

Flintshire Local Development Plan 2015 – 2030 EXAMINATION IN PUBLIC

Hearing Session Matter 20

Thursday 20th May 2021

Monitoring Framework

Hearing Statement by Flintshire County Council

Flintshire Local Development Plan (2015 - 2030) Examination in Public

Flintshire County Council Statement: Matter 20:

This statement has been prepared by Flintshire County Council (FCC) in response to the Inspectors' hearing questions:

Key Issue: Does the LDP enable adequate monitoring of its effectiveness?

Response:

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| <ol style="list-style-type: none">1. Yes. The Deposit LDP incorporates a monitoring framework which sets out a series of monitoring indicators, targets, trigger points and actions which will form the basis for future monitoring of the Plan's performance. These indicators are specific and measurable and include both local indicators proposed by the Council and indicators required by legislation and applicable to all plans.2. As required by Welsh Government the Council will produce an Annual Monitoring Report for submission to Welsh Government, which will enable the Council to identify whether, based on an assessment against the identified Monitoring Indicators, the Strategic Objectives of the Plan are being achieved and the policies are being implemented as anticipated. If necessary the AMR will outline the steps that the Council intends to take to address any underperforming policies. |
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Question a) Are Clear targets and measurable outcomes in place for effective monitoring of delivery of the development and allocated sites and achievement of LDP objectives?
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Council's Response:

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| <ol style="list-style-type: none">a.1 Yes, the Monitoring Framework includes clear and detailed information relating to indicators, targets, trigger points, actions and measurable outcomes to enable effective monitoring of the delivery of the development and allocated sites and achievement of the LDP objectives.a.2 However, some changes will be required to the Framework to reflect the revised guidance on monitoring the Housing land Supply contained in Edition 3 of the Development Plans Manual. Since the publication of the Deposit Plan in September 2019 the requirement for LPA's to monitor their housing land supply and maintain a 5 year supply of housing land has been removed. Technical Advice Note 1 (TAN 1) was revoked in its entirety in March 2020 and the housing delivery section of Planning Policy Wales (Edition 10) was amended to remove the 5year housing land supply requirement. This change is established in Edition 11 of Planning Policy Wales, published in February 2021.a.3 In accordance with the new guidance, it is proposed that the Monitoring |
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<p>Framework be amended to now reference the requirement to monitor completions, both annually and cumulatively since the start of the Plan period, against the AABR in the LDP Housing trajectory, as referenced in Table 29 in the Manual.</p> <p>a.4 In addition, a further minor change is proposed to the wording of the trigger point re MI15 to reflect comments made by the Home Builders Federation in its submission at Deposit stage (id411).</p> <p>a.4 Appendix 1 attached to this statement incorporates the Council's proposed changes to the Monitoring framework to reflect the above, though the Council acknowledges that further refinements to the monitoring arrangements may be necessary through the examination process.</p>	
<p>Question b) Are triggers timely and do they allow for an effective response to be made in the event that remedial action is required? In particular, how will additional sites be brought forward if there is a persistent shortfall in housing delivery?</p>	
<p>Council's Response:</p> <p>b.1 Yes, where relevant the indicators have a time specified in the target or trigger, otherwise they will be considered on an annual basis as part of the Monitoring Framework. Where trigger points have numerical outputs and a time specified, a time period of 2 consecutive years is generally used, in accordance with the guidance contained in para.8.6 of Ed. 3 of the Manual. Where a trigger is activated, the reasons for this will be thoroughly explored to determine what actions need to be taken.</p> <p>b.2 As explained in the response to Matter 7, the LDP Housing provision contains a significant element of contingency (equivalent to a flexibility allowance of 14% and a non delivery allowance of over 23%), which should ensure that sufficient sites are available for development, to allow for unforeseen delays to the delivery of some sites. The Council therefore considers it extremely unlikely that a persistent shortfall in housing delivery will occur, particularly as the LDP has delivered slightly above its target over its first five years. Any other contingencies will be determined by the findings of the AMR and dealt with in accordance with the associated remedial action referenced in relation to that issue in the Monitoring Framework.</p>	
<p>Question c) Are clear arrangements in place for monitoring and reporting the results?</p>	
<p>Council's Response:</p> <p>c.1 As required by legislation (and outlined in the Development Plans Manual Edition 3 (March 2020) the Council will produce an Annual Monitoring Report (AMR) for publication and submission to Welsh Government, in which the Council will</p>	

identify whether (based on an assessment against the identified monitoring indicators, targets and trigger points) the strategic objectives and proposals of the Plan are being achieved and whether the Plan's policies are being implemented as anticipated.

- c.2 The AMR will outline the steps that the Council intends to take to address any underperforming policies, involving a range of possible actions, from further monitoring to Plan review if necessary, as outlined in Table 30 of the Edition 3 of the Manual. It is the Council's intention to create a framework AMR report following the Examination, in readiness to use as a basis for monitoring plan performance following adoption.

Question d) Have remedial actions been identified?

Council's Response:

- d.1 Yes. Remedial actions have been identified and are included in the monitoring Framework and referenced in Para 13.8 in the Deposit Plan.

Remedial actions include:

- Continue monitoring
- Training required for Officers/Members
- Further supplementary planning guidance required
- Further investigation/ research required
- Policy Review required
- Plan review required

Question e) Have the main risks to delivery been identified, and how will contingencies be handled?

Council's Response:

- e.1 Background Paper 3 The Infrastructure Plan ([LAP-EBD-BP3](#)) identifies the means to improve and provide the necessary infrastructure required to support and sustain the level of growth proposed in the LDP. Constructive dialogue has taken place with both internal and external stakeholders and infrastructure providers organisations, in order to ensure that stakeholders are engaged in the provision and planning of the infrastructure required to support the Plan's strategy. The information provided has helped to demonstrate the viability and deliverability of the sites allocated in the Plan.
- e.2 Assessments of both the committed and allocated housing land supplies have been carried out and delivery trajectories provided (see Appendices 2A & 3A to Background Paper 10A) based on information from site owners, agents and developers. Additional details on the situation in respect of the two allocated strategic sites is included in the Council's response to Matter 3 while the Council's response to the Inspectors' Preliminary Question 10 includes information on the remaining allocated sites.
- e.3 Further information relating to delivery has been provided to the Examination through separate statements on individual sites. These include statements of

common ground relating to a number of allocated sites, and statements from owners and developers in relation particularly to the Northern Gateway allocated site. The Northern Gateway information is summarised in an updated position statement from the Council (FCC007) provided to the Examination following the Matter 3 hearing session.

- e.4 The Council has also submitted an updated position statement to the Examination relating to several of the sites included in the committed supply, where delivery has been questioned by some objectors. Of the committed housing supply, as at 1/4/21 only 5 of the 56 sites are not either already developed, under construction or owned by a developer with plans for development.
- e.5 Of the 13 allocated sites in the Plan, four are now under construction (Broad Oak, Connah's Quay, Maes Gwern, Mold , Chester Rd., Penymynydd and The Northern Gateway Strategic site). Of the remaining nine allocations, all have developer interest and four are /have been the subject of planning applications (Cae Isa, New Brighton, Denbigh Rd., Mold, Northop Rd., Flint, and Well St., Buckley).
- e.6 As explained in the Council's response to Matter 7, and in the response to Question b) above, and as discussed at the Matter 7 hearing session, the LDP Housing provision contains a significant element of contingency in the form of a Flexibility allowance of 1260 dwellings. This equates to a flexibility allowance of over 18% of the LDP housing requirement or alternatively a flexibility allowance of 14% and a non delivery allowance of 23.5% of the committed supply, as explained in the Council's response to question c) in its' Matter 7 Statement.
- e.7 Any other contingencies will be determined by the findings of the AMR and dealt with in accordance with the associated remedial action referenced in relation to that issue in the Monitoring Framework.
- e.8 The Council is not aware of any requirement in PPW11 or the Development Plans Manual (Edition 3) for LDP's to identify contingency sites. Instead LDP's must include an appropriate flexibility allowance. Furthermore, every LDP must be reviewed at least every 4 years after adoption.

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APPENDIX 1: Monitoring Framework- Suggested Amendments

LDP Objective	Strategic Policy	Policies to Monitor	Monitoring Indicator	Target	Trigger Point	Justification for Target and Trigger	Implementation	Source of Data	Action
Indicators required by Legislation									
SO11	STR1 STR11 [HN1] [HN3]	STR1 STR11 [HN1] [HN3]	MI2 Number of net additional market and affordable houses	Total annual build rate of 463 per annum / LHMA target of 228 affordable units per annum and Affordable Housing Background Paper	Delivery below Plan's annual build rate / target for at least two consecutive years	PPW10 TAN1 PPW11 LDP Reg 37 To determine whether housing completions are in line with Plan.	FCC / Developers / Infrastructure Providers	JHLAS Annual Housing Land Monitoring Exercise	Keep monitoring Further investigation / review required
Key Indicators applicable to all Plans									
SO11	STR1 STR11 [HN1]	STR1 STR11	MI1 Housing land Supply Annual level of housing completions	Min 5 year supply AABR as specified in adopted housing trajectory	Below 5 year supply for at least two consecutive years. Over 10% below AABR for at least two consecutive years?	PPW10 TAN1 LDP Reg 37 PPW11 LDP Manual Ed.3 (Table 29)	FCC / Developers / Infrastructure Providers	JHLAS Annual Housing Land Monitoring Exercise	Keep monitoring Further investigation / review required
SO12	STR2	STR2	MI3 Spatial Distribution of Housing	Spatial Distribution to settlement tiers as set out in explanation to STR2	Variation of +/- 10% from the expected distribution for at least two consecutive years	PPW11 The Plan Strategy sets out an apportionment of growth to each tier in the settlement hierarchy in terms of completions, commitments and allocations.....?	FCC / Developers / Infrastructure Providers	JHLAS Annual Housing Land Monitoring Exercise	Keep monitoring Further investigation / review required
SO11	STR1	STR1 HN1 HN3	MI4 The level of housing completions (private and affordable)	Annual build rate as per the Housing Trajectory	Delivery of market / affordable housing below trajectory for	To ensure that the housing is being delivered	FCC / Developers / Infrastructure Providers	JHLAS Annual Housing Land	Keep monitoring Further investigation /

LDP Objective	Strategic Policy	Policies to Monitor	Monitoring Indicator	Target	Trigger Point	Justification for Target and Trigger	Implementation	Source of Data	Action
			monitored against the housing requirement. Total cumulative housing completions monitored against the anticipated cumulative completion rate	(market and affordable) Cumulative housing completions as specified in the adopted housing trajectory	at least two successive years Cumulative housing completions below cumulative completion rate specified in adopted trajectory for at least two consecutive years	PPW11 LDP Manual Ed.3 (Table 29)		Monitoring Exercise	review required
SO11 SO12	STR11	HN1	MI5 Housing Allocations – number of dwellings delivered.	Annual completions figure as per Housing Trajectory	Annual completions falling below levels in Trajectory for at least two consecutive years	The Plans detailed housing allocations are an important part of the Plans housing provision	FCC / Developers / Infrastructure providers?	JHLAS Annual Housing Land Monitoring Exercise	Keep monitoring Further investigation / review required
SO11 SO12	STR3	STR3 HN1	MI6 Warren Hall – number of dwellings delivered	Annual completions figure as per Housing Trajectory	Annual completions falling below levels in Trajectory for at least two consecutive years	Strategic Sites form an important part of Plans housing provision and the Plans strategy to deliver strategic mixed use sites	FCC / Developers / Infrastructure providers?	JHLAS Annual Housing Land Monitoring Exercise	Keep monitoring Further investigation / review required
SO11 SO12	STR3	STR3 HN1	MI7 Northern Gateway – number of dwellings delivered	Annual completions figure as per Housing Trajectory	Annual completions falling below levels in Trajectory for at least two consecutive years	The Northern Gateway Strategic Sites form a significant part of Plans housing provision and the Plans strategy to deliver strategic mixed use sites	FCC / Developers / Infrastructure providers?	JHLAS Annual Housing Land Monitoring Exercise	Keep monitoring Further investigation / review required
SO11 SO12	STR11	STR11	MI8 Small Sites Allowance – number of dwellings delivered	60 dwellings per annum for each year of the remaining Plan period	Small sites completions either above or below 60 dwellings per annum for at least two consecutive years	Ensure contribution of small sites allowance to plans overall housing provision, is being achieved.	FCC Developers	JHLAS Annual Housing Land Monitoring Exercise	Keep monitoring Further investigation / review required

LDP Objective	Strategic Policy	Policies to Monitor	Monitoring Indicator	Target	Trigger Point	Justification for Target and Trigger	Implementation	Source of Data	Action
SO11 So12	STR11	STR11	MI9 Windfall Allowance - – number of dwellings delivered	50 dwellings per annum for each year of the remaining Plan period Annual and cumulative windfall completions as specified in the adopted housing trajectory	Windfall sites completions either above or below 50 dwellings per annum for at least two consecutive year. Annual and cumulative windfall completions falling below levels in Trajectory for at least two consecutive years	Ensure contribution of windfall sites allowance to plans overall housing provision, is being achieved.	FCC Developers	JHLAS Annual Housing Land Monitoring Exercise	Keep monitoring Further investigation / review required
SO11	STR11	HN3	MI10 Level of affordable housing completions against Plans overarching affordable housing target	Target of affordable houses in Affordable Housing Background Paper.	Deviation of delivery by number from Affordable Housing Background Paper for at least two consecutive years	Ensure that the Plan is delivering sufficient amount of affordable housing.	FCC Planning FCC Housing Strategy	JHLAS Annual Housing Land Monitoring Exercise & Housing Strategy monitoring	Keep monitoring Further investigation / review required
SO11	STR11	HN3	MI11 Tenure of affordable housing completions	Tenure split (social rented and intermediate) in line with the need identified in LHMA and the Affordable Housing background paper	Deviation of delivery by tenure from Affordable Housing Background Paper for at least two consecutive years	Ensure that the Plan is delivering appropriate tenure of affordable housing.	FCC Planning FCC Housing Strategy	Planning Register Aff Housing returns	Keep monitoring Further investigation / review required
SO8 SO9	STR1 STR8	PE1	MI12 Employment Land Take up on Allocations	Take up on employment land allocations	No take up on employment land allocations for at least two consecutive years	Ensure that development is being achieved on the Plans employment allocations	FCC Planning	Planning Register	Keep monitoring Further investigation / review required
SO8 SO9	STR1 STR7	STR1	MI13 Job Growth	8-10,000 jobs	No trigger	To monitor whether job growth over the	FCC Regeneration	ONS	Keep monitoring

LDP Objective	Strategic Policy	Policies to Monitor	Monitoring Indicator	Target	Trigger Point	Justification for Target and Trigger	Implementation	Source of Data	Action
						Plan period meets the aspirational target			Further investigation / review required
SO11	STR1 STR11	HN3	MI14 Delivery of affordable housing thresholds and percentage targets for each sub-market area	Delivery as per HN3 and Affordable Housing Background Paper	Deviation above or below the target for at least two consecutive years	Ensure that the Plan is delivering affordable housing.	FCC Planning Service FCC Housing Strategy	Planning Register	Keep monitoring Further investigation / review required
SO11 SO1 SO4	STR1 STR11	HN3 HN1	MI15 Viability – trends in house prices, land values, build costs.	Scheme viability and delivery of planning obligations in line with Viability Study	Deviation (positive or negative in terms of a 5% change in house prices) compared to Viability Study for at least two consecutive years A 5% deviation (positive or negative) between house prices, land values & build costs compared to Viability Study for at least two consecutive years	To ensure that housing development remains viable in delivering planning obligations in the context of changing financial parameters	FCC Planning District Valuer		Keep monitoring Further investigation / review required
SO11	STR1 STR11	HN1	MI16 Rate of development on key local housing allocations (completions, take up and infrastructure schemes)	Delivery as per housing trajectory	Deviation (positive or negative) compared to housing trajectory for at least two consecutive years	To ensure local housing allocations in HN1 are delivering at the rate specified in the housing trajectory	FCC Planning	Planning Register JHLAS	Keep monitoring Further investigation / review required
SO11 SO12	STR12	HN8	MI17 Gypsy and Traveller sites / pitches built on allocated sites	Identified need to be fully met by 2030.	No planning permission on allocated site	To ensure that the Plan is meeting identified needs through site implementation	FCC Planning Service FCC Housing Strategy	Planning Register	Keep monitoring Further investigation / review required

LDP Objective	Strategic Policy	Policies to Monitor	Monitoring Indicator	Target	Trigger Point	Justification for Target and Trigger	Implementation	Source of Data	Action
'Locally Specific and Contextual Indicators'									
SO11 SO12	STR12	HN9	MI18 Gypsy and Traveller sites / pitches built on 'windfall' sites	No target	Any permission for gypsy and traveller site which is not allocated	To monitor whether allocated sites are sufficient to cater for need over the Plan period and to inform future GTAA	FCC Planning FCC Housing Strategy	Planning Register	Keep monitoring Further investigation / review required Feed into future GTAA
SO16	STR13	EN2	MI19 Loss of green barrier	No loss of green barrier unless considered to be in line with national policy	Any permission granted contrary to policy and national policy	To ensure no development which would lead to loss of green barrier or harm to its openness	FCC Planning	Planning Register	Keep monitoring Further investigation / review required
SO1 SO2 SO7 SO10	STR9	PE8	MI20 Loss of retail units in Primary Shopping Areas	No loss of retail units which are contrary to policy	Granting of permission contrary to policy	To ensure that Primary Shopping Areas retain a mix of retail and other uses which contribute to the centres vitality and viability	FCC Planning FCC Regeneration	Planning Register Health Checks	Keep monitoring Further investigation / review required

Notes: Existing wording suggested for removal shown red

Suggested new wording shown blue

Wording in brown is possible amendment in light of objection by HBF