

Report of the Head of Planning and City Regeneration

Planning Committee – 1 December 2020

Local Development Plan First Annual Monitoring Report (2019-20)

Purpose: To inform Members that the first Annual Monitoring

Report (AMR) of the Swansea Local Development Plan (LDP) has been published on the Council's website, and to provide a summary of the main

findings

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For Information

1.0 Introduction

- 1.1 The Swansea Local Development Plan (LDP) was adopted by the Council on the 28th February 2019 and forms the statutory development plan for the City and County of Swansea, under the provisions of Section 38(6) of the Planning Act.
- 1.2 It is a requirement of the statutory development plan process that, following Plan adoption, the Council is required to prepare an Annual Monitoring Report (AMR). The purpose of the AMR is to quantify how the objectives of the LDP are being achieved, and how its strategy, key policies, allocations and infrastructure requirements are all being delivered. It also serves to identify any challenges, opportunities and contextual changes in which the Plan operates.
- 1.3 The Council is normally required to submit the AMR to Welsh Government (WG) by 31st October each year, with the first being due after the first full financial year (April 1st to March 31st) following adoption. This year however, in light of the on-going COVID 19 pandemic, WG wrote to all Local Planning Authorities to state that it did not require the

submission of AMRs to WG in this exceptional year due to the impact of the pandemic on the activities and processes to be monitored. The WG also highlighted the current strain on Local Authority resources of responding to the pandemic, and the difficulty in surveying and gathering robust information in this period, as reasons not to submit an AMR.

- Notwithstanding the WG resolution, work has continued to monitor the LDP given this process still provides a useful means of measuring and assessing many aspects of the Plan. The first AMR of the Swansea LDP, covering the first full 12 month period following the Plan's adoption from April 1st 2019 to March 31st 2020, has therefore been published as a reference document available at https://swansea.gov.uk/planningdelivery.
- 1.5 The COVID 19 pandemic has had a big impact on the activities being monitored (e.g. traffic patterns have markedly altered), the ability to survey/record data (e.g. restrictions on survey work have prevented housing site visits, and have affected traffic journey time monitoring and retail centre occupancy analysis), and potentially the accuracy of some information available to undertake effective monitoring (e.g. due to contacts in the development industry being furloughed). The impacts are described at the relevant points throughout the AMR, and are likely to continue to raise significant issues for monitoring in 2020-21 to be published in the next AMR due in October 2021.

2.0 Background and Context

- 2.1 The LDP Monitoring Framework is set out in Section 4.2 of the LDP and was developed based around the Strategic Policies of the Plan, with indicators to measure the effectiveness of the policies in meeting identified targets and trigger points beyond which further analysis, guidance, or remedial action may be required if targets are not met. The AMR also integrates the findings of the Strategic Environmental Assessment (SEA) and Sustainability Appraisal (SA) monitoring of the Plan, to identify any unforeseen adverse effects and enable appropriate remedial action to be taken in-line with the SEA regulations. The Final SA Report of the LDP identified a set of indicators to be used to monitor LDP progress on sustainability issues, which are interlinked with the LDP monitoring indicators. The adopted monitoring framework was based on the WG guidance extant at that time.
- 2.2 It should be noted that the WG guidance has been updated since the adoption of the Swansea LDP, with the publication of the Development Plans Manual (DPM) Edition 3 (March 2020). The updated WG guidance identifies the indicators required in all Development Plan monitoring frameworks. The majority of these were already covered in the Swansea LDP, but the DPM has introduced some new additional indicators. These have been added to the Swansea LDP monitoring framework used in this AMR. The updated WG guidance also made some significant changes to housing development monitoring requirements following amendments made to national policy to no longer require LPAs to

monitor housing land supply. WG has introduced a new housing monitoring regime which has been adopted in this AMR in place of the original LDP indicator 5. Table 1 of the AMR summarises how the monitoring framework in the AMR fulfils the WG guidance and where it has been updated to reflect the latest requirements.

2.3 The monitoring indicators have a target, which relates to the Plan's strategy, objectives and policy outcomes; and a trigger point which sets the parameters against which policies should deliver. Table 1 sets out the options available to the Council with respect to each LDP monitoring indicator, when monitoring against the target and trigger point. These are in-line with the updated WG guidance.

Table 1: Adopted LDP Monitoring Options

<u> </u>	
ASSESSMENT	ACTION
Continue Mon	itoring (Green)
Indicators suggest that the Plan policies are being implemented effectively and there is no cause for review.	No further action required, other than to continue monitoring.
Training Red	quired (Blue)
Indicators suggest that the Plan Policies are not being implemented in the intended manner.	Officer and/or member training may be required.
Supplementary Planning G	Guidance Required (Purple)
Indicators suggest the need for further guidance in addition to those identified in the Plan	Publish additional Supplementary Planning Guidance
Further Res	earch (Yellow)
Indicators suggest the Plan Policies are not being effective as originally expected.	Further research and investigation required, including looking at contextual information about the County or topic area.
Policy Revi	ew (Orange)
Indicators suggest that Plan policy/ies are not being implemented.	Full investigation into why the Plan policies are not being implemented which may lead to a formal review of the Plan policy/ies.
Plan Rev	iew (Red)
Indicators suggest the Plan strategy is not being implemented.	Full investigation into why Plan strategy is not being implemented which may determine a formal review of the Plan is required.

3.0 Consultation and Engagement

3.1 The updated WG guidance has introduced new requirements for mandatory stakeholder engagement on the monitoring of housing development. In-line with this guidance, the Council undertook consultation with the Home Builders Federation (HBF) and individual homebuilder companies that are active in Swansea (including the PLCs and smaller builders). The consultation was undertaken by electronic means and covered a 7 week period between 1st June and 17th July

- 2020. This included an extension of time agreed with the HBF to allow additional responses to be made.
- 3.2 The HBF coordinated responses from developers, but as a consequence of the pandemic and many of the developers' staff being furloughed, only limited feedback was received. Following the stakeholder engagement, the Council reviewed the draft monitoring information and amendments were made accordingly.

4.0 Summary of Main Findings in the AMR

- 4.1 In-line with the WG guidance, the AMR is structured as follows:
 - Executive Summary
 - Chapter 1 introduction
 - Chapter 2 review of any changes affecting the context in which the LDP operates, including legislation/national policy and guidance; social, economic and environmental factors.
 - Chapter 3 analysis of the LDP monitoring indicators.
 - Chapter 4 analysis of the SA indicators.
 - Chapter 5 conclusions and recommendations.

Chapters 1 and 2

- 4.2 In addition to updated guidance on the process of developing and monitoring LDPs (DPM edition 3 guidance), the AMR identifies various other national planning policy and guidance changes affecting the planning context of the LDP, including the publication of Planning Policy Wales Edition 10 in the period following Plan adoption which refocused national planning policy towards a placemaking approach. While this represented a major change at national level, it should be noted that these changes to national policy largely reflected the placemaking approach already adopted in the Swansea LDP, which the Council has been at the vanguard of advancing.
- 4.3 Chapter 2 of the AMR also reviews the social, economic and environmental context in 2019-20. It notes that the last Quarter of the period saw the onset of the COVID 19 pandemic across the World and its impacts on economic and social life, and consequently some of the activities to be monitored by the AMR (see above).

Chapters 3 and 4

4.4 Chapter 3 of the AMR confirms that every LDP indicator has been reviewed against the relevant targets, trigger points, and WG guidance and this has shown that, after 12 months as the adopted Development Plan for the County, the LDP strategy and policies are being implemented effectively and there is no cause for review. Table 2 summarises the outcome for all the indicators and shows they are all

green i.e. they are considered to reflect that the Plan policies are being implemented effectively.

Table 2: LDP Monitoring Summary for 2019-20 - AMR 1

Assessment	Action	Number of Indicators
Indicators suggest that the	Continue	122
Plan policies are being	Monitoring	
implemented effectively and	(Green)	
there is no cause for review		
Indicators suggest that the	Training	0
Plan Policies are not being	Required	
implemented in the intended	(Blue)	
manner.		
Indicators suggest the need for	SPG	0
further guidance in addition to	required	
those identified in the Plan	(Purple)	
Indicators suggest the Plan	Further	0
Policies are not being effective	Research	
as originally expected.	(Yellow)	
Indicators suggest that Plan	Policy	0
policy/ies are not being	Review	
implemented.	(Orange)	
Indicators suggest the Plan	Plan Review	0
strategy is not being	(Red)	
implemented.		

- 4.5 Progress is being made in bringing forward development in-line with the Plan strategy and placemaking principles both on major, strategic allocations (Strategic Development Areas) and other allocated sites, along with associated infrastructure and other development requirements.
- 4.6 The monitoring shows that housing completions have been below the Average Annual Requirement (AAR) in 2019-20, the first year following adoption of the LDP and its new residential land supply. However, this was to be expected as the new supply of housing land in the adopted Plan needs time to progress through the detailed planning application stage, but extensive pre-application engagement has been ongoing between the Council and the developers on allocated sites to bring these sites forward in-line with the placemaking requirements of the Plan. It should be noted that the pandemic has impacted on the ability to monitor housing completions comprehensively (see earlier section) and so the information needs to be treated with a degree of caution.
- 4.7 WG guidance and the adopted trigger points in the LDP monitoring framework recognise that where indicators have specific numerical outputs (such as housing completions) they should be measured over

two consecutive years allowing for trends to develop and become clearly identifiable. Further consideration will therefore be required of emerging numerical trends and the factors behind them in future AMRs following this first report.

- 4.8 Completions in 2019-20 (397 units) were below the AAR mainly due to expected build on some non-strategic allocations and SD B and D not yet coming forward in 2019-20 as forecasted in the Plan. However, the housing trajectories of sites going forward from 2020-21 onwards, which have been formulated through engagement with developers and site promoters where possible (with regard to the COVID impacts described above), show that housing supply exceeds what is left to build, both cumulatively and annually over the remainder of the Plan period. Completions are anticipated to increase from 2020-21 onwards, when more non-strategic allocations are scheduled to come forward on site (several received full planning consent in 2019-20, including: Townhill Campus, Uplands; Upper Bank, Pentrechwyth; Tyrisha Farm, Grovesend; Brynafon Road, Penyrheol; Brithwen Road, Waunarlwydd; and land adjoining Pennard Drive, Pennard; which add to other schemes consented before then that are also forecasted to come forward). Completions will increase further in the following year as the SDA sites currently progressing at advanced stages through the Reserved Matters planning application stage (SD B, C and D) deliver significant numbers of new homes, from more than one outlet on these large sites.
- 4.9 In terms of affordable housing, 199 affordable homes were built through the planning system in 2019-20, 148 social rented and 51 intermediate tenure, while planning consent was granted in the 12 month period for 840 affordable housing units.
- 4.10 Housing completions will continue to be closely monitored in 2020-21 but it should be noted that consultation with the HBF has identified that housing delivery is likely to be impacted generally across Wales by the COVID 19 crisis with the following factors raised:
 - Whether there might be delays in the time it takes to get planning consent for schemes and discharge of conditions due to strains on local authority and developer resources.
 - Potential for there being a reduced number of sites open, and consequent impact on delivery, due to national and local lockdown events.
 - Reduced level of productivity on sites (the HBF have suggested that due to the new working arrangements around social distancing there could be a 30% reduction).
 - Ability to sell homes and the level of market interest due to the impact on wider economic conditions and mortgage availability.
- 4.11 The Council has taken action to support the delivery of housing sites. It has established a delivery team within the Placemaking and Strategic Planning Section to help bring sites forward to meet the housing requirement (both in terms of private developer sites, and the Council's

own general fund and More Homes schemes). This involves assisting in the early identification of issues and site requirements, engaging closely with developers to identify general issues experienced in the planning applications process to help improve the efficiency of progressing sites, and working with developers on placemaking, masterplanning and viability issues to support sites to come forward in an appropriate manner. The Council will continue to work with developers and site promoters to bring forward the new housing supply included in the adopted Plan.

- 4.12 The proportion of HMOs within the HMO Management Area, as a proportion of the residential properties, has been monitored. Overall, within the HMO Management Area, HMOs were identified as comprising 23.3% of all residential properties. The percentage remains within the +/-2% range identified in the monitoring indicator. The indicator target, to ensure the number of HMOs as a proportion of the total number of residential properties within the HMO Management Area does not significantly exceed the 25% threshold, has been achieved in 2019-20.
- 4.13 The amount of employment land granted planning consent on SDAs in 2019-20 provides 14% of the 19 ha LDP employment land requirement. Employment land development has been in-line with the LDP forecasts, with construction of the DPD depot at SD G Felindre Business Park, and significant progress on the delivery of the mixed use Swansea Central regeneration project in the City Centre. A number of economic contextual indicators are identified which show positive findings for the County, although it should be noted that there are some time lags in the available data and monitoring will need to continue before the emerging impacts of the COVID 19 pandemic are seen.
- 4.14 The monitoring identifies priority transport schemes and active travel measures that have been delivered during 2019-20 and that residential development has been progressed in-line with sustainable transport principles.
- 4.15 It has not been possible to monitor vehicle journey times for this monitoring period. Surveys, which were planned for the end of March 2020, were not possible due to the COVID 19 lockdown which not only placed restrictions that prevented the survey work taking place, but also resulted in dramatically reduced traffic levels on the roads so surveys at this time would have created a false picture of journey times. It is estimated that traffic levels fell to around 20% of typically recorded levels in April 2020 and did not return to typical 24 hour levels until September. It is also important to note for the purposes of monitoring in future AMRs that am and pm peak hour traffic levels have remained significantly lower due to reduced commuter traffic resulting from many people working from home due to the pandemic. Lockdown restrictions and changes in behaviour resulting from the pandemic will continue to need to be taken into account in AMR 2.

4.16 Monitoring of other policies such as design and placemaking, Green Infrastructure, Welsh language, the historic and cultural environment, tourism, and safeguarding public health and natural resources has shown that they are being implemented effectively, delivering placemaking objectives and preventing inappropriate development. A small number of minor amendments and clarifications have been made (and highlighted in the relevant parts of this AMR) to monitoring indicators to reflect changes in data availability and context; or to clarify what the indicator seeks to record.

5.0 Summary of AMR Findings

- Overall, it can be concluded that the LDP strategy and its key policies and targets remain relevant, appropriate and up-to-date and progress is being made towards achieving them. Fundamentally it has been established that there is currently no cause for Plan review.
- 5.2 Continued monitoring is required against identified trigger points in AMR 2. Monitoring will again need to take account of changes in the context in which the Plan operates, in-line with the WG guidance, particularly with regard to the impacts of the COVID 19 pandemic on the ability to collate accurate data and its effects on the activities being monitored.

6.0. Equality and Engagement Implications

- 6.1 The Council is subject to the Public Sector Equality Duty (Wales) and must, in the exercise of their functions, have due regard to the need to:
 - Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act.
 - Advance equality of opportunity between people who share a protected characteristic and those who do not.
 - Foster good relations between people who share a protected characteristic and those who do not.
- 6.2 Our Equality Impact Assessment process ensures that we have paid due regard to the above.
- An Equality Impact Assessment (EIA) screening was carried out and this demonstrated that a full EIA was not necessary. The results of the screening are set out in Appendix B. The EIA Screening identified low impacts on the protected groups identified. Overall, the AMR has concluded that the LDP strategy and policies are being implemented effectively and there is no cause for review or any action needed at this stage.
- 6.4 It should be noted that the AMR is based on the LDP monitoring framework which is adopted in the Plan and cannot be altered, except to conform with updates to WG national policy and guidance. The LDP monitoring framework was examined by independent Inspectors during the preparation of the LDP and found to be sound. The LDP was subject to a Sustainability Appraisal (SA) process which incorporated an EIA

therefore the Plan has already been assessed in this respect. The AMR provides a factual report on the implementation of the LDP. In preparing the AMR, the Council has fulfilled the mandatory consultation requirements of the WG guidance for preparing the AMR. The final AMR will be made available to view on the Council's website.

- This report being presented to Planning Committee is for information purposes only and is not recommending any actions or changes to the adopted Plan. It is merely to signpost that the AMR has been published, to highlight the main findings, and to notify that the AMR is not required to be submitted to WG this year.
- On the basis of the above, it has been concluded that an EIA is not necessary.

7.0. Legal Implications

- 7.1 The Council are required to submit an Annual Monitoring Report to Welsh Government under section 76 of the Planning and Compulsory Purchase Act 2004.
- 7.2 The Council will continue to monitor the LDP in-line with WG requirements and guidance.
- 7.3 The Council has a duty to seek to continually improve in the exercise of its functions (which include where appropriate powers) in terms of strategic effectiveness, service quality and availability, sustainability, efficiency and innovation pursuant to the Local Government (Wales) Measure 2009; and must consider how the Well Being of Future Generations (Wales) Act 2015 improves the social, economic, environmental and cultural well-being of Wales.

8.0 Financial Implications

8.1 There are no significant financial implications arising from the publication of this SPG. The developer consultation process and document production has been accommodated within existing budgets and staff resources, and utilised electronic communication (email and website). The final document has been made available electronically and hard copies will generally only be produced upon request for an appropriate charge in order to recoup costs incurred. As such printing costs going forward will not be significant and can be met within allocated budgets.

For Information

Background papers: None

Appendices:

Appendix A: Swansea Local Development Plan 1st Annual Monitoring Report -

Period 2019-20 (AMR 1)

Appendix B: Equality Impact Assessment (EIA) Screening Form

Appendix A

Swansea Local Development Plan 1st Annual Monitoring Report – Period 2019-20 (AMR 1)

https://swansea.gov.uk/planningdelivery

Equality Impact Assessment (EIA) Screening Form

Please ensure that you refer to the Screening Form Guidance while completing this form. If you would like further guidance please contact the Access to Services team (see guidance for details).

		Sectio	n 1		
Which service	ce area and dire	ectorate are y	ou from?		
Service Area	a: Planning an	d City Regen	eration		
Directorate:	Place				
Q1(a) WHAT	ARE YOU SC	REENING FO	OR RELEVAN	ICE?	
Service/ Function Proposal	Policy/ Procedure	Project	Strategy	Plan	

This a factual monitoring report, being presented to Planning Committee 'for information' purposes only. It does not fit clearly under any of the above options.

(b) Please name and describe here:

Name - Swansea Local Development Plan (LDP) First Annual Monitoring Report (AMR)

Description - This is a "for information" report to Planning Committee regarding the Swansea Local Development Plan (LDP) First Annual Monitoring Report (AMR).

The Swansea LDP was adopted by Swansea Council on the 28th February 2019 and forms the development plan for the City and County of Swansea. As part of the statutory development plan process, the Council is <u>normally</u> required to submit to Welsh Government (WG) an AMR each year setting out how the objectives of the Plan are being achieved. On 7th July 2020, in light of the on-going COVID 19 pandemic, WG wrote to all Local Planning Authorities to state that it did not require them to submit an AMR this year. The Strategic Planning Team has, nonetheless, continued to monitor the LDP and has prepared an AMR. It covers the first full 12 month period following the Plan's adoption, from April 1st 2019 to March 31st 2020.

Overall, the report concludes that the strategy and LDP policies are being implemented effectively and there is no cause for review or any action needed other than to continue monitoring. The report is being presented to Planning Committee for information purposes only (there are no recommendations or actions required). It presents a summary of the main findings of the monitoring, highlights that the AMR has been published on the Council's website but that it does not need to be submitted to WG, highlights some gaps

in the monitoring data resulting from the COVID 19 pandemic, and the impacts of the virus on some of the activities being monitored which are likely to continue to impact on the monitoring in at least the short term future.

Q2(a) WHAT DOE Direct front			or front line	Indirect ba	ack room
service deliv	ery	servio	e delivery	service de	livery
(H)		⊠ (M)] (L)
(b) DO YOUR Because they internal		MERS/CLIEI ause they	NTS ACCESS Becau		On an
need to	Wa	ant to	automatically everyone in S		basis i.e. Staff
(H)		⊠ (M)		(M)	☐ (L)
Q3 WHAT IS T		ENTIAL IMI High Impact	PACT ON THE Medium Impac	FOLLOWIN t Low Impact	G Don't
know		(H)	(M)	<i>(</i> L)	(H)
Children/young people	(0-18)	→ □			
Older people (50+) Any other age group	Ξ			\boxtimes	
Disability					
Race (including refuge	ees)	>			
Asylum seekers					
Gypsies & travellers					
Religion or (non-)belie Sex Sexual Orientation Gender reassignment	f	*			
Welsh Language Poverty/social exclusion Carers (inc. young care Community cohesion Marriage & civil partner	ers)	•			
Pregnancy and materr	nity —	\		\boxtimes	

Q4 WHAT ENGAGEMENT / CONSULTATION / CO-PRODUCTIVE APPROACHES WILL YOU UNDERTAKE?

WG guidance for producing the AMR, contained in the Development Plans Manual (Edition 3), outlines the consultation requirements of the monitoring process. It requires that stakeholder engagement is undertaken to inform the

monitoring of housing development. The Council undertook stakeholder engagement by consulting on a draft site schedule and findings with the Home Builders Federation (HBF) and the individual homebuilder firms active in Swansea (including the PLCs and smaller builders). The consultation was undertaken by electronic means and covered a 7 week period between 1st June and 17th July 2020. This included an extension of time agreed with the HBF to allow additional responses to be made.

The HBF coordinated responses from developers. The Council reviewed the draft monitoring information against the feedback received from the developers and made amendments accordingly.

The Council has fulfilled the mandatory consultation requirements of the WG guidance in preparing the AMR. The final AMR will be made available to view on the Council's website.

Q5(a)	HOW VISIBLE I	S THIS INITIATIVE TO	THE GENERAL PUBLIC?
	High visibility ☐(H)	Medium visibilit	y Low visibility
(b)	REPUTATION?	POTENTIAL RISK TO T (Consider the following public perception etc	impacts – legal, financial,
	High risk ☐ (H)	Medium risk ☐ (M)	Low risk
Q6	Will this initiati		wever minor) on any other
	Yes	No If yes, pleas	se provide details below
Q7	HOW DID YOU Please tick the re		
		ightarrow High Priority	\longrightarrow \square EIA to be
comp	leted		Please go to Section
MOST EIA	rly L →	LOW PRIORITY /	→ ⊠ Do not complete
LIA		NOT RELEVANT	Please go to Q8 followed by Section 2

The above Equality Impact Assessment Screening has been undertaken and it has identified low impacts on the protected groups identified. Overall, the

cover all of the relevant protected groups.

If you determine that this initiative is not relevant for an EIA report, you must provide a full explanation here. Please ensure that you

Q8

AMR has concluded that the LDP strategy and policies are being implemented effectively and there is no cause for review or any action needed at this stage.

It should be noted that the AMR is based on the LDP monitoring framework which is adopted in the Plan and cannot be altered, except to conform with updates to WG national policy and guidance. The LDP monitoring framework was examined by independent Inspectors during the preparation of the LDP and found to be sound. The LDP was subject to a Sustainability Appraisal (SA) process which incorporated an EIA therefore the Plan has already been assessed in this respect. The AMR provides a factual report on the implementation of the LDP.

The report being presented to Planning Committee is for information purposes only and is not recommending any actions or changes to the adopted Plan. It is merely to signpost that the AMR has been published, to highlight the main findings, and to notify that the AMR is not required to be submitted to WG this year.

On the basis of the above, it has been concluded that an EIA is not necessary.

Section 2

NB: Please email this completed form to the Access to Services Team for agreement before obtaining approval from your Head of Service. Head of Service approval is only required via email – no electronic signatures or paper copies are needed.

Screening	completed by:	
Name:	David Rees	
Job title:	Senior Planning Officer	
Date:	05/11/2020	
Approval	by Head of Service:	
Approval Name:	by Head of Service: Phil Holmes	
	,	

Please return the completed form to <u>accesstoservices@swansea.gov.uk</u>