

Northumberland Local Plan Monitoring and Implementation Framework

December 2018



1. Introduction

- 1.1. The Planning & Compulsory Purchase Act 2004 (as amended)¹ and The Town & Country Planning (Local Planning) (England) Regulations 2012 (as amended)², together with the National Planning Policy Framework (NPPF)³ and Planning Practice Guidance (PPG)⁴, require local authorities to monitor local plans and their policies on a regular (at least annual) basis. Furthermore, local authorities are legally required to formally review their local plans at least once every five years from the point of adoption to assess whether or not policies need updating, taking account of changing circumstances affecting the area (particularly any significant changes in Local Housing Need that may affect relevant strategic policies) or any relevant changes in national policy. The PPG confirms that a local plan and its policies do not, however, automatically become out-of-date after five years.
- 1.2. This Monitoring and Implementation Framework (MIF) sets out the principal measures and indicators that will be used to monitor the delivery and effectiveness of the sustainability objectives and planning policies of the Local Plan.
- 1.3. The effects of some policies are more suitably measured through contextual information and indicators (eg. people in work), while others can be more precisely measured through developments undertaken (eg. housebuilding completions and employment and retail floorspace created). The performance of

- other policies will be monitored through the granting or refusal of planning permissions.
- 1.4. Some measures and indicators are suitable for frequent monitoring and reporting (eg. where data is published annually), while others are less frequent due to the nature of the data and the methods of collection (eg. the national census every 10 years which details a wide range of contextual socio-economic information about the County's population).
- 1.5. In line with PPG, the resources required for monitoring the Local Plan nevertheless necessitate a proportionate approach. Hence, the overall assessment of how well the Plan's vision and strategic objectives are being met and achieved will generally be undertaken on a five-yearly cycle to coincide with the review of the Plan itself, including a full range of contextual and specific development indicators.
- 1.6. The Authority's Monitoring Reports (AMR) and associated evidence base studies and reports provide a flexible means for monitoring over the plan period 2016-2036, including progress with local plan preparation, policy implementation and delivery, activity relating to the Duty to Co-operate and information relating to indicators in the Plan. They can also cover measuring of the Housing Delivery Test and five-year supply of housing sites, as well as developer contributions gained and used (through Section 106 planning obligations and Community Infrastructure Levy (CIL)). The AMR process can therefore help to inform whether there is a likely need to undertake a partial or full update of the local plan through the at least five-yearly review.

¹ Section <u>35</u>.

² Regulations <u>10A</u> and <u>34</u>.

³ NPPF paragraphs 31-33.

⁴ PPG re. Plan-making paragraphs 042-054.

2. Sustainability Appraisal Objectives

2.1. The table below sets out the primary Local Plan policies relating to each of the Plan's 17 baseline Sustainability Appraisal objectives (see Table 6.1 of the Sustainability Appraisal report), with the necessary focus on those identified in the Sustainability Appraisal policy assessment matrices as having potential significant effects. The framework for monitoring the Local Plan policies is then set out in Section 3.

Sus	stainability Appraisal Objective	Local Plan Policies with Potential Significant Effects
1	To improve health and well-being and reduce health inequalities.	STP 2, 3, 5, 6 TCS 6 HOU 5, 7, 12 QOP 1, 2 TRA 1, 2 POL 2 INF 2, 5
2	To improve the quality, range and accessibility of community services and facilities.	STP 5 TCS 1, 2, 3 HOU 9 TRA 1 INF 2, 4, 5
3	To deliver safer communities.	STP 5 HOU 11 QOP 1
4	To ensure everyone has the opportunity to live in a decent and affordable home.	STP 1, 2, 3, 5 HOU 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12 QOP 1, 2
5	To strengthen and sustain a resilient local economy which offers local employment opportunities.	STP 1, 2, 3 ECN 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15 TCS 1, 2, 3, 5 TRA 1, 2, 3, 5 MIN 2, 6, 10, 11
6	To deliver accessible education and training opportunities.	ECN 13, 16
7	To reduce the need for travel, promote more sustainable modes of transport and align investment in infrastructure with growth.	STP 2, 3, 4 TCS 1, 2, 3 QOP 1 TRA 1, 2, 5
8	To conserve and enhance Northumberland's biodiversity and geodiversity.	STP 2, 3, 6 QOP 1, 2, 4 ENV 1, 2, 5, 6 WAT 1, 2

9	To ensure the prudent use and supply of natural resources.	STP 2, 3 HOU 2, 3, 4 QOP 1, 5 POL 2, 3
10	To encourage the efficient use of land.	STP 2, 3, 7, 8 TCS 1, 2, 3 HOU 2, 3, 4 POL 1, 2, 3
11	To protect and enhance the quality of Northumberland's river, transitional and coastal and ground and surface water bodies.	ENV 1, 2 WAT 1, 2, 3, 4, 5 POL 2
12	To improve air quality.	STP 2, 3, 4 TCS 1, 2, 3, 5 HOU 2, 3, 4 QOP 1 TRA 1, 2, 3 POL 2
13	To reduce and or avoid flood risk to people and property.	STP 2, 3, 4, 6 QOP 1, 5 WAT 3, 4, 5
14	To minimise greenhouse gases and ensure resilience to the effects of climate change through effective mitigation and adaptation.	STP 2, 3, 4, 6 TCS 1, 2, 3, 5 HOU 2, 3, 4 QOP 1, 5 TRA 1, 2, 3, 6, 8 WAT 3, 4, 5 WAS 1, 3 POL 2 REN 1, 2
15	To reduce the amount of waste that is produced and increase the proportion that is reused, recycled and composted.	STP 2, 3 TCS 1, 2, 3 HOU 2, 3, 4 QOP 1, 5 WAS 2, 3
16	To conserve and enhance Northumberland's cultural heritage and diversity.	STP 2, 3, 7, 8 HOU 9 QOP 1, 2, 3, 4 ENV 1, 6, 7, 8, 9 POL 2
17	To conserve and enhance the quality, distinctiveness and diversity of Northumberland's rural and urban landscapes.	STP 2, 3, 4, 7, 8 HOU 2, 3, 4, 9 QOP 1, 2, 3, 4 ENV 3, 4, 5, 6, 8 POL 2

3. Monitoring and Implementation Framework

3.1. The framework below sets out the primary monitoring indicators that will be used to monitor the effectiveness of the Local Plan's policies, together with corresponding thresholds that will be used to help identify whether relevant policies may need to be reviewed and any contingency actions that will be taken.

Policies		SA Objectives with Potential Significant Effects	Primary Monitoring Indicators ⁵	Trigger Thresholds for Policy and/or Plan Review	Contingency Actions
Delivering the Vision	ion for Northum	nberland			
Sust Deve Clim Heal Well Infra	atial Strategy, stainable velopment, nate Change, alth and illbeing, Green astructure, sen Belt	1, 2, 3, 4, 5, 7, 8, 9, 10, 12, 13, 14, 15, 16, 17	 [See also the monitoring of other policies.] National Census data (ONS) for Northumberland. Sub-national population projections for Northumberland, overall and by age (ONS). Projected numbers and % of children, working age residents and elderly residents (ONS). Overall County ranking in the English Indices of Multiple Deprivation (MHCLG). Ranking of the County's Lower Super Output Areas (LSOAs) in the English Indices of Multiple Deprivation (MHCLG). Life expectancy at birth (Public Health England). Levels of obesity in Northumberland (Public Health England). Number of planning applications granted where adverse impacts identified in the Health Impact Assessment are not mitigated. The percentage of working age people with qualifications at, or equivalent to, NVQ Level 2 and above (Nomis). Number and % of planning applications permitted contrary to policy for 'major' residential, employment, retail and leisure development outside settlement boundaries. Net increase/decrease in strategic and local green infrastructure 	 >5 'major' applications and/or appeals granted where significant adverse impacts are identified in the Health Impact Assessment but are not mitigated. >5% of 'major' developments permitted outside settlement boundaries. 	 Consider whether policy on health and wellbeing needs to be strengthened. Consider supply of land for development needs and/or whether policy could be strengthened.

⁵ Monitoring indicator data sources are Northumberland County Council and the Authority's Monitoring Report (AMR) process, unless otherwise stated.

			 Total area of Green Belt in Northumberland (ha). Number and area (ha) of planning permissions granted for inappropriate development within the Green Belt. Number of planning applications refused on Green Belt grounds. 	 >5 'major' applications and/or appeals granted for inappropriate development within the Green Belt. Consider supply of land for development need and/or whether policy could be strengthened.
Economic De	evelopment			
ECN 1 - 17	Economy, Employment Land, Rural Economy and Tourism	5, 6	 Economically active/inactive resident population (Nomis). Employment rate and unemployment rate (Nomis). Jobs density (jobs/sqm) (Nomis). Gross Added Value (GVA). Number and sectoral composition of 	 Northumberland economically inactive population and unemployment rate increase to above the North East regional average. Reconsider the strategy for jobs growth, which may entail a full or partial review of the Local Plan. Reconsider the strategy for jobs growth, which may entail a full or partial review of the Local Plan.
			 businesses in Northumberland (Nomis). Employment by Standard Industrial Classification (SIC) occupation (Nomis). Mean full-time equivalent workers gross weekly pay (Nomis). Median gross workplace-based earnings (ONS). Average household income Travel to work patterns, commuting flows and 	 A sustained decrease in the Northumberland: national average ratio over a 3 year period. A sustained decrease in the Northumberland: national average ratio over a 3 year period. A sustained decrease in the Northumberland: national average ratio over a 3 year period. A sustained decrease in the Northumberland: national average ratio over a 3 year period. A sustained decrease in the Northumberland: national average ratio over a 3 year period. Plan.
			 average distance travelled to work (ONS). Total employment land available by location and type (B1, B2, B8 ha). Net additional employment floorspace completed by location and type (B1, B2, B8 sqm) - trajectory. 	 Insufficient employment land supply to meet current and projected needs for B-Class uses. Consider need to allocate additional economic development sites through the Plan review.
			 Net additional employment floorspace completed on allocated employment sites (Local Plan and Neighbourhood Plans) by location and type (B1, B2, B8 sqm). Net additional employment floorspace and % completed on brownfield and greenfield sites. 	 Review unimplemented employment site allocations - consider any need to delete and allocate additional sites through the Plan review. Any available 'brownfield' employment land allocations unimplemented for >5 years. >10% of new employment land take-up on
			Net additional tourist accommodation bedspaces created by location and type (hotel, B&B, caravans and camping sites).	 unallocated greenfield sites. A downward trend in the five year moving average of additional bedspaces sustained over a three year period. Consider how policy may need to be relaxed to encourage the creation of more tourism bedspaces through a partial Plan review.
Town Centre	s and Central Servic	es		
TCS 1 - 6	Retailing and Services, Hot Food Takeaways	1, 2, 5, 7, 10, 12, 14, 15	 Total occupied retail floorspace (gross and net sales area) by type (A1, A2, A3, A4, A5 units and sqm) in the 12 main town centres or primary shopping areas (7 larger centres). Net additional new retail floorspace completed by location and type (A1, A2, A3, A4, A5 units 	A >5% reduction in A1 gross or net retail floorspace across the 12 main town centres.

Housing		 and sqm). Vacancy rates of retail units within Main Towns and Service Centres (no. of units, sqm and %). Number and floorspace of non-A1 retail uses on ground floors within primary frontages by location and type (A1, A2, A3, A4, A5 units, sqm and %). Floorspace of applications permitted for 'major' retail development in edge-of-centre, out-of-centre and out-of-town locations. Number of A5 hot food takeaways permitted contrary to policy. 	 >10% of retail units vacant in any Main Town or Service Centre. >50% of ground floor retail units in primary frontages in non-A1 uses in any Main Town or Service Centre. >10% of retail units in A5 uses in any Main Town or Service Centre. No reduction in the 3-year moving average of the % of major retail gross floorspace that is within the centre, as defined for retail, in the 12 towns. >10 applications and/or appeals granted for A5 hot food takeaways contrary to policy. 	 Consider need to allocate land for, design and implement a centre regeneration scheme. Consider need to strengthen the town centre first policy as part of the Plan review. Consider need to strengthen the policy as part of the Plan review.
HOU 1 - 12 Housing Provision, Mix and Affordability, Gypsies and Travellers	1, 2, 3, 4, 9, 10, 12, 14, 15, 16, 17	 Sub-national household population and non-household population projections (ONS). Sub-national household projections and average household size (ONS). Housing affordability ratio of median house price to median gross workplace-based earnings (ONS). Local Housing Need (minimum net additional dwellings per annum). Housing Delivery Test (% of net additional dwellings completed against the need over the previous 3 years). Total potential 'deliverable' and 'developable' housing land supply by Delivery Area (SHLAA). 5-year housing land supply of 'deliverable' sites. Number, area and capacity of sites on the Brownfield Land Register. Net additional dwellings completed by location, tenure, size (bedrooms) and type - trajectories. Net additional dwellings completed on allocated housing sites by location (Local Plan and Neighbourhood Plans). Number of long-term empty homes brought back into residential use. Net additional dwellings and % completed on brownfield and greenfield sites. Net additional affordable housing completions by location, affordable tenure, size (bedrooms) and type. Number of affordable homes for first-time buyers permitted and built on Entry-level 	 Local Housing Need calculation increases to >50 dwellings pa above the 885pa OAN. Housing Delivery Test result <95%, <85% or <75%. Insufficient deliverable and developable housing land supply to meet identified minimum needs. <5 years housing land supply. Any available 'brownfield' housing land allocations unimplemented for >5 years. Insufficient affordable homes being built to meet identified (SHMA) needs. 	 Review the Plan if cumulative delivery rates for the plan period >25pa below the minimum LHN. Where HDT <95%, prepare a PPG compliant Action Plan to assess the causes of under-delivery and identify actions to increase future delivery. Where HDT <85%, apply a 20% buffer to the 5-year housing land supply requirement. Where HDT <75% or less than 5 years housing land supply, apply the presumption in favour of sustainable development to planning applications for housing. Review unimplemented housing site allocations - consider any need to delete and allocate additional sites through the Plan review. Consider need to revise affordable housing policy requirements through the Plan review.

Quality of Pla	ace		 Exception Sites. Number of affordable and market homes permitted and built on Rural Exception Sites. Average density and average house size of 'major' new housing sites completed (by Delivery Area). Total number of individuals/families and groups registered on the Self-build and Custom-build Housing Register. Number of specifically-stated self-build plots permitted as part of planning applications. Number and % of second and holiday homes by location. Specialist residential accommodation completed by location and type (including C2 institutional/communal accommodation). Total supply of gypsy and traveller pitches and travelling showpeople plots by location. Net additional gypsy and traveller caravan pitches permitted and created by location. Net additional travelling showpeople plots permitted and created by location. 	 Insufficient supply of gypsy and traveller permanent and/or transit pitches to meet identified needs. Insufficient supply of travelling showpeople plots to meet identified needs. Consider need to allocate specific gypsy and traveller sites through the Plan review. Consider need to allocate specific travelling showpeople sites through the Plan review.
QOP 1 - 6	Sustainable Design and Landscaping	1, 3, 4, 7, 8, 9, 12, 13, 14, 15, 16, 17	Rates of Crime in Northumberland (Northumbria Police). Number of planning applications refused on design-related grounds. Number of planning applications refused by LPA on design grounds but which are subsequently granted at appeal. Number of housing applications permitted which do not perform positively against Build for Life 12. Number of planning applications using accreditation schemes or design review to demonstrate quality of development. Number of Design and Access Statements which do not refer to Quality of Place policies or the Northumberland Design Guide.	 >5 applications refused by LPA on design grounds but which are subsequently granted at appeal. >5% 'major' applications and/or appeals approved for residential development which were assessed as performing negatively against Build for Life 12 principles. Consider whether policies relating to quality of place need to be strengthened to improve clarity around local design expectations. Reconsider Build for Life 12 as a policy mechanism and/or implementation through development management
Connectivity	and Movement			
TRA 1 - 8	Transport Connectivity	1, 2, 5, 7, 12, 14	Car ownership (% of households owning one or more car/van) (ONS). Travel to work by different modes (bus, train, car, bike, foot) (ONS). Traffic volumes on strategic roads and junctions (Highways England). Number and % of planning applications permitted complying with car-parking standards.	 Strategic road network sections and junctions (projected to be) operating above capacity. Design and implement road improvement scheme (with Highways England).

	Connectivity		 Number of travel plans implemented. New strategic transport infrastructure completed. % of the County's households with broadband connectivity. New strategic telecommunications infrastructure completed. 	• Any	y proposed strategic transport infrastructure bjects unimplemented for >5 years. y proposed strategic telecommunication rastructure projects unimplemented for >5 ars.	•	Continue to work collaboratively with infrastructure providers and consider need to delete or amend project in the the IDP and/or as part of the Plan review.
Environment							
ENV 1 - 9	Natural Environment, Biodiversity and Landscape, Historic and Built Environment	8, 11, 16, 17	 Net change in area of designated biodiversity and geodiversity sites (+/- ha). Net additional area of new priority habitat delivered (ha) (Natural England). Number and % of 'major' developments generating overall net gains in biodiversity enhancement (Natural England). Number of 'major' planning applications permitted with significant adverse impacts on designated sites of biodiversity importance (Natural England). Number of 'major' planning applications permitted with significant adverse impacts on designated landscapes. Number of TPO trees or woodland removed as a result of development permitted. Harm to non-protected landscape features. Total numbers of Grade I, II* and II listed buildings (Historic England). Numbers of Grade I, II* and II listed buildings demolished. Number of 'major' developments permitted with significant adverse impacts on designated heritage assets. Number of 'major' developments permitted with significant adverse impacts on non-designated heritage assets. Number of 'major' developments permitted with significant adverse impacts on archaeological sites. Numbers of designated heritage assets identified as being 'at risk' on the At Risk Register (Historic England). 	 No dev >5 App >5% An 	net gain (3 year period.) upward trend in the proportion of major velopments showing net gains. applications permitted following HRA propriate Assessment. % reduction in TPO trees. % loss of listed structures.	•	Reconsider policy on net gain. Reconsider policy on net gain. Reconsider policy on trees. Reconsider strength of conservation policies. Consider whether any policy response would be appropriate balancing the risk of facilitating uses that might bring assets into use and thus promote restoration, against the possibility that any such act could exacerbate the risk rather than alleviate it.
Water Enviro	nment						than alleviate it.
WAT 1 - 5	Water Quality, Flooding and Coastal Change	8, 11, 13, 14	% of river stretches with good/very good biological water quality (Environment Agency). % of river stretches with good/very good		y reduction sustained over 3 years. y reduction sustained over 3 years.		needs to be strengthened.

			 chemical water quality (Environment Agency). Number of 'major' planning permissions granted contrary to the advice of the Environment Agency on water quality grounds. Number of 'major' planning permissions granted contrary to the advice of the Environment Agency on flood defence grounds. Number of 'major' planning permissions granted for higher vulnerability development within flood zones 2 and 3. Number of 'major' developments approved contrary to the Shoreline Management Plan (SMP) and Coastal Change Management Area (CCMA). Number and % of new 'major' developments that incorporate Sustainable Drainage Systems (SuDS) and reduce surface water run-off. Water efficiency rate of new dwellings. 	•	Any increase sustained over 3 years. Any increase sustained over 3 years. Any increase sustained over 3 years. Any positive number sustained over 3 years. Any positive number sustained over 3 years.	•	needs to be strengthened. Consider whether policy on water quality needs to be strengthened. Consider whether policy on flood resilience needs to be strengthened. Consider whether policy on flood resilience needs to be strengthened. Consider whether policy on CCMAs needs to be strengthened. Consider whether policy on SuDS needs to be strengthened.
Pollution and	Land Quality						
POL 1 - 3	Pollution and land quality	1, 9, 10, 11, 12, 14, 16, 17	Number of Air Quality Management Areas (AQMAs). Area of contaminated land restored for alternative viable use (ha). Area of the best and most versatile agricultural land lost to development (Grade 1, 2, 3a) (ha). Planning applications and appeals approved as departures from policy.	•	Increase in number of Air Quality Management Areas (AQMAs). Planning applications or appeals approved as departures will trigger an investigation into the reasons for the approval.		Consider whether policy needs to be strengthened. Consider whether policy needs to be strengthened.
Managing Na	tural Resources						
MIN 1 - 13	Minerals	5	Landbanks of permitted reserves of crushed rock and sand and gravel for aggregate uses (years). Number of incompatible non-mineral developments consented within a Mineral Safeguarding Area. Restoration proposals provide a net gain for biodiversity. Planning applications and appeals approved as departures from policy.	•	Landbank falls below 10 years for crushed rock or below 7 years for sand and gravel No net gain for biodiversity. Planning applications or appeals approved as departures will trigger an investigation into the reasons for the approval.	•	Policy approach will be reviewed. Policy approach will be reviewed. Policy approach will be reviewed.
WAS 1 - 4	Waste	14, 15	Volumes of household waste generated (tonnes). Percentage of household waste recycled and composted. Percentage of local authority collected waste landfilled (tonnes). Volumes of commercial and industrial and	•	Year-on-year decreases in percentage of household waste recycled. Year-on-year increases in proportion of waste landfilled.		Policy approach will be reviewed. Policy approach will be reviewed.

			construction and demolition waste landfilled.		
REN 1 - 2	Renewable Energy	14	 Renewable energy capacity installed by type. Number of applications permitted for renewable and low carbon technologies. Planning applications and appeals approved as departures from policy. 	Proposals for wind energy development permitted outside a suitable area.	Policy approach will be reviewed.
Infrastructur	e and Delivery				
INF 1 - 6	Infrastructure and Delivery, Community Facilities, Sport and Recreation	1, 2	 Implementation of schemes identified in the Infrastructure Delivery Plan (IDP). Number of community services and facilities lost as a result of the grant of planning permission (Policy INF 2) Number of community services and facilities retained as a result of refusal of planning permission (Policy INF 2) Number of local village convenience shops and public houses in villages lost as a result of the grant of planning permission (Policy INF 3) Number of local village convenience shops and public houses in villages retained as a result of refusal of planning permission (Policy INF 3) Number of registered Assets of Community Value lost as a result of the grant of planning permission (Policy INF 4) Number of registered Assets of Community Value retained as a result of refusal of planning permission (Policy INF 4) Net loss or gain of open space as a result of the grant of planning permission for major housing development schemes (Policy INF 5) Net loss or gain of facilities for sport and recreation as a result of the grant of planning permission for major housing development schemes (Policy INF 5) Number of s106 planning obligations secured (Policy INF 6) Proportion of planning permissions granted for major housing developments that are subject to a s106 planning obligation (Policy INF 6) Amount of financial contributions, excluding contributions, or affordable housing, secured for infrastructure through Section 106 planning obligations. 	Any proposed infrastructure projects identified in the IDP unimplemented for >5 years.	Continue working collaboratively with infrastructure providers to understand priorities and consider need to remove or amend projects or add new projects.