



CHELTENHAM
BOROUGH COUNCIL

2017 Authority Monitoring Report

Cheltenham Borough Council

Planning Policy



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1. Introduction

What is the Authority Monitoring Report?

1.1 This type of report was originally called the Annual Monitoring Report and the content of the report was prescribed by government originally to be submitted to the Secretary of State. *The Localism Act 2011* removed this requirement and amended its name to the Authority Monitoring Report. Part 8 of the *Town and Country Planning (Local Planning) (England) Regulations 2012* stipulates that the purpose of this document is to:

- Monitor the preparation of Cheltenham’s development plan against timetables in the Local Development Scheme
- Report actions taken under the Duty to Co-operate
- Assess the extent to which existing planning policies are being implemented
- Provide details on any Neighbourhood Development Orders or Neighbourhood Development Plans
- Report on Community Infrastructure Levy (CIL) receipts and expenditure.

1.2 During 2017 reports were published for both residential and non-residential land uses, monitoring the changes that have taken place throughout the monitoring year 2016-17. This report should be read in conjunction with those monitoring reports and will provide a brief summary of what the two reports collectively show. The monitoring reports can be found on the council’s website¹.

Cheltenham background

1.3 Cheltenham has an estimated 2016 population of 117,350. The town is characterised by its high-quality historic environment, set within a formal garden townscape and a wider open landscape, defined by the Cotswolds AONB and the Green Belt which surround the borough. The town is also famous for its events, most notably The Festival at Cheltenham Racecourse, considered by many to be the highlight of the jump racing season. Cheltenham Festivals, the charitable organisation behind the town’s internationally acclaimed Jazz, Science, Music and Literature Festivals play a major role in the town’s cultural offering.

1.4 Cheltenham is a key economic hub for Gloucestershire and draws in a significant number of commuters. According to national statistics², Cheltenham sees an influx of 24,148 commuters from outside Gloucestershire. 19,782 leave Gloucestershire from Cheltenham which results in a net inward flow of 4,366. 17,857 workers commute into Cheltenham from elsewhere within Gloucestershire while 14,037 of Cheltenham commute elsewhere in Gloucestershire, leaving a net influx of 3,820. These statistics illustrate the strong economic standing of Cheltenham and its attractiveness to businesses and workers.

¹ https://www.cheltenham.gov.uk/downloads/46/planning_policy

² Inform Gloucestershire (2011) *The Economy of Gloucestershire*. Available at: <https://inform.gloucestershire.gov.uk/get/ShowResourceFile.aspx?ResourceID=392> (Accessed 16th December 2017).

2. Local Development Scheme

2.1 Cheltenham's Local Development Scheme was updated and adopted by Council in October 2017. It identifies the timetable for the Joint Core Strategy (JCS) and the development of the Cheltenham Plan, which will replace the Cheltenham Borough Local Plan (2006).

Joint Core Strategy

2.2 The Joint Core Strategy is a joint development plan which has been adopted by Gloucester City, Cheltenham Borough and Tewkesbury Borough Councils for the period 2011 to 2031. There is a functional relationship between the three councils and therefore it makes sense for the councils to work together to plan for the whole area in a consistent and coherent way.

2.3 The JCS is a strategic-level planning document which sets out the identified need for housing, employment and supporting infrastructure across the area through the plan period. In addition, it sets out a spatial strategy for the distribution of new development as well as identifying strategic allocations to help meet the development needs.

2.4 Examination hearing sessions commenced in May 2015 and continued through to July 2017 with the conclusion of sessions dealing with Main Modifications to the plan. The Inspector's Final Report was received in October 2017 and the JCS was formally adopted by all three councils by December 2017.



Figure 2.1: Timeline for the Joint Core Strategy programme.

2.5 At present the Joint Core Strategy and Cheltenham's Local Plan (June 2006) are the adopted planning documents which guide planning decisions made in the borough; however, the Local Plan will be replaced by the Cheltenham Plan upon adoption.

Cheltenham Plan

2.6 The Cheltenham Plan sits underneath the strategic-level of the JCS and provides the local-level, detailed policies for the borough. The Cheltenham Plan will help to meet development targets set out in the JCS by providing specific policy guidance for new development in the area and make smaller-scale local allocations. The policies that will be established through the Cheltenham Plan will provide more detail on local issues than the policies in the JCS. Three public consultations have been carried out on the Cheltenham Plan to date. The latest information on the Cheltenham Plan can be found on our website³.

2.7 Following responses to the Preferred Options consultation and progress on the JCS, the preparation of the Part One and Part Two Cheltenham Plan documents have been merged together. Therefore, one development plan document is currently being worked on called the 'Cheltenham Plan'.

2.8 The Cheltenham Plan scoping consultation was carried out for eight weeks from September 2013. It sought to determine the focus of the Cheltenham Plan. In total 52 responses were received from a range of interest groups, public and private sector bodies, and individuals. The full responses and a summary of responses are available from the council's website⁴.

2.9 In 2015, the Cheltenham Plan (Part One) Issues and Options document was published for a six-week public consultation. This was a public consultation with a focus for responses being online, although written responses were still accepted. A copy of the consultation documents, questionnaires, maps and supporting evidence can be found on the online consultation system⁵.

2.10 The Cheltenham Plan (Part One) Preferred Options consultation built on the responses from previous consultations, which provided key information about the future plan. It narrowed down the possible directions the Plan could follow. The consultation ran for six weeks from 6 February 2017 with and Part One focused on three policy areas: economic strategy, potential local green space designations and potential development sites. A copy of these documents can also be found on the online consultation system⁶.

2.11 An eight-week consultation will begin in late January 2018. This will be a regulation 19 consultation, which is the pre-submission version of the Cheltenham Plan. This will exhibit a draft version of the Cheltenham Plan with the aim of submitting a final version in mid-2018. Further information on the Cheltenham Plan can be found on the website⁴.

³ Cheltenham Plan information available at: https://www.cheltenham.gov.uk/info/46/planning_policy/1034/the_cheltenham_plan

⁴ Consultation information available at: https://www.cheltenham.gov.uk/info/46/planning_policy/1034/the_cheltenham_plan/2

⁵ Issues and Options consultation available at: <http://consult.cheltenham.gov.uk/consult.ti/CheltplaniO2015/consultationHome>

⁶ Preferred Options consultation available at: <http://consult.cheltenham.gov.uk/consult.ti/cododdo/consultationHome>

Neighbourhood Development Plans

2.12 Neighbourhood plans give local people the ability to guide development in their area. Once approved and adopted by the council, a neighbourhood plan will become a part of the development plan by which planning applications in that area will be determined. To be adopted by the council, neighbourhood plans must:

- be in general conformity with the development strategy and policies set out in our existing local plans
- undergo an examination
- get a majority of approval votes in a local referendum

2.13 On 15 September 2015, the council's cabinet approved the designation of a neighbourhood area covering Leckhampton with Warden Hill parish. A Neighbourhood Development Plan is currently being formulated.

2.14 In 2017, the Council received an application to designate a Neighbourhood Area and Neighbourhood Forum in the Springbank ward. Following a consultation period, the council's Cabinet approved the designation on 26th June 2017.

2.15 Later in the year, an application was received for the creation of a Neighbourhood Area and Neighbourhood Forum in the Hester's Way ward. This was approved by the council's Cabinet on 5th December 2017.

2.16 With the formation of these Forums, the areas involved can now begin formally producing their own neighbourhood plans. Currently, the council does not have any adopted Neighbourhood Development Plans.

Community Infrastructure Levy

2.17 The JCS authorities are currently working towards the development of a Community Infrastructure Levy (CIL). Although the evidence to support this is being jointly prepared by the three JCS authorities, each authority will prepare its own charging schedule.

2.18 The CIL Preliminary Draft Charging Schedule was subject to public consultation during May and July 2015. The subsequent Draft Charging Schedule was subject to public consultation in May and June 2016. The CIL Draft Charging Schedules for the three authorities of the JCS were submitted to the Planning Inspectorate for independent examination in July 2016.

2.19 The CIL Examination in Public was due to take place on Wednesday 27th September 2017 but was postponed. Revised dates for examination are with the Inspector who is anticipated to announce them shortly.

Section 106 agreements

2.20 Section 106 (S106) of the *Town and Country Planning Act 1990* is legislation which allows for 'developer contributions' to mitigate the impact of a development. These contributions often involve designations of affordable housing, provision of infrastructure, or specifications for the type and timing of a development. From February 2017, details of S106 agreements have been reported in the council's Quarterly Budget Report, which can be found on the council's website.

3. Duty to Co-operate

3.1 The 2011 *Localism Act* introduced a new duty for local authorities; the Duty to Cooperate requires public-sector organisations to engage with each other over cross-boundary issues. With regard to strategic planning matters, this would include those which involve sustainable development or use of land which would significantly impact at least two local planning areas. This leads to councils adopting a 'joint approach' for certain planning policies. During the period of the monitoring report, the council has continued to actively engage with a broad range of parties in the preparation and completion of the JCS given its regard to cross-boundary issues in relation to the scenarios set out below, as well as the emerging Cheltenham Plan.

3.2 Examples given in paragraph 156 of the NPPF of strategic priorities that would entail a Duty to Co-operate include:

- The provision of new housing across a major conurbation or wider housing market area.
- The provision of major retail, leisure, industrial and other economic development across a travel to work area.
- The provision of infrastructure for transport, waste treatment, energy generation, telecommunications, water supply and water quality.
- Requirements for mineral extraction.
- The provision of health, security, and major community infrastructure facilities.
- Measures needed to address the causes and consequences of climate change, including managing flood risk and coastal change.
- Protection and enhancement of the natural and historic environment, including landscape

3.3 The Duty to Co-operate is a requirement for public-sector bodies. There are two main categories of consultation bodies, statutory consultees and general consultees. A list of these can be found in the council's Statement of Community Involvement⁷.

3.4 Given the Duty to Co-operate is for public-sector bodies, public consultation would not fully demonstrate a local authority's compliance with the Duty to Co-operate on preparation for development plans. However, the council still recognises the importance of public consultations and details its approach to them in the Statement of Community Involvement⁷.

3.5 The JCS Inspector has expressed her view in her final report (MM41A), published 26th October 2017, that the three authorities have fulfilled the duty to co-operate throughout the JCS' production. The authorities' Duty to Co-operate statement, detailing the regular exercise of the duty throughout plan making is available to view online⁸.

⁷ Statement of Community Involvement:

https://www.cheltenham.gov.uk/downloads/download/1061/statement_of_community_involvement

⁸ Duty to Co-operate available as reference no. "SUB108c" at: <https://jointcorestrategy.org/submission-documents-sub>

4. Monitoring

Residential Land Availability Report

- 4.1 The Residential Land Availability (RLA) report records the results of a survey of all sites with planning permission for housing (class C3) in the Cheltenham Borough Council administrative area between 1st April 2016 and 31st March 2017. During the survey, the number of dwellings completed, under construction and not started is recorded. The survey is carried out every 12 months in order to maintain an up-to-date record of house building in the borough. The data in the report is current data as of 1st April 2017 and is used to monitor Cheltenham's development plan.
- 4.2 During this time there were 318 housing completions in the borough, and 22 residential losses were recorded, this resulted in a net increase of housing stock of 296 dwellings. A further 1,603 dwellings have planning permission but were either under construction or not started, these are expected to be completed within five years.
- 4.3 There are eight sites in the Cheltenham Plan which have gained consent. A further 10 sites are proposed to be allocated. The RLA report also gives an update on the adopted Local Plan (2006) allocations. This information can be viewed on the council's website⁹.
- 4.4 In the 2016 JCS trajectory, an existing allocation (allocated in the Cheltenham Borough Local Plan 2006) for 10 dwellings was included with an estimated delivery year of 2030-31. It has since been decided that the site will not produce any housing and has been removed from the current trajectory¹⁰.
- 4.5 Although not included in the RLA report, another indicator has been produced which shows the disparity between permissions granted and residential completions, shown in table 4.1. The number of dwellings granted planning permission since the beginning of the JCS plan period is shown against the total number of completions within Cheltenham Borough.

Table 4.1: Net number of dwellings granted planning permission alongside the net number of completions since the start of the JCS plan period*

Year	Net dwellings granted permission	Net completions	JCS requirement
2011/12	446	36	450
2012/13	306	266	450
2013/14	662	413	450
2014/15	873	316	450
2015/16	380	397	450
2016/17	267	296	450
Total	2934	1724	2700

*The values shown for permissions granted in previous years in this table change each year the AMR is published. This is because permissions granted in previous years are reviewed during the monitoring period to assess which have lapsed or been superseded, with the most recent application being counted.

⁹ https://www.cheltenham.gov.uk/downloads/file/5796/residential_land_availability_report_2017

¹⁰ 2017 trajectory as "MM10D" at: <https://jointcorestrategy.org/main-modifications-examination-document-library/>

4.6 Although the number of dwellings completed since the start of the plan period has been lower than the JCS requirement, overall the number of dwellings granted permission exceeds this figure. This would suggest that the planning process is not a major contributing factor to slow rates of delivery, and that Cheltenham Borough Council is committed to boosting the housing supply.

Non-Residential Land Use Report

4.7 The Non-Residential Land Use Report was published in June 2017. This report outlines the supply of land for non-residential land uses to provide an accurate and up-to-date evidence base for Cheltenham Borough Council's development plan documents. The report monitors all sites with planning permissions for all land uses in Cheltenham Borough, except for C3 dwellings which are published in the RLA. The status of sites is recorded from the surveys stating if they are completed, under-construction or not started. Like the RLA report, this survey covers the period between 1st April 2016 and 31st March 2017. Below can be found a summary of the total completions from the Non-Residential Land Use Report, followed by the total losses.

Table 4.2: Total completions of both employment land and floor space by use class, taken from the Non-Residential Land Use monitoring report

Use class	Total completions	
	Employment land (ha)	Floor space (m ²)
A1	0.11	934
A2	0	0
A3	0.0279	201
A4	0.148	318
A5	0	0
Class A total	0.2859	1453
B1	3.648	12710
B2	0	0
B8	0	0
Class B total	3.648	12710
Class C total	0	0
D1	2.9732	1520
D2	0.020792	94
Class D total	2.993992	1614
Sui Generis total	0.0256	226
Grand total	6.953492	16003

Table 4.3: Total losses of both employment land and floor space by use class, taken from the Non-Residential Land Use monitoring report

Use class	Total losses	
	Employment land (ha)	Floor space (m ²)
A1	0.026	152
A2	0	0
A3	0.0144	284
A4	0	0
A5	0.0156	156
Class A total	0.056	592
B1	3.6962	4566
B2	0	0
B8	0.1	348
Class B total	3.7962	4914
C1	0	0
C2	0.1	461
Class C total	0.1	461
D1	0.0649	29
D2	0.0821	821
Class D total	0.147	850
Sui Generis total	0.013392	78
Grand total	4.112592	6895

Brownfield register

4.8 In December 2017, the council published its brownfield register in accordance with the *Town and Country Planning (Brownfield Land Register) Regulations 2017* and the *Town and Country Planning (Permission in Principle) Order 2017*. It is a list of available brownfield sites (as of 1st April 2017) that have potential for housing development. The register can be found on the council's website¹¹.

Self-build register

4.9 The *Self-build and Custom Housebuilding Act 2015 (as amended by the Housing and Planning Act 2016)* requires each relevant authority to keep a register of individuals and associations of individuals who are seeking to acquire serviced plots of land in the authority's area for their own self-build and custom housebuilding. Cheltenham Borough Council has held a self-build register since September 2015 and 31 individuals and households are currently included. The Council undertook an update exercise to ensure that the people on the register still had an interest in self-build. No suitable plots have been found yet nor have developers come forward with appropriate plots. However, there is potential for allocation of self-build plots on prospective housing sites of the JCS strategic allocations.

¹¹ https://www.cheltenham.gov.uk/info/42/planning/1362/brownfield_register

5. Five Year Housing Land Supply Position

5.1 Local authorities are required to annually identify a five year supply of housing for their administrative area with an additional buffer of 5% brought forward from later within the plan period, in accordance with paragraph 47 of the NPPF. Additionally, the NPPF also states that if there is evidence to suggest persistent under-delivery of housing, local authorities should increase the buffer to 20% brought forward from later within the plan period. This is to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land.

Context of the JCS

5.2 To calculate the five year housing land supply, information was taken from trajectory work completed for the JCS Examination in Public. The trajectory for Cheltenham Borough has been informed by the annual monitoring undertaken in April each year to produce the RLA report. Overall, the supply data represents all housing data collated as of 31st March 2017, since the start of the plan period, 2011.

5.3 The components for the five year supply calculation are shown in table 5.1 which outlines Cheltenham Borough Council's housing supply. The assessed requirement for Cheltenham Borough has been informed by the JCS Examination in Public and uses the most up to date figure derived from the examining Inspector's Final Report published in October 2017.

Position statement

5.4 During the JCS Examination in Public, the housing requirement was established as 10,917 dwellings over the plan period, due to an economic led OAN being the preferred method of calculation and an Affordable Housing uplift being added.

5.5 For Cheltenham, a major part of the JCS is the allocation of the urban extensions to the north-west and west of Cheltenham. As the JCS was adopted on 11th December 2017, these are included in the supply. As explained in the Housing Implementation Strategy¹², the strategic allocations will require a longer lead-in time before delivery can commence on site, to allow time for detailed master-planning and for key infrastructure to be provided. This has led to a shortfall of housing. To address this, a stepped trajectory will be applied to Cheltenham's requirement so that sufficient delivery from the strategic allocations can be achieved to bring plan period housing delivery back in line with the requirements. The first eleven years will have an annual housing requirement of 450 and then the requirement will rise to 663 for the rest of the plan period.

¹² JCS Housing Implementation Strategy, under Supporting Documents <https://jointcorestrategy.org/new-evidence-base-and-supporting-documents/>

Calculating the supply

5.6 As can be seen in Table 5.1, Cheltenham Borough has a shortfall of 976 dwellings. To deal with this under-supply, the Inspector agreed that it was appropriate to use the Liverpool method to spread the shortfall over the rest of the plan period.

Table 5.1: Cheltenham Borough's delivery and shortfall 2011-2016

Variable	Component	Calculation	Sum
A	Annual housing requirement		450
B	Number of years into the plan period		7
C	Requirement to 31 st March 2017		2700
D	Delivery 2011-2016		1724
E	Shortfall on adoption	$E = C - D$	976

5.7 Table 5.2 presents the five year supply calculation for Cheltenham Borough using the Liverpool method.

Table 5.2: Five Year Housing Land Supply

Variable	Component	Calculation	Sum
F	5 Year Requirement	$F = A \times 5$	2250
G	Remainder of the plan period		13
H	Plan period shortfall to be met within five years	$H = (E/G) \times 5$	375
I	NPPF buffer	$I = (F + H) \times 20\%$	525
J	Total number of dwellings required	$J = F + H + I$	3150
K	Total anticipated supply from 2017 to 2022		3499
L	Percentage of total requirement met	$L = K/J$	111.1%
M	Supply in years	$M = K/J \times 5$	5.6

5.8 Following further evidence work on the Cheltenham Plan sites, we have now been able to produce a trajectory which details each site individually. However, this does not affect the five year supply figure. This is due to any site which was previously lacking evidence being kept out of the five year period and has therefore not affected the calculation.