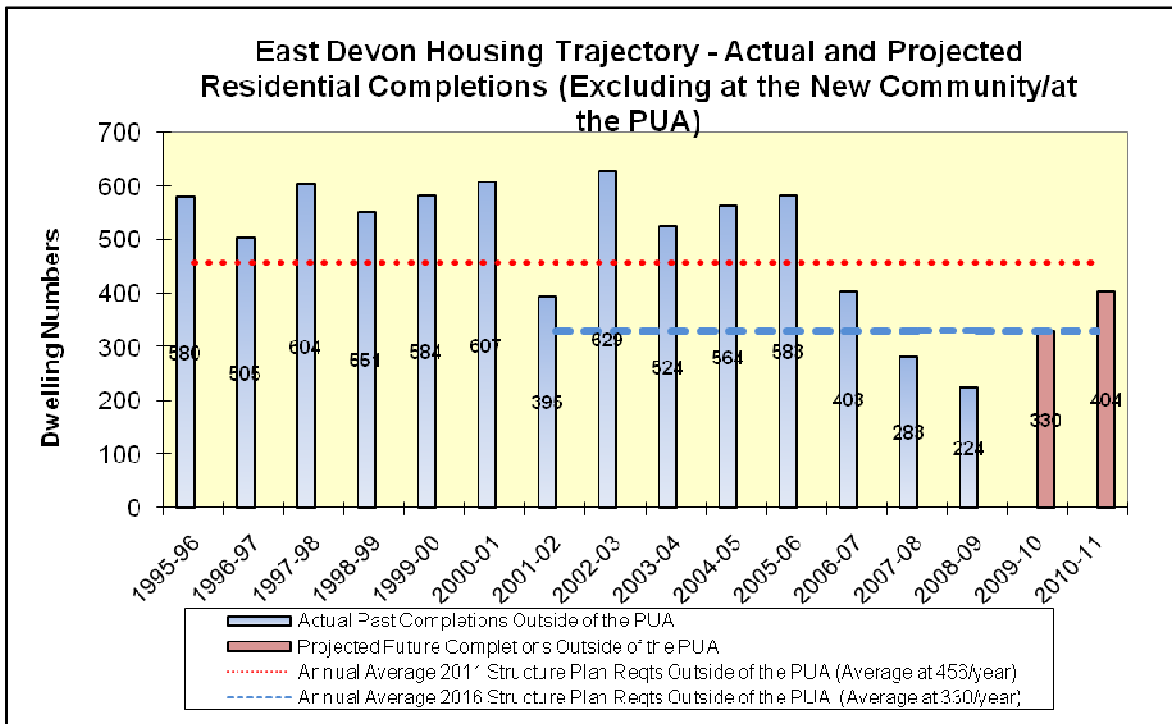
3.10 The following indicators have been identified as relevant to Population and Housing objectives.

Table 3 – Population and Housing Indicators – To Year Ending 31 March 2005

Population and Housing Indicators	Commentary on Indicator	East Devon Status
<p>Housing trajectory showing:</p> <ul style="list-style-type: none"> (i) net additional dwellings over the previous five year period; (ii) net additional dwellings for the current year; (iii) projected net additional dwellings up to end of the LDF period; (iv) the annual net additional dwelling requirement; and (v) annual average number of net additional dwellings needed to meet overall housing requirements, having regard to previous years' performance. 	<p>ODPM core output Indicator (No 2a)</p>	<ul style="list-style-type: none"> (i) There were 2,087 net residential completions in East Devon for the five year 2004/05 to 2008/09 period. (ii) There were 224 net residential completions in East Devon for the 1 April 2008 to 31 March 2009 period. (iii) It is projected that from 1 April 2009 to 31 March 2011 (the end date of the Local Plan), excluding development at the Cranbrook new community, there will be a further 734 dwellings built in East Devon. Current estimates suggest completion of around 50 dwellings at Cranbrook by the end date of the Local Plan. This gives a gross total of an extra 784 dwellings. (iv) From 2001/02 to 2008/08 there were 7,036 recorded dwellings completed in East Devon. To meet the 2011 Structure Plan requirement of 10,200 dwellings for the 1995 to 2011 period there would need to be the completion of 3,164 dwellings in the 2009/10 to 2010/11 period, an average of 1,582 per year. However if the Cranbrook provision of 2,900 dwellings is excluded the requirement figure equals 264 or 132 per year. (v) The total of 3,164 dwellings reported in (iv) above equates to an annual average completion rate (over 2 years) of 1,582 dwellings per year for the 2009/10 to 2010/11 period. <p>It should be noted that the above data is based on comparison with 2011 Structure Plan requirements, assessment has not been undertaken against 2016 Structure Plan requirements nor against emerging Regional Spatial Strategy requirements. The graph and commentary on the following pages provide further information on past and projected future completions.</p>
<p>Percentage of new and converted dwellings on previously developed land.</p>	<p>ODPM core output Indicator (No 2b)</p>	<p>2001-02 - 57.2% 2002-03 - 65.7% 2003-04 - 70.0% 2004-05 - 75.9% 2005-06 - 73.3% 2006-07 - 61.3% 2007-08 - 68.9% 2008-09 - 90.6% (percentage of gross completions)</p>
<p>Percentage of new dwellings completed at (net density):</p> <ul style="list-style-type: none"> (i) less than 30 dwellings per hectare; (ii) between 30 and 50 dwellings per hectare; and (iii) above 50 dwellings per hectare. 	<p>ODPM core output Indicator (No 2c)</p>	<p>Data is not available for the density of development achieved.</p>
<p>Affordable housing completions.</p>	<p>ODPM core output Indicator (No 2d)</p>	<p>In 2009/010 there were: 3 – socially rented affordable dwellings built. 6 - shared ownership affordable dwellings built. Totalling 9 – affordable dwellings.</p>

Housing Completions and Projected Completions in East Devon

- 3.11 Table 4 provides data on past and projected future residential completions in East Devon that are **not** at the PUA nor Cranbrook nor in the Area of Search 4B for the period covering 1995/96 to 2015/16. This table illustrates past and projected completions on a year by year basis. Past completions are a combination of Windfall and Allocation site figures. Future projected residential completions are predicted on the basis of estimates of future development rates.
- 3.12 The projected future completions comprise of:
- **Allocated sites with planning permission** – these are Local Plan allocations that have permission for development. It assumed that these sites will for the most part be 'built-out' over the next 5 years on the basis of a roughly equal number of units being built per year for each site.
 - **Allocated sites without planning permission** – these are East Devon Local Plan allocations that do not currently have a planning permission. It assumed that these sites will be 'built-out' over the next 5 years on the basis of an equal number of units being built per year for each site.
 - **Projected Future Completions on Sites to be Allocated through Future Plans** – this data is a suggested figure and is not based on strategic RSS policy guidance or SHLAA work. Its inclusion is intended to illustrate a possible (conservative) future scenario rather than predict actual outcomes.
 - **Large Brownfield Sites with clear expectation for housing development** – these are known sites where there are development proposals.
 - **Cumulative Totals** – add together what has happened in the past and what may occur in the future.
 - **The PLAN figure** – shows the annualised unit numbers required under the 1995 to 2011 Structure Plan policy to 2001 and then the annualised yearly 2001 to 2016 Structure plan figure.
 - **The MONITOR figure** – shows the degree to which dwelling completion in East Devon (outside of the new community) are running ahead of (or behind) the annualised allocation levels.
 - **The MANAGE figure** – is an annualised reassessment of how many dwellings would be required per year, for remaining Structure Plan years (as defined in the Plan figure), in order for actual/projected residential completions to equal the gross Structure Plan total requirements.
- 3.13 Table 4 indicates that, excluding Cranbrook/PUA from the District wide assessments, the actual and projected residential completions in East Devon are significantly higher than Structure Plan figures/requirements. It should be noted that the policy justification for the development of Cranbrook primarily rests on the role/function it will play in meeting an Exeter sub-regional need.
- 3.13 The following graph sets a picture of residential completions in East Devon (excluding in/at the Exeter Principal Urban Area) in respect to actual residential completions to 2008/09 and projected residential completions thereafter to 2011.



- 3.15 Actual and projected completions are set against a benchmark of total Structure Plan figures broken down into average annualised totals for the 2011 Structure Plan and the 2016 Structure Plan (this is excluding Cranbrook housing figures). The 2011 Structure Plan provides for an average of 456 dwellings per year (excluding 2,900 dwellings at the new community/PUA) for the 1995 to 2011 period. The 2016 Structure Plan provides for an average of 330 dwellings (excluding development at the Exeter PUA/at the new community) for the 2001 to 2016 period. The Local Plan has an end date of 2011 and is written to conform to 2011 Structure plan data requirements.
- 3.16 Housing development at the East Devon New Community of Cranbrook is now projected to start in the year starting 1 April 2010/ending 31 March 2011. After a number of years build rates are projected to rise to a point where they contribute up to 550 dwellings per year to the overall housing supply. This provision will form part of the overall Exeter PUA supply.
- 3.18 East Devon District Council has produced, with the authorities that make up the Exeter Housing Market Area (Exeter City Council, Dartmoor National Park Authority, Teignbridge and Mid Devon District Council's as well as Devon County Council), a common methodology for undertaking a Strategic Housing Land Availability Assessment (SHLAA). The first SHLAA study for East Devon is due to be completed in early 2010. The outputs from the SHLAA work, amongst other objectives, will inform LDF site allocations.
- 3.19 Details of housing land supply assessment are provided at Appendix 1. The methodology used for land supply assessment will be refined and reviewed at a latter date and underlying housing data published in a separate housing report. This preliminary assessment, which has been informed by but does not fully follow the SHLAA methodology, shows that East Devon does not have a five year housing land supply.

East Devon Local Development Framework - Annual Monitoring Report – 2009/09

Table 4 - Past and Projected Net Residential Development in East Devon - Excluding the PUA/Cranbrook/Area of Search 4B

		Est Total Cap	1995- 96	1996- 97	1997- 98	1998- 99	1999- 00	2000- 01	2001- 02	2002- 03	2003- 04	2004- 05	2005- 06	2006- 07	2007- 08	2008- 09	2009- 10	2010- 11	2011- 12	2012- 13	2013- 14	2014- 15	2015- 16	
Past net completions on allocated sites and non allocated sites (Excluding Cranbrook / PUA)			580	505	604	551	584	607	395	629	524	564	583	403	283	224								
Projected future completions on sites allocated in current/past Local Plans. Sites that at 31 March 2009 had planning permission or were under construction but not completed.	AX002 north east corner (11 units) - Morton Way, Axminster	11															5	6	0	0	0	0	0	
	AX002 western part (41 units) - Phase 1, Morton Way, Axminster	41															5	20	16	0	0	0	0	
	AX009 western part (87 units) - Phase 1, Dukes Way Axminster	87															12	25	25	25	0	0	0	
	AX009 eastern part (60 units) - Phase 2, Chard Road, Axminster	60															12	25	23	0	0	0	0	
	AX010 (12 units) - Phase 1, Chard Road, Axminster	12															5	7	0	0	0	0	0	
	AX017 (5 units) - Latchmount - off Latches Walk, Axminster	5															5	0	0	0	0	0	0	0
Projected future completions on Local Plan (2006) allocated sites. Sites that at 31 March 2008 did not have planning permission.	AX002 eastern part (66 units) - Phase 2 Morton Way, Axminster	66															5	10	10	10	10	21	0	
	AX015 (25 units) - Webster Garage Site, Axminster	25															0	0	0	0	0	0	0	
	HN004 (16 units) - Land Between Exeter Road and Beggars Lane, Honiton	16															0	0	0	0	0	0	0	
	OT002 (17 units) - Land at junction of Longdogs Lane and Tip Hill, Ottery St Mary - Assumed site will not be developed	17																0	0	0	0	0	0	0
	OT008 (10 units) - Land south of Jesu Street, Ottery St Mary - Assumed site will not be developed	10																0	0	0	0	0	0	0
	OT011 (16 units) - Land north of the Kings School, Ottery St Mary - Assumed site will not be developed	16																0	0	0	0	0	0	0
	ST002 (128 Units on Axe Riverside land and Employment site relocation land) Seaton Regeneration Area	128																5	10	10	10	10	50	33
	ST002 (362 units on remainder of Regeneration Area Land. Total Regeneration Area allocated for 400 dwellings however the site is more likely to accommodate 500 units)	362																0	5	10	10	10	50	50
SD003 (60 units allocated however the site is more likely	150																5	10	10	10	10	50	50	

Employment - Local Plan Chapter 6

- 3.20 The Employment chapter contains the following objectives.
- i) Ensuring that there is an adequate supply of land to meet economic development initiatives and aspirations for the District, both within and outside the Exeter AEA/PUA.
 - ii) The allocation of land for new employment uses, distributed throughout the District, particularly in district and local centres.
 - iii) Allowing, where appropriate, the re-use of redundant rural buildings for employment uses, taking sustainability considerations into account.
- 3.21 The following indicators have been identified as relevant to employment objectives.

Table 5 – Employment (Business Devt) Indicators – To Year Ending 31 March 2009

Employment Indicators	Commentary on Indicator	East Devon Status
Amount of land (defined by completed SqM gross floorspace) developed for employment by type.	ODPM core output Indicator (No 1a)	Monitoring records show that there was just 6,180 SqM of land developed for B Use Class employment land uses in East Devon for the 2009/08 period. It should be noted that monitoring is not currently undertaken for sites falling under 0.25 hectares site size/1,000 SqM floorspace thresholds (see table footnote).
Amount of land (defined by completed SqM gross floorspace) developed for employment by type in employment or regeneration areas.	ODPM core output Indicator (No 1b)	None identified.
Amount of floorspace by employment type which is on previously developed land.	ODPM core output Indicator (No 1c)	None identified.
Employment land supply by type.	ODPM core output Indicator (No 1d)	Employment land supply (measured by site area in hectares – not building floorspace) in East Devon, at 31 March 2009, comprises of the following component parts: <ul style="list-style-type: none"> o 45.7 hectares of land allocated for development. o 6.0 hectares of land had planning permission but development had not started. o 1.3 hectares of land was under-construction. This provides for a total of 53 hectares of land as specifically available under Local Plan policy/in the planning 'pipeline'. It should be noted however that this assessment does not take into account deliverability of sites, site constraints, land-owners plans and aspirations.
Losses of employment land in (i) development/ regeneration areas. (ii) local authority area.	ODPM core output Indicator (No 1e)	Nil identified.
Amount of employment land lost to residential development	ODPM core output Indicator (No 1f)	Nil identified.

Employment Indicators	Commentary on Indicator	East Devon Status
Amount of completed office development.	ODPM core output Indicator (No 4a - part)	Nil identified.
Amount of completed office development in town centres.	ODPM core output Indicator (No 4b part)	Nil identified.

Note: A cut-off threshold for land areas of 0.25 hectares (or 2,500 square metres) is typically used for employment land monitoring (a building plot coverage of around 40% would not be atypical and therefore a site of 0.25 hectares could reasonably be expected to accommodate around 1,000 square metres of single floor building floorspace). The above data **does not** therefore include reference to developments falling on sites of less than 0.25 hectares, except where smaller sites fall within established industrial estates or business parks. It recognised that a number of small scale developments (including changes of use) will have occurred but because they fall below the 0.25 hectare threshold they are not currently recorded in the monitoring process.

Shopping - Local Plan Chapter 7

3.22 The Shopping chapter contains the following objectives.

- i) Provide for the shopping needs of all sectors of the community.
- ii) Sustain and enhance the vitality (liveliness and vibrancy) and viability (commercial well being) of the town centres by preventing inappropriate extension or change of use which could lead to their decline.
- iii) Resist development that would draw business away from town centres and encourage car use.
- iv) Focus mixed uses including shopping, employment, housing and leisure activities in town centres.
- v) Support the retention of neighbourhood and village shops and services.
- vi) Support the provision of farm shops and other types of rural retail activity where they contribute to the economic diversification of rural areas.

3.23 The following indicators have been identified as relevant to retail objectives.

Table 6 – Shopping/Retail Indicators – To Year Ending 31 March 2009

Shopping Indicators	Commentary on Indicator	East Devon Status
Amount of completed retail development.	ODPM core output Indicator (No 4a - part)	Nil completed floorspace was recorded for 2008/09. However monitoring data is only collected for sites of 0.4 hectares (1 acre) or greater in extent (or floorspace areas of 1,000 square metres or greater). A number of smaller sites can be assumed to have been developed.
Amount of completed retail development in town centres.	ODPM core output Indicator (No 4b part)	Smaller site data is not available but there were nil large site completions.

Tourism - Local Plan Chapter 8

3.24 The Tourism chapter contains the following objectives.

- i) Supporting East Devon's tourism business as it responds to the challenges of a changing visitor market.
- ii) Reinforcing the District's image as a destination of high environmental quality and to promote a continuing focus on customer care.

- iii) Working in partnership with East Devon’s tourism industry to promote the District as a year round destination for overnight (staying) visitors.

3.25 There are no core tourism indicators. Local tourism indicators have not been identified at this stage.

Recreation - Local Plan Chapter 9

- 3.26 The Recreation chapter contains the following objectives.
- i) The provision of open space for informal relaxation, such as parks; formal sports requiring marked out pitches; arts facilities; and the retention/provision of allotments.
 - ii) The provision of open spaces beneficial to the environment in visual and wildlife terms.
 - iii) The provision by developers of children’s playgrounds and sports facilities for later adoption by the Council (or commuted sums) to serve the recreation requirements of the development.

3.27 The following indicators have been identified as relevant to recreation objectives.

Table 7 – Recreation Indicators – To Year Ending 31 March 2009

Recreation Indicators	Commentary on Indicator	East Devon Status
Percentage of eligible open spaces managed to green flag award standard.	ODPM core output Indicator (No 4c)	There are two managed open space areas with Green Flag accreditation in East Devon, the Manor Gardens in Exmouth (1.09 hectares) and Connaught Gardens & Peak Hill in Sidmouth (1.13 hectares). In total the Council Streetscene service manages around 150 hectares of open space with all open spaces (although not formally accredited) managed along Green Flag lines (i.e. clean, green and safe). The two managed areas account for 1.55 of this total. The Council Countryside Service also manages around 315 hectares of Countryside and urban greenspace,

Community Infrastructure (Incorporating Renewable Energy) - Chapter 10

3.28 The Community infrastructure chapter does not contain specific objectives. However the following indicators have been identified as relevant to Community Infrastructure objectives.

Table 8 – Community Infrastructure – Indicators – To Year Ending 31 March 2005

Community Infrastructure Indicators	Commentary on Indicator	East Devon Status
Renewable energy capacity installed by type.	ODPM Core Output Indicator (No 9)	There were no major or large scale renewable energy projects or schemes built in East Devon in 2009/08. Data is not available on smaller scale schemes or energy outputs/capacity.

3.29 Local community infrastructure indicators have not been identified at this stage.

Transport and Access - Local Plan Chapter 11

3.30 The Transport and Access chapter contains the following objectives.

- i. To support communities by creating new development close to facilities with good access to public transport and by other transport modes.
- ii. To seek provision of adequate infrastructure to meet existing needs and keep pace with the requirements of new development.
- iii. To minimise the use of greenfield land and direct most new development to existing towns to reduce the need to travel and maximise the potential of modes of transport other than the private car.

3.31 The following indicators have been identified as relevant to transport and access objectives.

Table 9 – Transport and Access Indicators – To Year Ending 31 March 2005

Transport and Access Indicators	Commentary on Indicator	East Devon Status
Amount of completed non-residential development within Use Class Orders A, B and D complying with car-parking standards set out in the local development framework.	ODPM Core Output Indicator (No 3a)	Data Not Currently Available. New monitoring systems will need to be put into place to record this information.
Amount of residential completions within 30 minutes public transport time of: 1 GP. 2 hospital. 3 primary school. 4 secondary school. 5 employment centre. 6 major health centre.	ODPM Core Output Indicator (No 3b)	It has not been possible to assess proximity/public transport journey times from all residential completions to the individual facilities listed 1 to 6 nor for this year.

3.32 Local transport indicators have not been identified at this stage.

New Community/Exeter Area of Economic Activity – Local Plan Chapter 12

3.33 The policies and proposals in this chapter of the Local Plan are addressed through other sub-sections of this part (set out above) of the Monitoring report. Most notably in respect to the new community through Housing and for employment issues and Skypark through the Employment sub-section.

4 TIMETABLE AND MILESTONES FOR THE EAST DEVON LOCAL DEVELOPMENT SCHEME

- 4.1 The Planning and Compensation Act requires local planning authorities to prepare and maintain a Local Development Scheme (LDS) setting out the Local Development Documents it will prepare over the next three years. This will enable people to know what the Council is proposing to do and when, and at what stage they can expect to be involved in the planning process. The latest East Devon LDS was adopted in March 2007.
- 4.2 The LDS is the over-arching programme management document for the work of the Planning Policy section and therefore the Council's spatial policy making processes.
- 4.3 The current LDS advises that a number of documents are scheduled to be produced/finalised in/up to 2010, these are: the Core Strategy, the Gypsy and Travellers DPD and the East of Exeter PUA Joint Area Action Plan. Timetables will not, however, be met.
- 4.4 Over the past two years resources in the Planning Policy team have been focussed almost entirely on Core Strategy production and allied tasks, including Monitoring and Strategic Housing Land Availability Assessment work (SHLAA). Because of the focus on Core Strategy production it has not been possible to make progress on other policy documents or to effectively input into other work areas, such as Parish Plan or design brief production.
- 4.5 As a result of slipping in timetables the Council will need to revise the Local Development Scheme. The aspiration is for the Local Development Scheme to be comprehensively revised in early 2010. It would be premature to do this until future budgets/resources are known. Availability of resources will be a key determinant on what can and cannot be produced and to what timescale.

Core Strategy Production

- 4.6 The Core Strategy is the key over-arching Development Plan Document for the District. It will set out a spatial vision for East Devon advising on how, where and why development will occur and how we will work with partners and other organisations to meet the needs and aspirations of and for East Devon.
- 4.7 A considerable amount of work, led through the Local Development Framework Panel (LDF Panel), has already been undertaken on defining District wide strategic thinking, this includes:
- planning for major growth and development at East Devon's West End;
 - at the towns of Axminster, Exmouth and Honiton planning for larger scale growth in accordance with aspirations expressed in/for these towns and reflecting the way they currently function;
 - at the more environmentally constrained towns of Sidmouth and Seaton providing for growth and development primarily geared around meeting local needs;
 - at rural areas and villages promoting development primarily geared around meeting and serving local needs whilst securing social, environmental and economic sustainability benefits.
- 4.8 Underlying this spatial vision of development are key themes which include:
- securing affordable housing;
 - ensuring the social and community facilities and physical infrastructure are provided;

- promoting economic development and securing higher paid jobs for residents of the District;
 - spreading the growth benefits (wealth, jobs, training) of the West End to other parts of the District;
 - protecting and enhancing the environment.
- 4.9 The Council undertook consultation on the LDF Issues and Options Report in late 2008/early 2009. A feedback report on consultation responses received and also an update on the work of the LDF Panel will be reported to overview committee in early 2010. The LDF Panel have met on a regular basis in 2008 and 2009 and their work has helped establish the agenda and strategy for future place shaping and spatial planning for the District.
- 4.10 The intention is that in 2010 the Council will undertake further location specific consultation (particularly in respect of the six main towns of the district) and subject area consultation and engagement. In addition feedback will be invited on our emerging thinking that will feed into a preferred options style report that will go out for consultation in 2010. The preferred options report will set out the Councils key spatial planning and 'place-shaping' proposals for the District. Justification will be provided for the preferred choices along with reasons for rejecting or not seeking to pursue alternatives.
- 4.11 The preferred options report will not be the final say of the Council but will form part of an ongoing process of refining the strategy, assessing options, engaging and consulting and refining choices. New studies and evidence, changing national policy, understanding public opinions and the work of partner bodies and their plans and proposals will also help inform the final content of the submitted Core Strategy.
- 4.12 The Submission process is the final key part of Core Strategy (or any Development Plan Document) production. It is the point at which the Planning Inspectorate become formally involved and it starts with pre-submission publication and consultation. We may reach this stage in late 2010 or it will be 2011. At this point in time we will produce what, we as a Council, believe is the appropriate final document and it is this that goes out for formal public consultation. Consultation responses will be collated and reported to the Planning Inspectorate ready for plan examination. The Planning Inspector will base the examination around the themes and issues raised in submissions received but will also raise issues that he or she considers need consideration. Examination (funding and resources permitting) is liable to be in 2011 and it is hoped formal adoption will also be in 2011.
- 4.13 The above timetable is aspired to. However, amongst the factors that could impact will be available finance. An average/typical Core Strategy examination will cost around £50,000 in Planning Inspectorate fees (based on 6 sitting days and 8.5 total working days for each sitting day at £993 per day). The East Devon Core Strategy examination can reasonably be expected to be more expensive given the complexity of issues we face and aspirations to make strategic land allocations.

Gypsy and Traveller Development Plan Document

- 4.14 A Gypsy and Traveller Development Plan Document will allocate sites and could include criteria based policies for accommodating gypsies and travellers. In 2008 the Council issued a Gypsy and Traveller Issues and Options report for public consultation and over recent months a joint think tank of the Council has, on a confidential basis, examined possible site choices.

- 4.15 The intention is that a preferred options style report identifying possible land allocations will go out for consultation in 2010 to be followed by submission. The process will be the same as that detailed for Core Strategy production above.
- 4.16 The overall number of gypsy and traveller sites and pitches needed in East Devon is relatively small and if one or more planning permissions were granted it could remove the need for production of a Development Plan document. If it were possible to avoid Development Plan Document production it might save the Council time and money and could allow resources to be directed to other work areas.

Other Development Plan Documents

4.17 In addition to the Core Strategy and the Gypsy and Traveller Development Plan Document the intention, as set out in the 2007 Local Development Scheme, was to also produce the following additional Development Plan Documents:

- **Site Specific Allocations and Policies** - this will identify specific development sites and define development boundaries and it would also set out finer grain development management policies. It would be likely to be this document that produces the policies and town and village maps that would replace most of the detail in the current Local Plan.
- **Axminster Area Action Plan** - which would set out strategic growth and development policies for the town.
- **East of Exeter PUA Joint Area Action Plan (with Exeter City Council)** - which would set out strategic growth and development policies for East Devon's West End.

4.18 Whilst there has been substantial evidence gathering that would feed into production of these documents, including the SHLAA work, the work of the LDF Panel and technical studies there has been no formalised work undertaken on document production. Resource constraints and concentration on Core Strategy production has prevented work on these documents from progressing.

4.19 The intention is that strategic sites (larger scale sites – perhaps 300 dwellings or 20 hectares or greater) will be allocated in the Core Strategy. Such allocations could (if ultimately endorsed by an Inspector at Examination) remove the need for production of the Axminster Area Action Plan and the East of Exeter PUA Joint Area Action Plan. There would, however, remain a probable need for a site specific allocation document.

Supplementary Planning Documents

4.20 In addition to Development Plan Documents the Council has the opportunity to produce Supplementary Planning Documents (SPDs). SPDs advise on the implementation of higher tier policies as set out in Development Plan Documents or the Local Plan. The 2007 Local Development Scheme advised on production of the following SPDs:

- The University of Exeter Science Park SPD;
- Planning Agreements and Obligations SPD; and
- Nature Conservation and Biodiversity SPD.

4.21 The Science Park SPD was adopted in 2008, but no formal progress has been made on the other documents. The Countryside Manager has advised that he intends to produce the Nature Conservation and Biodiversity SPD in 2009/early 2010. Work on the Planning

Agreements and Obligations SPD has been 'put on hold' whilst we wait for clarification on implementation of the Community Infrastructure Levy and also outputs from the social and community infrastructure modeling exercise. Work on this SPD will also need to dovetail with implementation plans that need to be produced alongside DPDs.

- 4.22 The Town and Country Planning (Local Development) (England) Regulations 2009 which came into force on 6 April 2009 removed the requirement for SPDs and Statements of Community Involvement to be specifically identified in the Local Development Scheme. There is also no longer a requirement to prepare a sustainability appraisal for SPDs and Statements of Community Involvement do not have to be submitted to the Secretary of State for examination.

Statement of Community Involvement

- 4.23 The Council's policy for involving the community and stakeholders in the preparation and revision of all Local Development Documents and in significant development control decisions will be the subject of a specific document. This will be called a Statement of Community Involvement. The statement will include details on how the Council intend to contact various groups, bodies and individuals with an interest in planning and development issues in the District and in respect to how development may affect neighbouring areas. Reference will be made to the range of consultation techniques that the Council will consider using.
- 4.24 There has been some slippage in the preparation of the Statement of Community Involvement production. Work on the Statement of Community Involvement started in 2007 and it is hoped it will be adopted in 2010.

5 CONSULTATION AND LINKS TO OTHER POLICY DOCUMENTS AND STRATEGIES

Consultation

5.1 The Annual Monitoring Report will be made available for public consideration and comment.

Links to Sustainability Appraisal

5.2 Government guidance advises that Local Planning Authorities should adopt an integrated approach to monitoring LDFs that also takes full account of the monitoring needs of Sustainability Appraisal (SA) and meets the Strategic Environmental Assessment (SEA) Directive requirement. The intention is that SA work will address SEA considerations. The requirements to carry out an SA and SEA are distinct and separate exercises from the AMR, however, it is regarded as desirable to establish common approaches to monitoring. It is seen as essential that the indicators and their monitoring that feed into the AMR are also used in the SA process.

Links to the East Devon Sustainable Community Plan

5.3 As LDF documents and the Sustainable Community Plan for East Devon share the same objective of sustainable development there is a clear relationship between these documents and hence the baseline information that informs them and monitoring requirements. The East Devon Sustainable Community Plan is concerned with improving well being and is produced by the Local Strategic Partnership on behalf of the partner stakeholders. The LDF will act as the land-use delivery mechanism for the Sustainable Community Plan and provide a spatial framework to it. Therefore coordination of production and monitoring of LDF documents and the Sustainable Community Plan will help achieve consistency of approach and economies of scale.

Appendix 1 – East Devon – Draft Five Year Housing Land Supply at 31 March 2009

Detailed below is an interim assessment of the five year housing land supply. This assessment will be more fully informed by the production of the East Devon Strategic Housing Land Availability Assessment (SHLAA) when complete. Work is on going on the SHLAA and the SHLAA report is expected in early 2010. This five year assessment follows a similar pattern to that used in earlier assessments of land supply reported in earlier LDF Annual Monitoring reports.

The tables and text below set out the assessment process and conclusions reached.

Table A sets out the 2001 to 2016 Structure Plan requirements for East Devon and dwellings built to date. Across the whole of East Devon there is a total Structure Plan requirement for 8,450 dwellings. Over the first 8 years of the Structure Plan (to date) there has been 3,605 dwellings built in the District leaving a residual requirement for 4,845 dwellings. This residual requirements equates to a need of 692 dwellings per annum or over the next 5 years a total of 3,461 dwellings.

Table A - Devon Structure Plan 2001-2016 Proposal ST17 requirement for the East Devon plan area

Stock Taking of Housing Requirements and Past Completions and Future requirements	Rest of East Devon		At the PUA (Cranbrook) in East Devon		East Devon Total	
	Net Dwellings	Average Dwellings per Annum	Net Dwellings	Average Dwellings per Annum	Net Dwellings	Average Dwellings per Annum
Housing requirement 2001/02 to 2015/16 (15 years)	4,950	330	3,500	233	8,450	563
Net additions to stock 2001/02 to 2008/09 (averages based on 8 years completions)	3,605	451	0	0	3,605	451
Residual requirement for 2009/10 to 2015/16 (residual requirement annual averages divided by 7 years 2008/09 to 2015/16)	1,345	192	3,500	500	4,845	692
East Devon 5 year requirement – 2009/10 to 2013/14	961	192	2,500	500	3,461	692

Table B sets out sites projected provision of housing sites (Table 4 in the AMR provides more information on projected housing supply). Provision is made up of:

- Existing commitments in form of sites with planning permission or under construction (but not Local Plan allocations). Assessment shows that there are 1,600 dwellings on such sites and in this assessment it is assumed 80% will be built resulting in a figure of 1,280 dwellings.
- Existing commitments as above but which are also Local Plan allocations. This source provides a projected 216 dwellings.
- Development at Cranbrook which is projected at 1,100 dwellings. With a built rate of nil dwellings in 2009/10, 50 in 2010/11, 150 in 2011/12, 350 in 2012/13 and 550 in 2013/14.
- Development of 170 dwellings on sites allocated in the Local Plan but not yet with permission.
- Development on Brownfield sites that are not allocated for development in a plan and do not have permission but are expected to be developed.

Table B – Five Year Supply of Deliverable Sites

	Rest of East Devon		At the PUA in East Devon		East Devon Total	
	Net Dwellings	Annual Average	Net Dwellings	Annual Average	Net Dwellings	Annual Average
East Devon 5 year Housing Provision Required	961	192	2,500	500	3,461	692
Commitments (Planning Permission and under construction But Not allocations) including discounting Figure	1,280	256	0	0	1,536	307
Commitments (Planning Permission and under construction Which Are allocations) including discounting Figure	216	43	0	0	0	0
Projected Provision at Cranbrook (based on housing trajectories)	0	0	1,100	220	1,100	220
Deliverable Dwellings on sites allocated in the Local Plan without planning permission (figure excludes Ottery St Mary allocated sites).	170	34	0	0	170	34
Deliverable Dwellings on Large Brownfield Sites with clear expectation for Housing Development	130	26	0	0	130	26
Five Year Supply of Deliverable Dwellings	1,796	359	1,100	220	2,936	587
East Devon 5 year Housing Provision Required Minus Deliverable Sites	-835	-167	1,400	280	525	105

The table does not include a figure for projected windfall site developments, other than under e), above. These sources of supply are predicted to provide 2,936 dwellings, this figure, subtracted from the five year requirement figure of 3,461 leaves a dwelling shortfall of 525.

Table C completes the analysis by dividing the five year supply of 2,936 dwellings by the residual Structure Plan annual requirement of 692 dwellings. **This results in the interim assessment showing 4.24 years supply of housing land availability in East Devon.**

Table C - Total Years Worth of Supply - as at 31 March 2009

	Rest of East Devon		At the PUA in East Devon		East Devon Total	
	Net Dwellings		Net Dwellings		Net Dwellings	
Annual Structure Plan Requirement Based on 1/5th of 5 year requirement	192		500		692	
The Five Year Supply of Deliverable Dwellings	1,796		1,100		2,936	
Years Supply of Sites	9.35		2.20		4.24	

East Devon Local Development Framework - Annual Monitoring Report – 2008/09

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