

ANNUAL MONITORING REPORT

2004 – 2005

**Department of Development,
Regeneration and Regulation**

December 2005



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EXECUTIVE SUMMARY

Introduction

This report is the first Annual Monitoring Report produced by the Council. Its purpose is to set out, for the year April 2004-March 2005, progress on the Local Plan and Local Development Framework, to see how policies are being implemented, and discuss whether any policies need revision.

Progress on Development Plans

Work during the year has been dominated by the Local Plan Second Deposit, prepared in July 2004, followed by the Local Plan Inquiry. This started in January 2005 and finished in December 2005. A timetable for completion of the remaining stages appears as Appendix 2.

The Council's first Local Development Scheme, setting out details of documents that will make up the Local Development Framework for the Borough, was approved in August 2005. Work has commenced on the Statement of Community Involvement, but because of the length of the Inquiry, the timetable in the Local Development Scheme will need revision.

Housing

Considerable progress has been made in completions of new dwellings, going towards meeting the Staffordshire and Stoke on Trent Structure Plan requirement for 6,500 dwellings in East Staffordshire between 1996 and 2011. Approximately 4,700 dwellings have been completed between 1996 and 2005. More than sufficient planning permissions have been granted, or provisionally allocated in the Local Plan, to meet the residual requirement of approximately 1,800 dwellings.

Growing pressure of demand for new housing has led to the Council imposing restrictions on new permissions for housing on "windfall" sites for 10 or more dwellings. This is to ensure that Structure Plan requirements are not substantially exceeded. The restrictions are to be reviewed when the Inspector's report into the Local Plan Inquiry is received, which it is anticipated will be in February 2006.

Satisfactory progress has been made towards achieving a supply of affordable housing. The Council set a figure of 75 dwellings a year to be achieved over the next few years. 32 affordable dwellings were completed in 2004-05 with an equivalent number started. The Council has negotiated planning obligations on new residential permissions over the last two years, which would ensure provision above that level. There has also been direct provision by registered social landlords.

The density of new residential development has risen considerably over the year with approximately two thirds of completed residential development being above the Government's recommended minimum density of 30 dwellings per hectare. There has been an even more marked increase in completions on sites with a density of 50 dwellings per hectare or higher. This trend can be expected to continue rising as new higher density sites are permitted.

Great success has been achieved in increasing the number of housing completions taking place on previously developed "brownfield" land to 93% during the year, by far

the highest level achieved in East Staffordshire. This represents a massive swing of the pendulum from the position prevalent until only a few years ago, when most completions were on previously undeveloped “greenfield” land. New permissions being granted continue to reflect this position.

Employment

Steady progress has been made in releasing more employment land. While only a small amount of new employment development has been completed in the year, the Revised Deposit version of the Local Plan has sought to resolve a number of uncertainties in the provision of employment land. Planning permissions for employment use on the South of Branston site have been renewed and a number of site issues have been resolved. The completion of the Local Plan process, resolving the issue of site allocation, should give greater certainty to investors on the remaining major sites.

Other Land Uses

The year saw the completion of a major retail scheme at Middleway Park, Burton upon Trent, but otherwise there has been nothing of significance by way of new permissions for retailing or hotels and leisure. A separate issue has been the possible redevelopment of the Riverside Centre on High Street, Burton.

Transport

In terms of allowing development in sustainable locations, 98% of housing completions were in locations where public transport journey times to local facilities were less than 30 minutes.

The report discusses the issues needing to be resolved, either through the Local Plan Inquiry or review of the Regional Spatial Strategy, to secure a road bridge across the River Trent linking the A38 through the South of Branston Employment site to the Drakelow Power Station site in South Derbyshire.

1. INTRODUCTION

- 1.1 This is the first Annual Monitoring Report produced by East Staffordshire Borough Council. It is one of a series of documents which local authorities are required to produce under the new planning system, which came into force in September 2004. It is intended to monitor progress in the year April 2004 to March 2005.
- 1.2 The aims of the Monitoring Report are to:
 - (i) Report on progress on the preparation of the Local Plan Review, produced under the old planning system, and Development Plan Documents and Supplementary Planning Documents being prepared under the new system of Local Development Frameworks. These are listed in the Council's Local Development Scheme approved in August 2005.
 - (ii) Monitor the extent to which key policies of the Local Plan and other Documents are being implemented.
 - (iii) Where policies are not being implemented, explain why, and then set out steps to ensure that they will be implemented in future.
 - (iv) Identify the significant effects of implementing policies.
 - (v) Set out whether policies in the Local Plan and Development Plan Documents should be amended or replaced.
- 1.3 The Council submitted its first Local Development Scheme at the end of March 2005 which, following discussions with Government Office West Midlands, was finally approved in August. The timetable approved did not envisage formal commencement of any of the listed Local Development Documents before the third quarter of 2005, and most of the Development Plan Work in 2004 to 2005 has therefore consisted of work on the Review of the East Staffordshire Local Plan. Section 2 of this report concentrates on the work done over the year.
- 1.4 As this is the first year in which Councils are preparing Annual Monitoring Reports, government advice is that the number of issues requiring review can be fairly limited. The Council will concentrate in particular on issues which have resulted in changes to the Local Plan either at Second Deposit stage (July 2004) or in the run up to and during the early part of the Local Plan Inquiry (December 2004 to March 2005). These include progress on provision of housing and employment land and affordable housing.
- 1.5 The Local Plan Inquiry formally closed on 1st December 2005, and the Council is awaiting the Inspector's Report early in 2006. A number of modifications are likely to be proposed as a result of this. There is therefore little need in this year's Report to carry out any significant further review of whether policies need amendment or replacement, although the LDS has listed this work for the longer term.

2 PROGRESS ON DEVELOPMENT PLANS

A. EAST STAFFORDSHIRE LOCAL PLAN REVIEW

- 2.1 The Local Plan Review commenced in 2000 with the First Deposit stage published for consultation in February 2001. Approximately 2300 representations were received during the consultation period. The timetable for the later stages was delayed for some time pending discussion, firstly, of key land use allocations which had been the subject of multiple objections and, secondly, whether the format of later stages should reflect the ODPM guidance on transitional arrangements to the new Local Development Framework system. This offered a number of options to Councils who were in the middle of a Local Plan Review, including a Core Strategy and Action Area Plans within the Local Plan.
- 2.2 The Council in May 2004 considered a series of reports on the Local Plan. These included four reports:
- Detailing the officers' recommendations on responses to the objections received in 2001 to the First Deposit Plan;
 - On 6 key sites, 5 of which were allocated at First Deposit and which had been suggested as an alternative housing site by way of objection.
 - Updating the position on Housing Land Supply and making recommendations on revised housing allocations;
 - Setting out a timetable for the remaining stages of the Local Plan process. This is attached as Appendix 1. It will be seen from this that as well as the chapter structure used at the time of the First Deposit, there were intended to be additional sections including a Core Strategy (incorporating a Spatial Strategy) and an Action Area Plan for Uttoxeter, incorporating the land-use based recommendations of the Uttoxeter Masterplan on regeneration of the town centre. It will also be seen that although the timetable was kept to up until the start of the Local Plan Inquiry in January 2005, the Inquiry itself was not completed until December 1st 2005 and the subsequent stages of modification and adoption are the subject of considerable slippage. A revised timetable for the outstanding stages has been produced and appears at Appendix 2.
- 2.3 The remaining stages of the Local Plan review dealt with up to the end of 2005 included:
- July 2004: A revised draft Second Deposit version of the Local Plan approved by the Cabinet.
 - August 2004: Further amendments to Second Deposit to incorporate objectives of two regeneration documents also considered by the Council; the Uttoxeter Masterplan and Inner Burton Housing Initiative.
 - August 16th to October 4th 2004: Second Deposit formal consultation period. At the end of it, a further 388 representations had been received.

- September 2004: Appointment of Programme Officer and fixing of Inquiry start date.
 - November – December 2004: Consideration of Second Deposit representations, leading to preparation of 67 Pre-Inquiry Changes published in early December. This resulted in 58 further representations.
 - January 2005: Commencement of Local Plan Inquiry.
 - December 2005: Completion of Inquiry.
- 2.4 The key issues raised by the Pre-Inquiry changes included:
- Changes to the Core Strategy
 - Further adjustments to the employment allocations
 - Further revisions to the opening section of the Housing chapter, including deletion of a table of reserve sites, increases in capacity of proposed allocations, and the addition of a draft allocation at Balance Street, Uttoxeter.
- 2.5 Shortly after the start of the Inquiry, one further significant Inquiry Change was made, introducing revised text allowing for consideration of Lawns Farm as an alternative employment site should South of Branston not be implemented. This was also the subject of consultation with objectors who had previously objected to the original draft allocation at Lawns Farm.
- 2.6 During the Inquiry a total of 35 Inquiry Changes were submitted to the Inquiry, most of them on minor matters.
- 2.7 In summary, therefore, the Review and Inquiry process has led to a considerable number of changes to the Plan during the year 2004-2005, and these must await the Inspector's final recommendations. No immediate further changes are contemplated until the Inspector's final recommendations are received.

B. LOCAL DEVELOPMENT SCHEME MONITORING

- 2.8 The Council's first Local Development Scheme (LDS) was submitted to Government Office West Midlands in March 2005, and was the subject of further revisions before final approval in August 2005. This sets out details of Development Plan Documents and Supplementary Planning Documents to be prepared under the auspices of the new system of Local Development Frameworks introduced by the Planning and Compulsory Purchase Act 2004. None of the documents listed were intended for commencement during the year April 2004 – March 2005.

Figure 1 LDS Timetable		2005		2006				2007				2008			
		JAS Q3	OND Q4	JFM Q1	AMJ Q2	JAS Q3	OND Q4	JFM Q1	AMJ Q2	JAS Q3	OND Q4	JFM Q1	AMJ Q2	JAS Q3	OND Q4
	Local Plan Review 2nd Deposit	Close of Inquiry	Report	Modifications	Adoption										
LDD1	Statement of Community Involvement	C	O	S	P	E	A								
LDD2	Core Strategy		C		O			S		E				A	
LDD3	Balancing Housing Markets	C			O				S	E				A	
SPD1	Uttoxeter Action Area Site Specific: Balance Street		C	O		R	A								
SPD2	Significant Rural Estate Duchy		C		O	R	A								
SPD3	Central Rivers Project		C		O	R	A								
SPD4(a)	Development Briefs for Key Sites: West of Uttoxeter					C	O		R	A					
SPD4(b)	Wellington Street, Burton		C	O		A									
SPD4(c)	Burton Town Centre West				C		O		A						
SPD5	Design Principles/Development Guidance					C	O		A						
SPD6	Balancing Housing Markets (Interim)		C		O	R	A								
SPD7	Review of Redundant Farm Buildings			C	O	R	A								

Key - LDD – Local Development Documents

Programme: C Commencement
O Consultation on Preferred Option (or public participation on draft SPD's)
S Submission of draft DPD to the Secretary of State
P Pre Examination Meeting

SPD – Supplementary Planning Documents

R Consideration of Response
A Adoption
E Commencement of Examination

2.9 The approved LDS lists 3 Development Plan Documents and 9 Supplementary Planning Documents. The timescale for progress on each of this is set out in the attached Figure 1 which is taken from the LDS. Two of the three Development Plan Documents were listed for commencement in September 2005 (Statement of Community Involvement; Balancing Housing Markets) and the third in October 2005 (Core Strategy). Work on the Statement of Community Involvement has commenced (November 2005).

2.10 The Supplementary Planning Documents listed include:

- Action Area Plan for Balance Street, Uttoxeter,
- 3 Development Briefs for Key Sites (West of Uttoxeter; Wellington Street, Burton; Burton Town Centre West)
- Guidance on Significant Rural Estates
- Central Rivers Project
- Design Principles/Development Guidance
- Balancing Housing Markets
- Review of Redundant Farm Buildings.

Three of these (those on Significant Rural Estates, the Central Rivers Project and Wellington Street) were timetabled to commence in October 2005 but again there has been slippage. A further two documents (Balancing Housing Markets Interim SPD; Uttoxeter Action Area Site Specific SPD for Balance Street) were scheduled for commencement before the end of December 2005.

2.11 Because of the continued work on the Local Plan Inquiry into the autumn of 2005, the commencement dates for those of the above documents scheduled to start before the end of December 2005 have consequently been delayed. This will necessitate updating of the LDS in early 2006.

2.12 Likewise the adoption of the Local Plan now anticipated for July 2006 will therefore have an impact on the four other documents planned for commencement in the remainder of the year 2005-06 (Review of Redundant Farm Buildings; Development Brief for West of Uttoxeter; Burton Town Centre West; Design Principles/Development Guidance).

C. RESOURCE IMPLICATIONS

2.13 Section 9 of the approved LDS sets out the resources required to implement it. Despite several attempts the Council has not been successful in filling the Principal Planning Officer post and this has obviously had an impact on the ability of the team to deliver the LDS timetable. The Council will be reviewing the resources required to ensure that further slippage does not take place and will be looking to use consultants in the interim period to produce specific pieces of work. This will necessitate a revised LDS being submitted to the Government Office West Midlands in the early part of 2006.

3 HOUSING

A. HOUSING SUPPLY

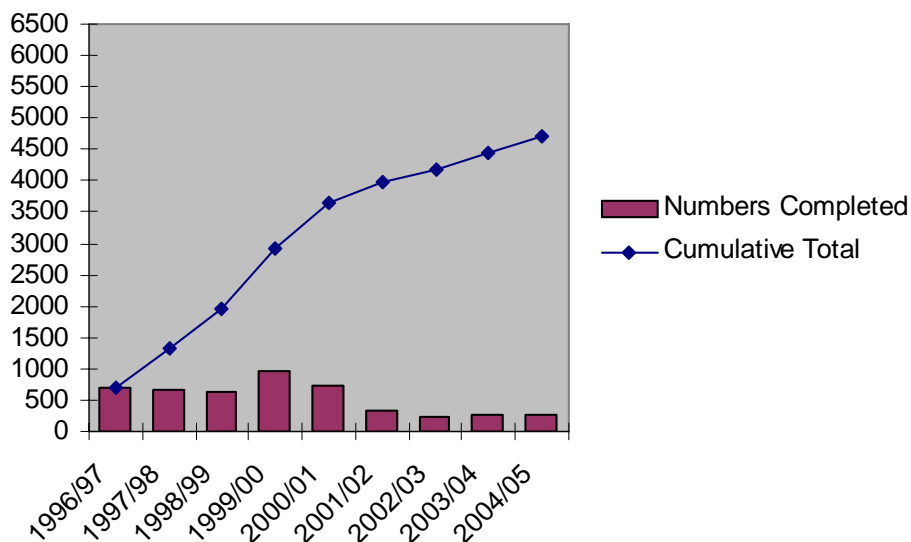
Structure Plan and Regional Spatial Strategy Requirements

- 3.1 The Structure Plan for Staffordshire and Stoke on Trent (adopted 2001) sets a housing requirement of 6,500 dwellings for East Staffordshire to be met between 1996 and 2011. Progress towards meeting this requirement between 1996 and 2005 has been well ahead of the annual average requirement of 433 dwellings, with 72% of the requirement being completed in only 60% of the plan period and with a further 6.6% (426 dwellings) under construction at 1st April 2005.

Table 1 Dwelling Completions By Year 1996 - 2005

Year	Numbers Completed	Cumulative Total	% Of Target Completed
1996/97	681	681	10.5
1997/98	659	1340	20.6
1998/99	625	1965	30.2
1999/00	952	2917	44.9
2000/01	728	3645	56.1
2001/02	322	3967	61.0
2002/03	219	4186	64.4
2003/04	250	4436	68.2
2004/05	273	4709	72.4

**Figure 2
Dwelling Completions by Year 1996 - 2005**



3.2 In terms of further unimplemented supply, three sources need to be drawn on, namely:

Approved planning applications at 1 st April 2005	1847
Adopted Local Plan allocations	32
Draft Local Plan Allocations uncommitted at 1 st April 2005	778
Total	2657

The total provision capable of implementation at 1st April 2005, assuming all draft allocations were to be developed at the given capacity in the Revised Deposit Local Plan, was 4,709 + 2,657, a total of 7,366. This represents an excess of 866 (13%) over the Structure Plan requirement. In practice only 1,791 completions would be needed to meet the Structure Plan requirement, an average of 299 dwellings a year over the period 2005 to 2011.

3.3 The level of completions between 1996 and 2001 were higher than was required to meet the Structure Plan requirement for 1996 to 2011, but these levels were consistent with those initially required to meet the previous requirement for the earlier Structure Plan 1986 to 2001, which was 8,100 as opposed to the current requirement of 6,500. The Council has argued at the Local Plan Inquiry that the Structure Plan requirement should be the basis of provision in the Local Plan. However, more recent advice from Government Office West Midlands has emerged on monitoring of progress on housing completions to meet the Regional Spatial Strategy requirements. This advice, when applied to East Staffordshire, gives a different perspective on housing completions. The advice is that Councils should ignore completions before 2001. Districts should use targets for housing for the period 2001 to 2011 derived proportionately from those in Structure Plans. This gives a figure of 4,110 for East Staffordshire. An explanation of how this figure is derived is given at Appendix 3. It should be noted that the figure, in order to with RSS Policy CF3, represents maximum provision for East Staffordshire. Table 2 shows that there is a slight theoretical surplus of provision, but the figure is much closer to equilibrium than the calculations in Table 1.

Figure 3 - Provision Against Structure Plan

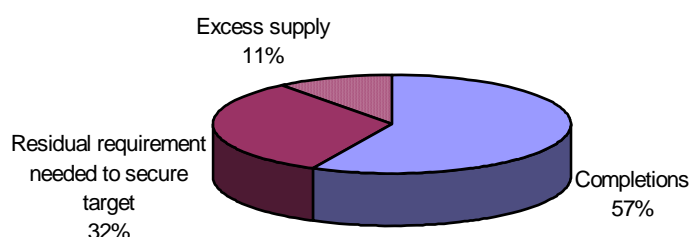
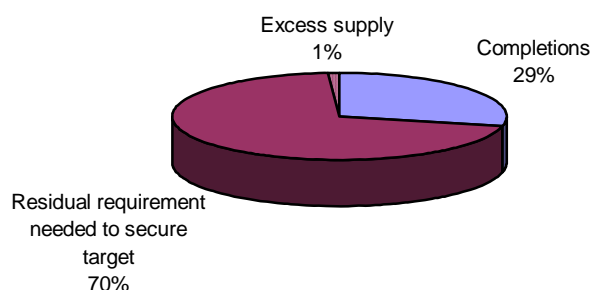


Table 2 Provision against Regional Targets	
Total Requirements	4110
A. Provision before 2005	
Dwellings Completed 2001-2005	1064
Under Construction at 1 st April	426
Sub Total	1490
Residual Requirement	2620
B. Future Supply	
Sites committed by permission	1847
Existing allocations carried forward	32
Other sites including draft allocations	778
Sub Total	2657
Excess of future supply over residual requirement	37

Figure 4 - Provision Against Regional Targets



- 3.4 The extent of housing commitments within the Borough is a key issue for the Council to deal with, and there is further discussion in the section on “Restrictions on Planning Permissions for Housing” below.

Trajectories of housing completions from 2005 to 2015

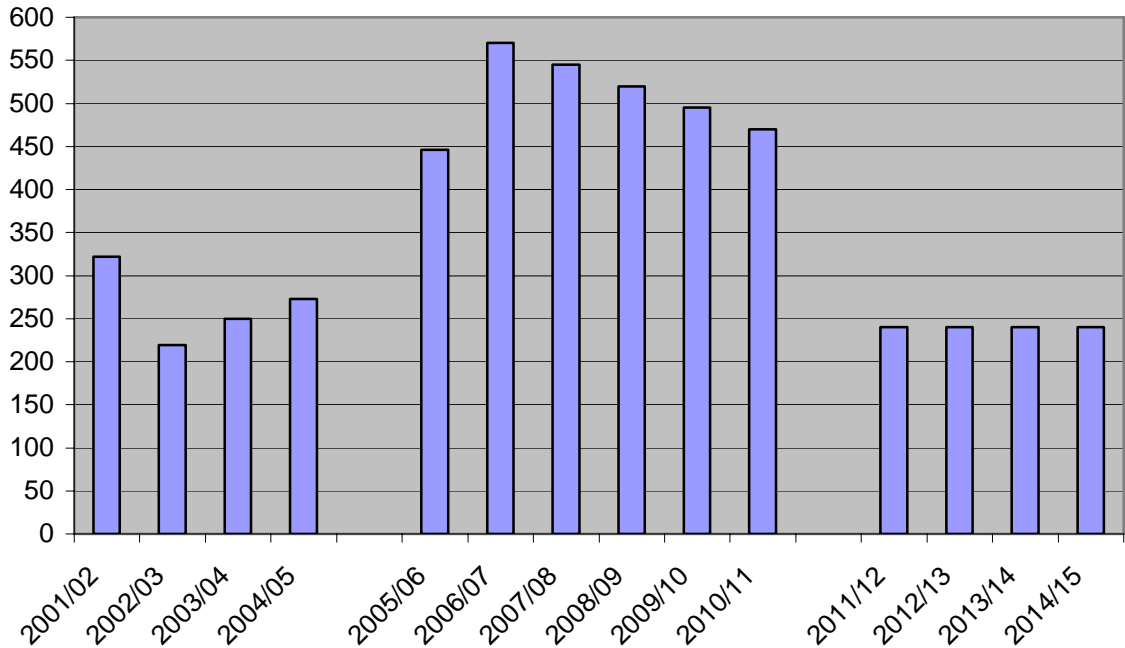
- 3.5 The purpose of supplying the trajectories is set out in the ODPM document: **“Local Development Framework Monitoring: A Good Practice Guide”**. The term ‘trajectories’ includes past performance and the figures in Table 1 above supply that element. So far as the future is concerned, Table 4.4 of the ODPM guidance suggests that future trajectories should cover a ten-year period. Provisional housing trajectories for the period up to 2011 have

already been supplied to the West Midlands Regional Assembly for inclusion in the Regional Annual Monitoring Report. These are included in Table 3. The Regional Monitoring exercise only required projections up to 2011, and the figures for 2011 to 2015 in Table 3 are based solely on annual average rates needed to meet the East Staffordshire element of the Regional Spatial Strategy as set out in Table 1 of the Communities of the Future Chapter. Conversely, the figures up to 2011 are supply led but with slight adjustment to eliminate the small surplus shown in Table 2 above.

- 3.6 The completion rates for 2005 to 2011 are based on the knowledge of current sites under construction, plus the number of sites with permission awaiting start. After 2006 the annual average is 520 over 5 years, but skewed by assuming higher completion rates earlier in the period.

Table 3 Housing Trajectories 2005 – 2015	
Target figure to 2011	4110
Completions 2001-05	1064
Projections	
2005-06	446
2006-07	570
2007-08	545
2008-09	520
2009-10	495
2010-11	470
Sub total 2005-11	3046
Annual Average needed 2005-11	508
Target Figure 2011-2015	960
2011-12	240
2012-13	240
2013-14	240
2014-15	240
Total Estimated Completions 2005-2015	4006

Figure 5 - Housing Trajectories 2005 - 2015



- 3.7 The figures in Table 3 take no account of the possibility of Burton upon Trent becoming a Sub-Regional Focus in the forthcoming Review of the Regional Spatial Strategy. If this were the case, it would be anticipated that there would be a specific requirement identified for East Staffordshire after 2011 rather than one derived from the total figure for Staffordshire.

Restrictions on Planning Permissions for Housing

- 3.8 The housing supply surplus identified in paragraph 3.2 has continued to expand as a result of further residential permissions issued between April and September 2005. As a result of this monitoring a report was submitted to the Council’s Cabinet, which agreed :

That Policy H2 as proposed for alteration in the Pre Inquiry Changes submitted to the Local Plan Inquiry be adopted for development control purposes;
 that until the conclusion of the Local Plan Review the Council does not support, through the granting of planning consent, any residential development which is not allocated in the 2nd Deposit Plan unless it makes a significant contribution to the delivery of the Uttoxeter Masterplan, Inner Burton Housing Initiative, towards the provision of affordable housing, or where there exists a draft or approved planning brief for a particular site;
 and that the decision of Cabinet be referred to the Planning Applications Committee as the interim policy basis for the determination of planning applications on housing developments of 10 or more dwellings.

It is intended that the restrictions should be reviewed after the receipt of the Inspector's report into the Local Plan Inquiry. The revised Policy H2 is set out in Appendix 4.

Commentary:

The Council is well ahead of the annual average completion rate needed to meet Structure Plan Housing requirements, having achieved 72% of the requirement in only 60% of the plan period. The future supply is also healthy, with a large number of outstanding permissions creating a substantial surplus of supply over Structure Plan requirements. Even if the later base date of 2001 and figures derived from the Regional Spatial Strategy are used, there is a very slight excess of supply over the derived requirement for the period 2001-2011.

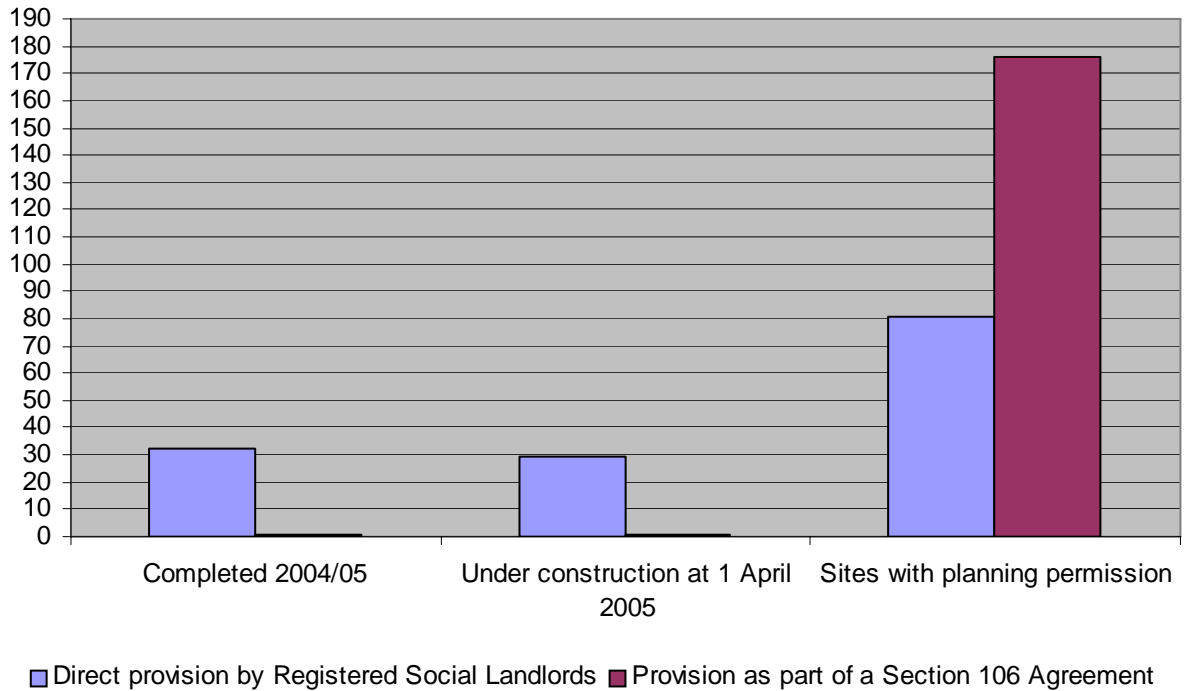
The Council can therefore state with confidence that it has a supply of 5 years worth of residential land.

The imposition of restrictions on new windfall housing development, albeit for a limited period, is an unusual step for the Council, which has not previously had to take such action to ensure that strategic requirements are not over-exceeded. That such a step has become necessary reflects the buoyancy of the housing market both nationally and regionally and also the response of developers in seeking out potential brownfield sites in urban areas to develop, and at much higher densities than previously seen in East Staffordshire.

B. AFFORDABLE HOUSING

- 3.9 Completions during the year total 32 dwellings. 24 of these are on land redeveloped by Trent and Dove Housing at Horninglow, Burton upon Trent and 8 are on land to the rear of 48-50 High Street, Uttoxeter by Walbrook Housing Association. The 24 dwellings developed by Trent and Dove Housing are replacements for 22 Dyke houses demolished just prior to commencement of development.
- 3.10 The scheme by Walbrook was started and completed within the year. There are two other schemes under construction, totalling 29 dwellings, at Rangemore Street, Burton (13; Focus/YMCA) and at various sites in Horninglow, Burton (16, Trent and Dove Dyke house rebuilds phase 2). Capacity for direct provision by Registered Social Landlords for approximately 81 dwellings exists on 6 further sites with planning permission at 1st April 2005, with more sites in the pipeline. This includes 36 dwellings as replacement for Dyke houses in Stapenhill, Burton. Likewise there is an estimated capacity for approximately 176 dwellings to be provided as part of mainstream development under Section 106 agreements, some of which are under construction. As well as provision, which can strictly be defined as affordable, including one scheme with shared ownership, a few other sites have provision of a variety of low cost market housing.

Figure 6 - Progress on Affordable Housing



3.11 The process of the Local Plan Review has included attempts to tighten up the regime for securing affordable housing within major developments using Section 106 agreements. It is the Council’s intention to ensure that all major housing sites include an element of affordable housing. Some existing permissions include provision for dwellings with limited floorspace and for “low cost” dwellings (Intermediate Housing) which may be nonetheless unavailable to households on very low incomes. Further developments in policy can be anticipated in 2006/07.

Commentary:

The Council in 2004 set a target of securing 75 new affordable dwellings a year. In 2004 approximately 100 units were negotiated and in 2005 approximately 84 as part of Section 106 agreements. While this may take 2 or 3 years to translate into completions, it is believed that the programme is on target and reflects a firmer line being taken by the Council in its negotiations with developers.

C. RESIDENTIAL DENSITIES

3.12 Figure supplied to the Regional Assembly follow the recommended format in the ODPM Monitoring Good Practice Guide. This is to split residential completions into three density bands, namely:
 Below 30 dwellings per hectare
 30-50 dwellings per hectare
 Above 50 dwellings per hectare.

The Government's recommended minimum density is 30 per hectare.

3.13 For East Staffordshire the figures for 2004 –05 were:

Below 30 dwellings per hectare	94 dwellings	34.4%
30-50 dwellings per hectare	78 dwellings	28.6%
Above 50 dwellings per hectare	101 dwellings	37.0%

3.14 A number of caveats should be entered over the monitoring of densities, especially for small schemes. All developments are monitored. As small schemes are included, especially those for single dwellings, densities are in general lower, either because sites are constrained by shape or the pattern of neighbouring uses, or because they may be replacement dwellings or form part of a small-scale mixed use. For more realistic results it would be necessary to recalculate the area of many applications to secure a figure solely for the net residential area within a site. For the present year it should be noted that of the 94 dwellings completed on sites at under 30 per hectare, 72 were on volume sites and 22 on small rural schemes or single dwellings in both urban and rural areas. Of the volume sites, 24 were redevelopment of Dyke houses originally built by the local authority and rebuilding on existing foundations, and 8 on a long permitted site originally given outline consent in 1974 where low densities were a requirement of the permission and approved Brief.

3.15 On sites above 50 per hectare, it should be noted that 57 completions took place on one urban site with a density of over 100 dwellings per hectare and numerous volume sites permitted or commenced during the year have equal or greater densities.

Commentary:

Despite the caveats mentioned in paragraph 3.14 above, the general density level of residential development has risen considerably over the last 3 years and is likely to continue rising as more recent, higher density, permissions are implemented.

D. DEVELOPMENT ON BROWNFIELD LAND

3.16 The Structure Plan set an indicative target for East Staffordshire of 50% of the total residential requirement of 6,500 dwellings to be provided on previously developed ("brownfield") land. Successive versions of the Local Plan have included a table in the Housing Chapter showing the extent of previous completions on greenfield and brownfield land and what proportion in the remaining years would be required to ensure that the 50% figure is met or, preferably exceeded. The figures included in an Inquiry Change submitted to the Local Plan Inquiry are set out in Table below. The figures have a base date of April 2004, but during 2004 –2005 the level of completions on brownfield sites was 203 (74%), compared to only 70 (26%) on greenfield sites. Likewise only 89 dwellings out of 426 under construction at 1st April 2005 were on greenfield sites. It can therefore be seen that the 50% target should easily be exceeded, despite the relatively high level of

commitments on greenfield sites, most of which include sites already completed in the period between 1996 and 2001.

Table 4 Balance of Brownfield and Greenfield Provision 2004

Total requirement		6500
Of which, 50% at least on brownfield sites		3250 minimum
Committed Capacity	To be identified	Total
Brownfield	2934	316 (min)
Greenfield	2972	278 (max)*
Total	5906	594

*Notwithstanding the 278 figure for greenfield sites in the Table, it is expected that the 594 residual requirement should be made up of brownfield sites alone.

3.17 The above figures do not fully reflect the sea change that has occurred in respect of the balance of permissions for residential development since 2001. Since 2003, as well as monitoring the proportion of completions on brownfield land in accordance with the Audit Commission's Best Value Performance Indicator 106, the Council's Scrutiny Team have also monitored the issue of residential permissions on a quarterly basis. During 2004 to 2005, the estimated number of new dwellings permitted, (adjusted to avoid repeat permissions on the same site) including both new buildings and conversions of non-residential buildings, was:

On greenfield land	28 dwellings (7%)
On brownfield land	411 dwellings (93%)

These figures demonstrate clearly that East Staffordshire Borough Council has made considerable adjustments to its policies and practices to discourage greenfield development. Of the 28 dwellings on greenfield land, 11 are rural conversions, involving former agricultural buildings, which government advice defines as greenfield development.

Commentary:

The extent of new developments on brownfield land is considered to be a major achievement and represents a substantial reversal in the pattern of development in East Staffordshire since the publication of Planning Policy Guidance Note 3 in 2000, especially bearing in mind that in previous decades by far the greater proportion of residential development was on greenfield sites. The percentage figure for new permissions is believed to be one of the highest achieved by a shire District within the West Midlands.

4 EMPLOYMENT

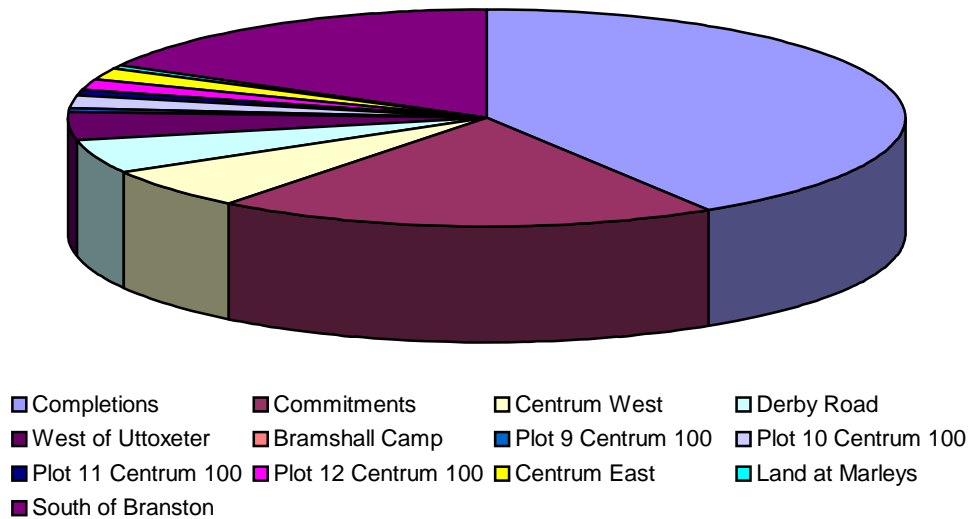
A. EMPLOYMENT LAND SUPPLY

- 4.1 The Staffordshire and Stoke on Trent Structure Plan sets out an Employment Land requirement of 250 hectares for East Staffordshire. Progress towards meeting this requirement has previously been set out regularly in Staffordshire County Council's annual Employment Land Availability Report. What follows below will be reproduced in the 2005 report, likely to be available in February 2006.
- 4.2 The Council's approach to meeting the target figure has been to allocate sufficient employment land in the emerging Local Plan Review. In the first Deposit of the review, sites totalling 259 hectares were allocated. At the second deposit stage, two major sites were removed from the plan (Lawns Farm, Branston and Spath, Uttoxeter), and one site added (South of Branston) which had previously been allocated for mixed use including residential. The Second Deposit version includes provision for only 236 hectares. However, this figure, together with the table of employment allocations within Policy E2 of the Plan, has been the subject of further amendments during the Local Plan Inquiry. The most recent Inquiry Change submitted to the Inquiry (IC 096) would have the effect of slightly increasing the provision within Employment Policy E2 to 237.56 hectares, comprising:

Completions	97.57 ha
Commitments	46.46 ha
Centrum West, Burton upon Trent	14.33 ha
Derby Road, Uttoxeter	11.60 ha
West of Uttoxeter	10 ha
Bramshall Camp	0.5 ha
Plot 9, Centrum 100, Burton upon Trent	0.80 ha
Plot 10, Centrum 100, Burton upon Trent	4.70 ha
Plot 11, Centrum 100, Burton upon Trent	2.00 ha
Plot 12, Centrum 100, Burton upon Trent	4.00 ha
Centrum East, Burton upon Trent	4.20 ha
Land at Marleys, Lichfield Road, Branston	1.40 ha
South of Branston	40 ha
TOTAL	237.56 ha

- 4.3 The above figures are based on the position at April 2005. During the year 2004 to 2005 the amount of completions on new sites was small (1.89 ha) but there was also a small amount of redevelopment on existing sites (2.70ha). This has added to productive capacity. Furthermore, progress towards the release of land south of Branston took a major step forward with the resolution of numerous outstanding issues concerning access, decontamination and flood prevention.

Figure 7 - Employment Land Supply



- 4.4 New permissions during the year totalled 6.38 hectares. 3 of the permissions were on urban sites totalling 2.77 hectares, and 6 on rural sites totalling 3.61 hectares. The latter element is almost entirely based on farms, and it would seem that advantage is being taken of the provisions of Planning Policy Statement 7 (*Sustainable Development in Rural Areas*) to diversify the rural employment base. If this continues, it will represent an additional “windfall” element in meeting overall employment land requirements.
- 4.5 There has been some loss of existing employment sites over the last few years to other land uses in urban areas, including two major housing sites at Horninglow Road North and Shobnall Street totalling 11 hectares. This has produced a number of environmental benefits in many cases, but there is a need to exercise caution on releasing too many large sites within the urban area for housing, lest too many jobs for local people are lost in older urban areas. The Council has since 2003 attempted to prioritise the release of existing employment land for housing by giving preference to sites which are either small “non-conforming” uses in residential areas, or where the removal of a larger industrial user creates the opportunity for a much-enhanced residential environment.

Commentary:

While the level of new development in the last year has been small, there has been steady progress over the plan period as a whole. The completion of the Local Plan process, resolving the issue of site allocation, should give greater certainty to investors on the remaining major sites.

5 OTHER LAND USES

- 5.1 The other land uses the subject of monitoring at regional level are retailing, hotels and leisure. During 2004-05, there have been few significant developments in any of these areas. A few outstanding issues in relation to the Local Plan Review are set out below.

A. RETAILING

- 5.2 In terms of new development for retail use, revised plans were approved for part of Phase 2 of the Middleway Park development on the northern edge of Burton town centre. Construction of this scheme (1100 square metres) is now substantially complete.
- 5.3 Three other issues in relation to future retail use await the recommendations of the Local Plan Inspector. These are:
- The status of the Riverside Centre within Burton Town centre: whether it should be included within the defined Town Centre Retail area;
 - Whether demand exists for retailing in Burton beyond the edge of the town centre, and if so, whether to allocate for retail use a site known as the Revelan site on the corner of Wellington Road and Shobnall Road, about half a mile west of the town centre;
 - The mix of land uses in Uttoxeter town centre and in particular on the eastern edge of it, where a number of redevelopment sites are the subject of objections to secure alternative land uses, including retail. The mix may also be affected by the Inspector's recommendations on sites in the town centre which are not specifically allocated for retail use, nor the subject of objections seeking to secure it.
- 5.4 In relation to the Riverside Centre, there have been developments in the future of the site falling largely outside the Local Plan Review process. On the 16th of May 2005 at a Special Council meeting East Staffordshire Borough Council resolved to support a confidential report setting out a number of inter-related issues, some of which were commercially confidential. These issues all related to the objective of improving services and service delivery and included:
- A report on the condition of the Council's Leisure Centres
 - The condition and future use of the 'Civic' part of the Town Hall
 - The Council's office accommodation.

The report made numerous suggestions for the relocation, and in some cases, redevelopment of the existing complex of Council buildings. One building possibly to be the subject of redevelopment is the Meadowside Leisure Centre, which lies very close to the Riverside Centre. The report suggests the possible relocation of Tesco from its Bond End site, currently to the south of the town centre, to a site encompassing the Riverside Centre, land to its rear, and the Meadowside Leisure Centre. The sale of the Council's land and the potential contribution towards a new leisure centre to be sited on the existing Tesco land could enable this proposal to be

implemented. The Council understands that Tesco has taken possession of the Riverside Centre land and fully intends to make an application for a new Tesco Extra store in the near future. A draft Development Brief has recently been produced in conjunction with Development Planning Partnership (DPP), acting on behalf of Tesco.

B. HOTELS AND LEISURE

- 5.6 There have been no new permissions for hotels or major leisure developments during the course of the year, nor are there any outstanding permissions to be implemented.

Commentary:

The last few years have seen the implementation of a major new town centre scheme in Burton (Middleway Park) and as the above report indicates the main issues concern possible relocation of existing retail uses. Despite the lack of permissions, the Council still considers that more hotel development is desirable to meet the needs of both tourism and business.

6 TRANSPORT

A. PERCENTAGE OF NEW DEVELOPMENTS WITH GOOD ACCESS TO PUBLIC TRANSPORT

- 6.1 The ODPM Good Practice Guide on LDF Monitoring recommends that the core output indicators for Transport should consist of measurements of the percentage of new residential development complying with car parking standards set out in the Local Development Framework, or lying within set journey times to particular facilities such as hospitals, schools and employment. The Council has yet to devise a reporting system involving the use of car parking criteria, and cannot offer specific figures on this basis.
- 6.2 The Borough Council has not used detailed maps showing isochromes (lines on maps linking points with equal estimated journey times to a given point such as a town centre). However the bulk of new residential developments over the last year has been in urban areas. Given the compact urban character of both Burton and Uttoxeter it is a reasonable assumption that all parts of both urban areas are well within 30 minutes public transport time of all public facilities. Both towns have well established internal bus services. Of the 273 completions in the year, 209 (76%) were in urban areas and 64 (24%) in rural areas. Of the 209 urban completions all were within 30 minutes public transport time of Burton and Uttoxeter town centres. Of the 64 rural completions, 45 were on a single site in Rolleston on Dove within 30 minutes public transport time of Burton and a further 14 in larger villages within 30 minutes public transport time of Uttoxeter. Only 5 (2%) completions were in remoter countryside some distance from any bus route. In other words, 98% of residential completions could be regarded as being in sustainable locations.

B. RIVER CROSSING SOUTH OF BURTON UPON TRENT

- 6.3 One specific issue relating to the development of the transport network around Burton concerns the general principle of establishing a third road river crossing across the River Trent to supplement the two road bridges within Burton itself. The provision of such a link would relieve traffic in Burton town centre and improve communications between the A38 and South Derbyshire, especially Swadlincote. It would also open up for redevelopment an extensive area of previously developed land on the site of Drakelow Power Station which has recently closed. This is east of the River Trent in South Derbyshire District.
- 6.4 While there is general agreement on the principle of such a link between East Staffordshire and South Derbyshire Councils, and the text of the Local Plan has been proposed for amendment to include a reference to the desirability of such a link, there remain a number of uncertainties about the project needing resolution. These include the choice of routes from the A38 south of Burton into South Derbyshire, the establishment of the route as a strategic highway scheme in both the West Midlands and East Midlands Regional

Spatial Strategies, and the timescale for and means of implementing it.

- 6.5 Two choices of route have been proposed. The Council's preferred option would entail a new interchange on the A38 roughly halfway between the Barton Turns interchange and the Branston interchange. This would also provide access to the South of Branston employment site. The new road would extend eastwards, crossing the railway and river, and link into the Drakelow Power Station site. Although discussions have been held on the line of a possible route, it is not currently shown on the Proposals Map in the Local Plan Review.
- 6.6 The alternative route has been proposed by Roger Bullivant Ltd, who own an industrial site to the north of Drakelow Power Station. They made a planning application for a new road which crosses the Trent immediately to the north of Walton on Trent village and links to the Barton Turns interchange. Although South Derbyshire have approved the application within their area, East Staffordshire have refused the application on their side of the river. Four reasons for refusal were cited, one of which was that the development would prejudice the proper implementation of the South of Branston site. This is being appealed.
- 6.7 The process of recognition of the scheme within Regional Strategies has so far been slow, although during the year a Multi-Modal Study of traffic flows between the East and West Midland regions has given support to the principle. So far as timescale is concerned, East Staffordshire would wish to see the scheme and preferred route accepted by the strategic authorities at an early date, as this will give increased confidence for the promotion and implementation of the South of Branston site.

Commentary:

The figures for residential development in relation to journey times show that a highly sustainable development pattern has been established for housing. The discussion of the forward planning of the new River Trent road crossing shows that there is considerable uncertainty in need of resolution, both through the remaining stages of the Local Plan and in the emerging revised Regional Spatial Strategy.

Appendix 1

Local Plan Review - Programme

Timetable as presented to Council's Cabinet 17th May 2004

Cabinet to Consider in May 2004:

Representations made to Local Plan Review 1st
Deposit

1. Cabinet to Consider Local Plan Review - Re-deposit incorporating:

Core Strategy and Policies
Spatial Development Strategy (as part of Core Policy)
Action Areas (Uttoxeter Master plan) July 2004
Proposals Section with Map
2. Re-deposit Plan (with statutory six week Consultation Period) August/September 2004
Certificate of Conformity required from SCC
3. Negotiate with objectors Oct/Nov 2004

Written Reps Nov/Dec2004
4. Arrange Inquiry for: Jan/Feb 2005
5. Inspectors Report (binding) May 2005
6. Adoption June 2005

Appendix 2

Local Plan Review

Revised Timetable for Modifications and Adoption 2006

INDICATIVE TIMELINE

October 2005	Last evidence submitted by the Council to the Inquiry
1 December 2005	Formal closure of the Public Local Inquiry
1 December onwards	Inspector writes his report and submits it to Planning Inspectorate
Unknown	Planning Inspectorate checks Inspectors report and issues it to the Borough Council
W/c 20 February 2006	Receive Inspectors report. Officers consider report and prepare Proposed Modifications document.
W/c 13 March 2006	Cabinet/Full Council approve officer responses to the Inspectors report and approve Proposed Modifications
24 March 2006 – 5 May 2006	6-week statutory consultation period
8 May 2006 – 19 May 2006	Officers to consider objections to the Proposed Modifications
W/c 22 May 2006	Cabinet/Full Council to approve response to objections and to approve officers to proceed onto the next stage of the Development plan process and publish notice of intention to adopt the Plan
2 June 2006	Publish notice of intention to adopt after 28 days
W/c 10 July 2006	Cabinet/Full Council approve the adoption of the Plan
W/c 14 July 2006	Publish notice of adoption

Appendix 3

NOTE ON METHOD OF APPORTIONMENT OF EAST STAFFORDSHIRE CONTRIBUTION TO STAFFORDSHIRE SUB-REGIONAL HOUSING REQUIREMENT 2001 - 2011

The relevant calculations draw on the Staffordshire and Stoke on Trent Structure Plan 2001 and the Regional Planning Guidance 2004 (Regional Spatial Strategy) for the West Midlands. In the former, the relevant sections are Policy H1 and Table 2 (Pages 61-63), and in the latter Policy CF3 and Table 1 (Pages 36-37). The method of calculation is based on advice contained in a letter from Ian Smith of Government Office West Midlands, sent to all District authorities, dated 16th June 2005. The purpose of this letter was to enable Shire district councils to translate Regional Spatial Strategy housing requirements (which are expressed at County or Unitary Authority level only) into specific figures for Districts.

The first step in this approach is to establish the proportion for East Staffordshire. It is assumed that the Stoke on Trent figure of 8,500 is excluded from the Structure Plan figure of 51,800 for the period 1996 to 2011. This leaves a figure of 43,300. 6,500, the requirement for East Staffordshire, is approximately 15% of this.

The second step is to work out 15% of the figure in the Regional Spatial Strategy for Staffordshire from 2001 to 2011. The period is divided into two shorter periods, within which annual requirements are set out, namely:

2001-2007	2,900 a year	(Total 17,400)
2007-2011	2,500 a year	(Total 10,000)
		(Total 27,400)

15% of the total figure of 27,400 gives a figure of 4,110 for East Staffordshire. This is the figure entered into the first line of Table 2 in the main report.

Although the Regional Planning Guidance 2004 allocations show different proportions between Stoke and the rest of Staffordshire than in the Structure Plan, these in practice make little difference to the calculations for East Staffordshire. Ian Smith's letter of 16th June 2005 also reminds its readers that the allocations in Table 1 of the RPG are minima for the Major Urban Areas (including Stoke) and maxima elsewhere (including East Staffordshire). The figure of 4,110 therefore represents a maximum figure for East Staffordshire.

PRE-INQUIRY CHANGE 049

This, subject to the comments of the Inquiry Inspector, alters Policy H2 to read:

“H2 The Council will manage the release of housing sites by ensuring that urban sites on previously developed land are released for development before Greenfield sites. Each brownfield site of over an acre will be subject to an appraisal of its environmental effects, community requirements and, in the case of employment sites, its strategic employment potential. To ensure that brownfield sites can provide a continuing supply without recourse to Greenfield sites, the Council will seek guarantees about the timing of release of sites, including relocation of existing businesses and handling of decontamination. Where applications are made for housing developments with a capacity of 10 or more on sites not previously committed or allocated, the Borough Council will not permit them if and so long as there is a danger that they would cause or contribute to development on a scale which exceeds the requirements of strategic guidance (Structure Plan and Regional Planning Guidance 11) for the time being. Greenfield sites will not be permitted unless it can be clearly demonstrated that the Structure Plan requirement cannot be met through use of sites on previously developed land.”