

Public Examination into the Haringey Core Strategy June 2011

Factual Statement 5 - Monitoring

More specific details of proposed monitoring including any key review/check points for the life of the plan. In relation specifically to what will be delivered, where, when and by whom?

1. Introduction

- 1.1 Monitoring the delivery of vision, objectives and policies of the Core Strategy is a key aspect of the planning system as set out in PPS 1 2 section 4. The preparation of a plan is not a 'one-off' activity but is part of a process that involves monitoring how the plan is delivering what it sets out to do, and making adjustments to it if the monitoring process reveals that changes are needed. Haringey's Core Strategy is prepared in line with PPS 12 advice on monitoring of the plan objectives.
- 1.2 The Council is committed to a process for implementation and delivery of the Core Strategy. Core Strategy Policy SP17 (page 194) sets out the mechanisms to deliver the strategic objectives for Core Strategy including monitoring its effectiveness and delivery. The Core Strategy sets out;
 - Growth targets for housing in policy SP1
 - 15 year housing trajectory Appendix 2
 - Indicators against each strategic policy
 - Community Infrastructure key projects in Appendix 3
 - Monitoring framework as supporting document which includes national indicators, core indicators, local targets, significant effect indicators
 - Key mechanism for delivery and implementation of the Core Strategy policies and the Infrastructure projects in SP17
- 1.3 The Core Strategy identifies key Local development Framework documents which will complement the implementation of the Core Strategy policies:
 - Site Allocations Development Plan Document (DPD)
 - Development Management DPD
 - Proposals Map
 - North London Waste Plan DPD
 - Area Action Plan DPDs for the growth areas and Areas of Change
 - Supplementary Planning Documents such as Sustainable Design and Construction.
- 1.4 Other local strategies include
 - Sustainable Community Strategy
 - Borough Investment Plan for housing
 - Local Transport Strategy (LIP)

- Greenest Borough Strategy
- 1.5 The Council also uses surveys and studies to monitor policy effectiveness. For instance we assess health of our town centres periodically. The annual place planning reports for education is a complementary tool for infrastructure monitoring, and the Council has just introduced Annual Carbon Reporting to monitor its actions for carbon reductions in the borough.
 - 1.6 The strategic objectives and policies of the Core Strategy (SP17) will be delivered through coordinated working with the Haringey Strategic Partnership and working with a range of organisations including the public, private and third sector. Such organisations include Government agencies, Greater London Authority, Transport for London, other public transport providers, the NHS Haringey, utility companies, neighbouring boroughs, and the development industry. It is envisaged that significant investment would come from the private sector, through house-building companies, developers, retailers and business companies.

2. Annual Monitoring Report

- 2.1 The Council has successfully produced Annual Monitoring Reports since 2004/5, and used national, core and local indicators to assess the effectiveness of its Unitary Development Plan, and the progress of its Local Development Framework documents.
- 2.2 The Core Strategy para 8.2.23 sets out the Council's intentions and arrangements for monitoring the effectiveness and delivery of the plan objectives and targets through the Annual Monitoring Plan. Monitoring will take the form of annually reviewing the policies and their effectiveness through the chosen indicators and targets.
- 2.3 In our Monitoring Framework, which was presented as a supporting document to the Core Strategy Submission draft, we identified how our spatial objectives relate to National Indicators, Core Indicators, Local Indicators and the Significant Effects Indicators. We have identified a series of indicators to monitor for our spatial policies under each section of the Core Strategy. The targets and indicators are set at an appropriate level and are measurable. Where there are any amendments to these indicators as a result of Council's responses to the Inspector's questions, these will be reported under the relevant "Matters".
- 2.4 In March 2011, the Council received a "*Letter to Chief Planning Officers- Preparation and Monitoring of Local Plans*" from the relevant minister. This letter explains that the national guidance provided in the "*Local Development Framework Monitoring: A Good Practice Guide (ODPM, 2005)*", "*Annual Monitoring Report FAQs and Emerging Best*

Practice 2004-05 (ODPM, 2006)”, and the “*Regional Spatial Strategy and Local Development Framework: Core Output Indicators - Update 2/2008 (CLG, 2008)*” are withdrawn, and it is now a matter for each council to decide what to include in their monitoring reports while ensuring that they are prepared in accordance with relevant UK and EU legislation.

- 2.5 The Council considers the monitoring of its local plan policies an essential component of its plan-making responsibilities, and therefore will continue to prepare Monitoring Reports. The Core Strategy which covers a 15 years period is designed to provide flexibility, particularly to deal with changing circumstances. The monitoring of the CS helps the Council to identify and then develop relevant interventions where needed to ensure deliverability of the Plan through time. If, as a result of monitoring, areas are identified where a policy is not working, or key policy targets are not being met, this may give rise to a review of the Core Strategy or other subsidiary documents.
- 2.6 Council’s monitoring framework is flexible and will be reviewed and amended to reflect the changes in performance management, monitoring guidance and the data collection responsibilities. Where necessary, new indicators will be created and obsolete ones will be deleted to meet changing circumstances.
- 2.7 It should be noted that the Core Strategy Submission monitoring framework reflects the now withdrawn national guidance for AMRs. It reflects the local authority performance management frameworks, local area agreement targets, and national indicators as in May 2010. The Government revoked all designations of local area agreements, and the national indicators are subject to review to be replaced with a single list of data that local authorities will be expected to provide to central government.
- 2.8 In light of these change since the Submission draft Core Strategy is published, the Council has started to review the indicators it used for the monitoring framework. There could be additional policy indicators proposed by the Council in the course of the EiP. In order to capture all this, and for ease of reference between various indicators, and if the Inspector agrees, the Council is proposing to detail the monitoring framework so that it incorporates the strategic policy targets and indicators for ease reference, key milestones and delivery mechanisms alongside the strategic policy indicators and policy outcomes. This table will be presented to the Inspector before the EiP starts.

3. Monitoring and Delivery of the Growth and the Infrastructure

- 3.1 In order to monitor effectively the progress in predicted housing growth between 2011- 2026, the Council has developed a housing trajectory for 5, 10, and 15 year periods based on its assessment of

availability of housing sites in the borough. The trajectory is included in the Core Strategy as Appendix 2 and shows the amount of housing expected to come forward over the next 15 years. This performance against the trajectory will be monitored annually through the Annual Monitoring Report.

- 3.2 In order to provide clarity, and for ease of reference, and if the Inspectors agrees, the council proposes a minor change to include in Appendix 2 housing trajectory page, a table which sets out 5,10,15 year indicative housing figures for Haringey as a whole and also for growth areas.
- 3.3 As stated above, the Core Strategy also identifies other Local Development Documents complementing the implementation of the Core Strategy policies. These are referenced in the relevant sections of the Plan. Progress of the LDF documents will be monitored through the Annual Monitoring report and according to the Local Development Scheme.
- 3.4 A major element of monitoring is the delivery of infrastructure projects identified in Appendix 3. To help to ensure that infrastructure is provided to support the Borough's growth and strategic policies, the Council carried out a study for infrastructure needs and provision in the borough. The detail assessment of needs and the assumptions we used are set out in our Community Infrastructure Study which is a supporting document to the Core Strategy Submission Draft. The Council has worked with its key partners to inform the infrastructure projects as a means of ensuring that the outcomes will be delivered in a joined-up way. These infrastructure providers are listed in the Community Infrastructure Study. The relevant service providers are identified in Appendix 3 against each infrastructure project.
- 3.5 The infrastructure requirements we considered are in line with PPS12 (para 4.8-4.12) and they include Health, Education,(Primary, Secondary Education, Further Education), Social Care, Libraries and Museums, Open Space (Green Infrastructure), Leisure and Sports Facilities, Emergency services, Transport, Waste, Water Supply and Sewerage, Telecommunications, Energy Infrastructure and Community Facilities. These are listed in the Core Strategy SP16 page 185.
- 3.6 Outcome of the Community Infrastructure Study is presented in Appendix 3 of the Core Strategy. This table, the Key Infrastructure Programme and Projects table in Appendix 3 includes key projects and who will deliver when as much possible over the Plan period. Timing and phasing of projects are also identified in the as much as possible. These are based on assessment of variety of factors, including when the development envisaged by the Core Strategy takes place, the availability of funding and the timing of major investment. Risks and contingency associated with timing of the projects are also

identified. Where relevant, the key infrastructure projects which relate growth in key growth areas such as Tottenham Hale and Haringey Heartlands are identified.

- 3.7 For clarity and ease of reference, and if the Inspector agrees; the Council will include a column to the CIP setting out linkages with the spatial policies and this will be reported under Matter 11.
- 3.8 The Site Allocations Development Plan Document will aim to provide further information about the sites required for infrastructure provision where relevant. The Area Actions Plans set out in the Core Strategy will be another vehicle to update the CIP and identify further needs where needed.
- 3.9 It is important to identify short, medium to long term infrastructure priorities even where funding has not yet been confirmed as the Core Strategy will guide future decision-making of the Council and its partners in relation to infrastructure provision. In some cases, confirmation of funding for infrastructure is limited to the first five years, as during this period the Council is able to be more certain about the deliverability of necessary infrastructure. In some cases, infrastructure needs are identified to support the strategic policies but further investigation will be necessary for more detail about the phasing, location, cost and funding. Examples for this include decentralised energy networks. For health and education facilities, the infrastructure projects identified for health and education up to 2016 will be rolled forward to correspond to predicted growth levels to 2026. It should be noted that while the list in Appendix 3 is detailed, it is not exhaustive of all infrastructure likely to be needed in the borough in the period covered by this Core Strategy. Other items may be required, as appropriate, in response to new development in the borough or windfall sites.
- 3.10 The progress and implementation of the infrastructure plan will be reported as part of the Annual Monitoring Report. The Council will continue to engage with infrastructure providers, delivery partners and other relevant organisations to ensure that necessary infrastructure is planned and delivered to support growth. In addition to separate meetings with service providers where necessary, the council will meet with its partners at least once a year to discuss the outcome of its Annual Monitoring Report and the progress of the infrastructure delivery, and contingencies.

4. Planning Obligations and Community Infrastructure Levy

- 4.1 As explained in the Core Strategy paragraphs 8.2.2 – 8.2.17 in pages 198-199, where a development generates the need for new or upgraded infrastructure, on- or off- site, either to support the development or mitigate its effects, the Council will expect

contributions towards provision to meet this need. The Council may pool contributions relating to significant infrastructure i.e. transport, education and health. Pooling of financial contributions may occur in order to meet the identified infrastructure needs of the borough. The planning obligations under Section 106 will be scaled back from 2014 onwards only to be used for mitigation of impacts which arise directly from the proposed development. It is proposed that affordable housing obligations will still be covered by Section 106.

- 4.2 Community Infrastructure Levy (CIL) regulations which came into force in April 2010 is a proposed new tariff which the London Borough of Haringey intends to use to charge on most forms of new development. The Council is currently working towards introducing a CIL rate and aim to prepare a Community Infrastructure Levy charging schedule by 2013. CIL will be as wide as possible to encompass physical, social and green infrastructure in line with Appendix 3 of the Core Strategy.
- 4.3 As part of this work, the Council has started to update its Infrastructure plan. Some of the projects identified in the plan are already being implemented. Projects which are not yet included in the CIP due to lack of information at the time of Submission draft will be included in this update such as the outcomes of the recent Drain London studies for flood risk mitigation, and potential improvements to buildings such as libraries for creation of community hubs. This update is also taking into account the recent changes to public spending limitations both for Haringey Council, and other service providers such as the local NHS.
- 4.4 In setting its rates, the council will take into account various factors, including the potential effect of CIL upon the economic viability of development. The Mayor for London has recently consulted on the Mayoral CIL for Cross-Rail. When adopted, the Council will also take into account the impact of Mayoral CIL levels, especially the impact on viability. Negotiated planning obligations will still be possible for site specific issues, employment and training issues and to allow for affordable housing to be delivered on site.
- 4.5 If the Inspector agrees, the Council will propose a minor change to the Core Strategy para 8.2.17 in page 199, updating the information about Community Infrastructure Levy. This will be set out under Matter 11.

5. Risk Management

- 5.1 One of the key risks to the delivery of Core Strategy objectives is the failure of sites coming forward for housing and/or employment development due to difficulties of land assembly or economic conditions which effect development process. If delivery of housing is significantly behind the projected cumulative target over this period as set out in the housing trajectory, the Council will review its

implementation mechanisms for key sites to come forward. The Council will also work with relevant developers, registers providers for social housing and other key stakeholders such as the Homes and Communities Agency to bring development forward. The recent downturn in the economic activity in the construction industry requires the Council to be vigilant in this respect, and work with its partners closely to progress the development of housing units. The Council recently acted to seek support from the HCA for one of the key sites in Tottenham Hale area. The Council may also utilise its own properties or land to achieve the policy objectives or use CPO powers where relevant.

- 5.2 The Table for key infrastructure projects in Appendix 3 identifies a number of risks and sets out contingency measures as much as possible and practical. Some projects will be dependent on s106 agreements (now S106 and CIL) arrangements. Failure of sites coming forward for housing and/or employment development due to difficulties of land assembly or economic climate may lead to rephrasing of some infrastructure. In other cases, there is lack of clarity for funding and resources from delivery agents. The Council will work with its partners to influence relevant investment plans and identify funding for these items.
- 5.3 The regular review of the delivery of infrastructure is especially important in light of local authority spending review and the reduction in public expenditure which came to being since the Core Strategy is submitted in May 2010. As stated above, we have already put into place arrangements for an update and are implementing a first review of the infrastructure commitments by the council and other providers in light of public spending reductions and wider impact of the current economic climate.
- 5.4 Examples include assessing the impact of January 2011 Health and Social Care Bill on health provision and organisation in the borough. There are now transitional governance of NHS PCT decision making by the NHS North Central London Joint Boards pending the abolition of Strategic Health Authorities and PCTs and establishment of GP Commissioning Consortia and Health and Well Being Boards. This is subject to the outcome of the Government's review of the NHS Bill, currently paused within the parliamentary approval process. The local NHS is committed to the provision to the infrastructure set out in Appendix 3 although its scale and timing may require some adjustments. Health bodies and the Council have already established a working group to capture the impact of the changes proposed to the health infrastructure. Initial findings of our review for education indicate that the Council has plans in place to meet the demand in primary and secondary schools at least up to 2016/2018. Some of the open space related projects are being delivered, and the improvements to the Gyrotory system in Tottenham have started.

- 5.5 At a sub regional level, the Greater London Authority and the boroughs are working together for preparation of an Opportunity Area Framework for the Upper Lee Valley (ULV) area. The document which will have a Supplementary Planning Document status to the London Plan aims to identify further infrastructure and investment that will be required to facilitate the regeneration in the ULV corridor. This includes transport, and decentralised energy as well as green and social infrastructure. A transport study which will inform the Framework is currently being carried out by the Transport for London. The Council also confirmed its intention to work with the Mayor of London for developing an Enterprise Zone bid for the Tottenham area.
- 5.6 For infrastructure delivery, the Council also works with its neighbouring borough to identify risks and pressures in infrastructure where relevant. For instance, in light of proposed growth at Meridian Water in Enfield and development proposals in north east Haringey, both authorities have identified a shortage for primary school places. In the longer term Haringey is looking to provide permanent expansions to meet demand in that area. The location of these permanent expansions is still being determined and there will need to be full consultation with the school(s) concerned. Enfield is also taking a proactive approach on their side of the borough boundary to be able to offer all of their residents of school age a school place.
- 5.7 In order to provide more clarity to the mechanisms for monitoring, need for updating and risk managing the key plan objectives and the indicative key infrastructure projects and programmes showed in Appendix 3, and if the Inspector agrees, the council is proposing to add a paragraph in Section 8.2 of the CS. This will explain with more clarity the links between infrastructure projects, Annual Monitoring Plan, delivery mechanisms and risk management. This minor change will be reported under Matters 11.