



CHELTENHAM
BOROUGH COUNCIL

2018 Authority Monitoring Report

Cheltenham Borough Council

Planning Policy



Contents

Introduction

3

Background to Cheltenham and the Authority Monitoring Report.

Local Development Scheme

5

Outline of the development plans currently being produced, including the Joint Core Strategy Review and the Cheltenham Plan.

Duty to Cooperate

8

Demonstrates how Cheltenham Borough Council has co-operated with neighbouring authorities and other relevant stakeholders.

Monitoring

10

Presents the findings of this year's residential and non-residential monitoring.

Five Year Supply

13

Identifies the housing supply in Cheltenham Borough for the next five years, and describes the calculation process.

Figures and tables

Figure 2.1 **5**

Timeline for the Joint Core Strategy programme

Table 4.1 **11**

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

Table 4.2 **11**

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

Table 5.1 **14**

Cheltenham Borough's delivery and shortfall 2011-2017

Table 5.2 **14**

Five Year Housing Land Supply

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 2018 reports were published for both residential and non-residential land uses, monitoring the changes that have taken place throughout the monitoring year 2017-18. 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

¹ https://www.cheltenham.gov.uk/downloads/file/6473/residential_land_availability_report_2018
https://www.cheltenham.gov.uk/downloads/file/6472/2018_non-residential_land_use_monitoring_report

² Inform Gloucestershire (2011) *The Economy of Gloucestershire*. Available at:
https://inform.gloucestershire.gov.uk/media/1520759/economy_of_gloucestershire_2017-35.pdf (Accessed 16th December 2017).

which results in a net inward flow of 4,366. 17,857 workers commute into Cheltenham from elsewhere within Gloucestershire, while 14,037 workers from 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.

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 In order to be found sound, the Inspector requested that the JCS be reviewed immediately after adoption, which the JCS authorities are now in the process of undertaking. The JCS authorities have published an ‘Issues and Options’ consultation under Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012³. Figure 2.1 (below) shows the estimated timeframe for the review.



Figure 2.1: Timeline for the Joint Core Strategy Review programme.

³ <http://consult.gct-ics.org/consult.ti/iando/consultationHome>

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 Borough Council Local Plan 2011-2031 (the '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. 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 website⁴.

2.7 The Plan is reaching its final stages of production. Following on from the Pre-Submission consultation held in spring, the Plan was submitted to the Secretary of State for independent examination on 3 October 2018. Following formal acceptance on 15 October 2018 of the submitted Plan, the Secretary of State has appointed Inspector Wendy Burden BA(Hons) DipTP MRTPI to conduct the independent examination to assess the soundness of the Plan. Upon completion of the examination, the Inspector will issue a report for the council giving recommendations for modifications to the Plan where necessary to make it sound, as requested by the council.

Neighbourhood Development Plans

2.8 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

2.9 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.

2.10 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.

⁴ https://www.cheltenham.gov.uk/info/46/planning_policy/1034/the_cheltenham_plan

2.11 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.

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

Community Infrastructure Levy

2.13 The JCS authorities have worked towards the development of a Community Infrastructure Levy (CIL). Although the evidence to support this has been jointly prepared by the three JCS authorities, each authority has prepared its own charging schedule.

2.14 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.

2.15 The CIL Examination in Public hearings were held from the 15th to the 17th May 2018 and the Inspector recommended approval of this document, with minor modifications, on the 31st July 2018. The charging schedule can be found on the JCS website⁵. CIL will come into force from 1st January 2019.

Section 106 agreements

2.16 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.

⁵ JCS CIL charging schedule, under the heading "Charging schedules": <https://www.jointcorestrategy.org/community-infrastructure-levy>

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 of strategic issues where co-operation was appropriate can be seen below, alongside how they have been addressed through the Joint Core Strategy:

- The homes and jobs needed in the area. This has been discussed at length through the Joint Core Strategy examination and found sound.
- The provision of retail, leisure and other commercial development. Through the Joint Core Strategy commercial development requirement and provision has been addressed, and retail provision will be addressed through the immediate retail review.
- The provision of infrastructure for transport, telecommunications, waste management, water supply, wastewater, flood risk and coastal change management and the provision of minerals and energy (including heat). Strategic level infrastructure requirements have been agreed through the Joint Core Strategy.
- Requirements for mineral extraction.
- The provision of health, security, community and cultural infrastructure and other local facilities.
- Climate change mitigation and adaption, conservation and enhancement of the natural and historic environment, including landscape. Through the Joint Core Strategy work was undertaken with relevant bodies to ensure that where necessary mitigation works are included on sites of strategic scale in order to ensure little harm is caused as is possible.

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 Involvement⁶.

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 Involvement.

⁶ https://www.cheltenham.gov.uk/downloads/download/1061/statement_of_community_involvement

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 online⁷.

3.6 In January 2018, another Duty to Co-operate statement was published by the Council to be read alongside the JCS statement. It illustrates the collaborative work conducted with neighbouring authorities and other bodies in the production of the Cheltenham Plan⁸.

⁷ Duty to Co-operate available as reference no. "SUB108c" at: <https://jointcorestrategy.org/submission-documents-sub>

⁸ <https://www.cheltenham.gov.uk/downloads/file/6552/sd019> - topic paper- duty to cooperate statement

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 2017 and 31st March 2018. 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 2018 and is used to monitor Cheltenham's development plan.
- 4.2 During this time there were 631 housing completions in the borough, and 37 residential losses were recorded, this resulted in a net increase of housing stock of 594 dwellings. A further 1,448 dwellings have planning permission but were either under construction or not started. These are expected to be completed within five years.
- 4.3 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.

Non-Residential Land Use Report

- 4.5 The Non-Residential Land Use Report was published in August 2018. 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 2017 and 31st March 2018. Overleaf can be found a summary of the total completions from the Non-Residential Land Use Report, followed by the total losses.
- 4.6 Throughout this period there was a net increase in employment land of 3.8435 hectares and a net increase in floor space of 15,752 square metres.

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/>

Table 4.1: 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	0.9788	7704
A2	0.02	112
A3	0.2991	3759
A4	0.2088	2081
A5	0	0
Class A total	1.5067	13,656
B1	1.8435	8399
B2	0.55	1722
B8	0.12	270
Class B total	2.5135	10441
Class C total	0	0
D1	0.1833	1869
D2	0.3731	8408
Class D total	0.5564	10277
Sui Generis total	2.7422	10419
Grand total	7.3188	44793

Table 4.2: 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	1.138	13404
A2	0.2727	2874
A3	0.1263	1063
A4	0.03	494
A5	0	0
Class A total	1.567	17835
B1	0.7687	3753
B2	0.016	129
B8	0.435	1628
Class B total	1.2197	5510
C1	0.19	902
C2	0.138	968
Class C total	0.328	1870
D1	0.0756	935
D2	0.1850	2318
Class D total	0.2606	3253
Sui Generis total	0.105	573
Grand total	3.4753	29041

Brownfield register

4.7 In December 2018, the council published its update to 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 2018) that have potential for housing development. The register can be found on the council's website¹¹.

Self-build register

4.8 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 47 entries are currently included. The Council undertakes yearly update exercises to ensure that the people on the register still have 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 73 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 The trajectory for Cheltenham Borough has been informed by the annual monitoring undertaken in April each year as presented in the RLA report. Overall, the supply data represents all housing data collated as of 31st March 2018, 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 is taken from the adopted JCS.

Position statement

5.4 During the JCS Examination in Public, the housing requirement for Cheltenham Borough was established as 10,917 dwellings over the plan period, due to an economic-led Objectively Assessed Housing Need (OAHN) being the preferred method of calculation and an Affordable Housing uplift being added.

5.5 For Cheltenham, the JCS allocation of the urban extensions to the north-west and west of Cheltenham is important. 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. At first, the annual housing requirement will be 450 and then in 2022 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 against the first part of the plan requirement of 832 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 remaining plan period.

Table 5.1: Cheltenham Borough's delivery and shortfall 2011-2017

Variable	Component	Calculation	Sum
A	Annual housing requirement		493
B	Number of years into the plan period		7
C	Requirement to 31 st March 2018		3150
D	Delivery 2011-March 2018		2318
E	Shortfall on adoption	$E = C - D$	832

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	$F = A \times 5$	2463
G	Remainder of the plan period		13
H	Plan period shortfall to be met within five years	$H = (E/G) \times 5$	320
I	NPPF buffer	$I = (F + H) \times 20\%$	557
J	Total number of dwellings required	$J = F + H + I$	3340
K	Total anticipated supply from 2017 to 2022		3104
L	Percentage of total requirement met	$L = K/J$	92.9%
M	Supply in years	$M = K/J \times 5$	4.6

5.8 Table 5.2 shows that Cheltenham Borough is not currently able to demonstrate a five year supply of housing land. Following analysis of the full trajectory this can mainly be attributed to the Strategic Allocations projections of delivery slipping, as completions for monitoring year 2017/18 was highest so far in the plan period at 594 dwellings.

5.9 We are seeking to address issues of supply through the review of the JCS. This began with an Issues & Options Regulation 18 consultation that was conducted from 12th November 2018 to 11th January 2019.