
Examination of East Cambridgeshire Local Plan Single Issue Review Matters Statement

Main Matter 2: Housing Provision Questions 11, 12, 13, 14 and 15

Representations on behalf of
L&Q Estates Limited and Hill Residential Limited

October 2022

Examination of East Cambridgeshire Local Plan Single Issue Review

Matters Statement

Main Matter 2: Housing Provision Questions 11, 12, 13, 14 and 15

Representations on behalf of L&Q Estates Limited and Hill Residential Limited

Project Ref:	32397/A5/P5/AW	32397/A5/P5/AW	32387/A5/P5/AW/SO
Status:	Draft	Draft	Final
Issue/Rev:	01	02	02
Date:	14 October 2022	21 October 2022	26 October 2022
Prepared by:	Andrew Winter	Andrew Winter	Andrew Winter
Checked by:	Gareth Wilson	Gareth Wilson	Gareth Wilson
Authorised by:	Gareth Wilson	Gareth Wilson	Gareth Wilson

Barton Willmore, now Stantec
St Andrews House
St Andrews Road
Cambridge
CB4 1WB

Tel: 01223 345 555

Ref: 32397/A5/P5/AW/SO
File Ref: 32397.P5.ECDCLP.AW
Date: 26 October 2022

COPYRIGHT

The contents of this document must not be copied or reproduced in whole or in part without the written consent of Barton Willmore, now Stantec.

All our stationery is produced using recycled or FSC paper and vegetable oil based inks.

CONTENTS

PAGE

1.0	Introduction	Page 1
2.0	Question 11	Pages 2-5
3.0	Questions 12 & 13	Page 6
4.0	Question 14	Pages 7-10
5.0	Question 15	Page 11
6.0	Conclusion	Page 12

APPENDICES

- Appendix A: Excerpt from Planning Inspectors Review of Forest Heath's Single Issue Review of Core Strategy Policy CS7
- Appendix B: Forest Heath Objectively Assessed Housing Need, August 2016
- Appendix C: Excerpt from Land to the North East of Broad Piece Soham
APP/V0510/W/21/3282449
- Appendix D: Secretary of State Letter to Mayor of London 13 March 2020

1.0 INTRODUCTION

- 1.1 This Matters Statement has been prepared by Barton Willmore, now Stantec, on behalf of L&Q Estates and Hill Residential in response to Matter 2 and directly in response to questions 11, 12, 13, 14 and 15 raised by the Inspector in the Matters, Issues and Questions consultation closing 28 October 2022.
- 1.2 These representations follow our previous comments submitted to the Regulation 18 Issues and Options in December 2020, Regulation 18 Preferred Options in February 2022 and Regulation 19 Proposed Submission in May 2022.

2.0 QUESTION 11: THE AMENDED POLICY GROWTH1 WOULD COVER THE PERIOD TO 2031, AND CONSEQUENTLY WILL NOT LOOK AHEAD OVER A MINIMUM OF 15 YEARS FROM ADOPTION AS PER NPPF PARAGRAPH 22. WHAT IS THE JUSTIFICATION FOR THIS, AND IS THE PLAN POSITIVELY PREPARED IN THIS REGARD?

- 2.1 Policy GROWTH1 is a strategic policy relating to the housing requirement for the district that clearly falls within the definition of a strategic policy set out in paragraph 20 of the NPPF. As such, this policy must look ahead at least 15 years following adoption to anticipate and respond to long-term requirements and ensure delivery of sustainable development in accordance with paragraph 22 of the NPPF. The proposed draft Local Plan only looks 8 years ahead to 2031, which is inconsistent with national policy requirements and consequently unsound.
- 2.2 The Council's justification for the limited plan period in its response to the Inspector's initial questions states that there is nothing in law requiring a plan period to have a 15 year period from adoption and there is local precedent at Forest Heath (see below) for a shorter plan period. Even though there is no legal requirement for a 15 year plan period, this does not make a plan sound if it is proposed to be less. The PPG (Paragraph: 012 Reference ID: 2a-012-20190220) is clear that the NPPF "requires" strategic policies to look ahead over a "minimum" of 15 years. The tests of soundness are set out in paragraph 35 of the NPPF and it is hard to see how a plan period of less than 10 years is 'justified', 'positively prepared' and consistent with national policy in this regard given the inherent limitations it places on the Council's ability to plan sustainability over the medium and long term.
- 2.3 The example at Forest Heath is also not comparable. The Council's housing requirement for the period 2011 to 2031 in Core Strategy Policy CS7 along with associated text was quashed in 2011 by a High Court Order. This was due to a marked lack of coverage and assessment of reasonable alternatives and increases to housing provision, and a complete failure in terms of explanation as to why the nominated alternatives had been rejected. The Forest Heath SIR therefore sought to introduce a revised version of the policy setting out a new housing requirement and spatial distribution to address the deletion of a key strategic issue from the Development Plan. As the FHDC SIR makes clear, the Council undertook an objective assessment of local housing needs, under NPPF 2012. The inspectors conducting the examination of the SIR (**Appendix A**) concluded:

- At para 13, that whilst the SIR was “restricted in scope” that “Nonetheless, there are a number of strategic, cross-boundary issues of relevance to it.” And that “Principal among these are housing, both in terms of meeting needs and its distribution, transport and other infrastructure requirements arising as a result of the new housing, and environmental considerations.”
- That it considered commuting and migration flows (para. 22)
- That it followed the methodology within the PPG on OAN (para. 24)
- Employment implications were taken into account and there was broad alignment with the provision of 7,300 jobs set out in Policy CS6 (para 26)
- An appropriate adjustment was made for market signals (para 27)

2.4 The FHDC SIR looked at a range of factors to ensure a sustainable, integrated strategy. In doing so, it had regard to economic-based forecasts when reviewing its housing requirement for the period 2011-2031 using the East of England Forecasting Model (Forest Heath Objectively Assessed Housing Need, August 2016) (see paragraphs 15-17 of **Appendix B**). ECDC has not applied the same holistic approach to its housing need assessment. It is also notable that there was considerably more time left within the FHDC plan period than is the case in ECDC. When FHDC adopted the SIR in 2019, there remained 12 years left of the plan period. The SIR was conducted under NPPF 2012 which had an entirely different policy approach to local plan time horizons. NPPF 2021 “requires” a 15 year time horizon on adoption. NPPF 2012 stated plans should “*be drawn up over an appropriate timescale, preferably a 15 year time horizon...*” (our emphasis). There was no mandating a minimum time period following adoption, simply a preference that the whole plan period cover 15 years, which Policy CS7 achieved. The FHDC SIR provides no support whatsoever to ECDC’s proposed approach.

2.5 The ability of the proposed ECDC Local Plan to make provision for sufficient new homes in the medium-long term is in serious doubt. This was a specific concern of the appeal Inspector in the case of Land to the North East of Broad Piece Soham APP/V0510/W/21/3282449 (see paragraphs 16-18 of **Appendix C**). Here the Inspector identified the past shortfalls in delivery against the plan requirement as indicative of allocations not meeting housing needs and called into question the soundness of the locational strategy. The latest HDT results still indicate that sufficient housing has not been delivered over the past three years, as has been the case in this district against previous HDT results published by the government.

- 2.6 A further concern is the low level of housing supply immediately after the Plan Period. Estimates taken from the Council's 5 Year Land Supply Report (August 2022 ref EX.LA02[B]) show the following dwindling housing supply:

Site Address	2031	2032	2033	2034	2035	2036	2037	2038
Land At High Flyer Farm North of Kings Avenue Ely Cambridgeshire	50	50	50	50	50	0	0	0
North Ely Urban Extension (western parcel)	75	75	53	0	0	0	0	0
North Ely Sustainable Urban Extension (remainder of)	75	80	80	80	80	80	75	75
Station Gateway	50	50	50	50	0	0	0	0
Land Southwest of 98 To 138 Station Road Kennett Suffolk	20	0	0	0	0	0	0	0
Land Parcel North of Grange Lane Littleport Cambridgeshire	70	70	70	15	0	0	0	0
Land off Brook Street. Soham	40	40	35	0	0	0	0	0
Eastern Gateway area, Soham	50	50	50	50	50	50	50	20
TOTAL	430	412	388	245	180	130	125	95

- 2.7 The above table shows that annual housing supply immediately after the Plan Period is already below the Standard Method requirement and falls significantly afterwards. The next review of the Local Plan would be 5 years after adoption of this SIR, so commencing in early 2028, with an updating thereafter. Even with a 3-year local plan updating process, a local plan for development beyond 2031 would not be in place until 2031 at the earliest and this leaves insufficient time to plan for further sites given typical lead-in times.
- 2.8 We suggest the appropriate plan period should be at least to year 2040 to meet the requirements of the NPPF and to align the East Cambridgeshire Local Plan period with the

proposed Greater Cambridge Local Plan. This approach would also facilitate joined up strategic thinking between the authorities to meet the growth challenges of the area, to support economic recovery, to respond to restructuring taking place in the retail sector and to enable infrastructure providers to plan strategically.

- 2.9 We therefore consider the Local Plan SIR to be inconsistent with several NPPF policies and unsound. Should the Inspector be minded to allow the plan to progress to adoption, there should be a policy inserted that requires an updating of the plan to commence immediately on adoption and set out what measures will apply should the plan fail to meet milestones.

3.0 QUESTION 12: THE PLAN SEEKS TO APPLY A HOUSING REQUIREMENT IN TWO PARTS, DERIVED FROM THE PAST DELIVERY OF HOUSING FROM THE BASE DATE OF THE LOCAL PLAN TO DATE, AND THEREAFTER APPLYING THE OUTCOME OF THE STANDARD METHOD FOR THE REMAINDER OF THE PLAN PERIOD. IS THE APPROACH SET OUT IN THE PLAN JUSTIFIED, POSITIVELY PREPARED, CONSISTENT WITH NATIONAL POLICY AND WOULD IT BE EFFECTIVE?

QUESTION 13: WHY HAS THE PLAN PERIOD NOT BEEN REBASED TO THE BASE DATE USED IN THE STANDARD METHOD CALCULATION? IS THIS JUSTIFIED?

- 3.1 We are of the view that the Plan is not positively prepared, effective or justified in this regard. The base date of the Plan should be reset to 2021-2041 to ensure it looks ahead to the minimum 15 year period from adoption and beyond. Paragraph 22 of the NPPF requires strategic policies should look ahead over a minimum 15 year period from adoption.
- 3.2 The adopted housing requirement for 2011-2021 is 575dpa based on OAN under NPPF2012, not previous housing delivery rates, and so the SIR proposed housing requirement figure quoted for the period 2011-2022 is incorrect and misleading. The SIR cannot retrospectively change the established OAN for the period 2011 to 2022. Whilst the Standard Method takes into account past under delivery, it does not allow for the past requirement to change. Application of the Standard Method is the starting point for establishing future housing need and it does not produce a housing requirement figure. Whilst it factors in past under-delivery as part of the affordability ratio there are clear signals here that warrant further consideration and assessment of the housing need and locational strategy, as set out in our response to Question 14 below.
- 3.3 By splitting the housing requirement in two parts, the Council is also proposing a step-change in the housing requirement between the two parts, with a proposed housing requirement of 600dpa almost doubling previous housing delivery (302dpa). There is no strong evidence of how the existing plan policies will support this rate of delivery and therefore the Plan is not positively prepared, effective or justified.

4.0 QUESTION 14: IS THERE ANY SUBSTANTIVE EVIDENCE TO DEMONSTRATE THAT IT WOULD BE APPROPRIATE TO PLAN FOR A HIGHER HOUSING NEED FIGURE THAN THE STANDARD METHOD INDICATES IN THIS CASE AS PER ADVICE SET OUT IN THE PPG (PARAGRAPH: 010 REFERENCE ID: 2A-010-20201216)?

- 4.1 Barton Willmore, now Stantec, carried out an independent assessment of housing needs in East Cambridgeshire in response to the SIR Reg 19 consultation, which is appended to our Main Matter 1 Statement.
- 4.2 In terms of establishing housing need which is above the Standard Method, the PPG states "Where a strategic policy-making authority can show that an alternative approach identifies a need higher than using the standard method, and that it adequately reflects current and future demographic trends and market signals, the approach can be considered sound as it will have exceeded the minimum starting point."
- 4.3 Importantly, the SIR Reg 19 consultation incorrectly stated that 'exceptional' circumstances must be shown to justify higher or lower need than the standard method. This test is only applied if need is determined to be lower than the standard method. PPG Paragraph 010 (ID 2a-010-20201216) advises how higher need will be looked upon favourably. We therefore consider that the decision not to explore other circumstances that may warrant an increase to the unconstrained assessment of need to conflict with PPG.
- 4.4 The analysis in our accompanying Housing Need Assessment shows there to be several reasons why unconstrained housing need exceeds the standard method minimum **need** which ECDC has adopted as the housing **requirement** for the purposes of the SIR.
- 4.5 The first reason we have identified relates to **economic growth aspirations**. The Council's 2015 Adopted Local Plan states that by 2031 *"the district will have taken advantage of the economic vitality of the Cambridge sub-region"*.
- 4.6 As section 3 of our report summarises, Cambridgeshire, and therefore East Cambridgeshire District, is located at the centre of three sub-regional economic growth areas of national and international significance. The National Infrastructure Commission (NIC) determined that job growth could be between 500 and 700 jobs per annum (jpa)

between 2014 and 2050 in East Cambridgeshire as part of the 'Cambridge, Milton Keynes, Oxford, Northampton Growth Corridor'.

- 4.7 Using bespoke demographic modelling we have determined that the standard method minimum housing need (600 dpa) would support approximately 500 jpa. However, to support the NIC report's 'Transformational' scenario, housing need is **between 773 and 805 dpa**.
- 4.8 The 'Transformational' scenario is a very realistic prospect when considered in the context of historical job growth in the District. Reference to the April 2022 Oxford Economics data shows an increase of 22,417 jobs between 1991 and 2021. This equates to **747 jobs per annum, or an average annual increase of 2.9%**. On this basis, the 'Transformational' scenario is not considered to be unreasonable.
- 4.9 The Council's most recent analysis of housing need in 'Housing Needs of Specific Groups' (2021) (EX.LA06) does not consider the relationship between economic growth and housing need in East Cambridgeshire.
- 4.10 **Affordable housing need** is another factor which indicates that unconstrained housing need is higher than the standard method minimum. Section 6 of our report shows how gross affordable housing delivery has been 16% over the past 5 and 10 years.
- 4.11 This means that overall housing need would need to be 1,588 dpa to deliver the affordable need (254 affordable dpa) determined by the Council's 2021 'Housing Needs for Specific Groups' report in full. This does not include the backlog in affordable delivery over the past decade.
- 4.12 Our analysis suggests that the actual change in affordable stock has only been approximately 2%. This would necessitate a significant increase to overall need of 1,588 dpa identified above.
- 4.13 We do not advocate that affordable housing need must be met in full, but this must be considered in the context of PPG which states that *"An **increase** in the total housing figures included in the plan **may need to be considered** where it could help deliver the required number of affordable homes"*¹

¹ Paragraph: 024 Reference ID: 2a-024-20190220

- 4.14 Another factor is the **out-migration from London**, and the delivery of London's significant unmet housing need. The Council identify strong links between Ely and London, stating *"Ely is popular with young families who commute into Cambridge and London enabled by the good train links"* (Paragraph 4.88 of Housing Needs of Specific Groups, Oct 2021).
- 4.15 This will have an impact on housing need in the area surrounding Ely, as people choose to live in East Cambridgeshire and travel to work in London. The Secretary of State has also made it clear in his letter of 13 March 2020 (see Page 4 of **Appendix D**) to the Mayor of London that he must work with the wider South East (East of England and South East regions) to address London's unmet need.
- 4.16 This local plan must, therefore, consider whether any unmet need from London can be delivered.
- 4.17 **Older Persons Accommodation Need** is a further factor, and one that is explored in the Council's 'Housing Need for Specific Groups' report. The analysis contained in the report identifies a significant **existing** need for 605 leasehold units of accommodation for older people as of 2020, a need which will increase to 1,240 units by 2040.
- 4.18 There is a further significant need for care home bed spaces. The Council's own report determines the shortfall to be 1,145 bed spaces by 2040. Policy GROWTH1 of the LP says nothing about the specific need for older persons accommodation, extra care or otherwise. However, Paragraphs 60 and 62 of the NPPF confirm that addressing the needs of groups with specific housing requirements, including for the elderly, is a key part of national planning policy.
- 4.19 Consequently, we consider that ECDC must undertake a full assessment of unconstrained housing **need** as an entirely separate exercise from establishing a requirement, in line with PPG. The process of establishing a housing requirement can then determine how much of this need can be accommodated.
- 4.20 Our economic growth analysis and bespoke demographic modelling indicates this could be as high as 800 dpa. Our affordable housing need analysis indicates that unconstrained need exceeds 1,000 dpa. Older persons accommodation need, and the relative unaffordability of East Cambridgeshire District, add further weight to the case that need exceeds 600 dpa significantly and that simply adopting the Standard Method figure is not sound. If ignored, this unmet need will result in worsening affordability, failure to support

the local economy and increased commuting and climate change impacts. As a result, the Plan in its current form cannot be found sound.

5.0 QUESTION 15: IS THERE ANY SUBSTANTIVE EVIDENCE TO DEMONSTRATE THAT THERE SHOULD BE AN ADJUSTMENT TO THE MINIMUM HOUSING REQUIREMENT TO HELP DELIVER AFFORDABLE HOUSING AS PER THE ADVICE IN THE PPG (PARAGRAPH: 024 REFERENCE ID: 2A-024-20190220)?

5.1 Yes, please see our response to Question 14 above.

6.0 CONCLUSION

6.1 This Statement has been produced on behalf of L&Q Estates and Hill Residential, in response to Main Matter 2 and directly in response to questions 11, 12, 13, 14 and 15. We have the following key points to make:

- The analysis in our accompanying Housing Need Assessment shows there to be several reasons why unconstrained housing need exceeds the standard method minimum need which ECDC has adopted as the housing requirement for the purposes of the SIR.
- Past shortfalls in delivery against the plan requirement are indicative that allocations are not meeting housing needs and the locational strategy of the Local Plan is unsound.
- The Local Plan should look ahead at least 15 years following adoption to ensure delivery of sustainable development in accordance with paragraph 22 of the NPPF. The proposed SIR leaves long term housing supply at significant risk contrary to the objectives of the NPPF.
- The proposed Plan does not provide for objectively assessed needs for the period 2011-2022, as the housing requirement figure used for this period reflects actual housing delivery rates rather than the agreed and adopted OAN of the 2015 Local Plan. The Plan is therefore inconsistent with the NPPF and unsound.
- By splitting the housing requirement in two parts, the Council is also proposing a step-change in the housing requirement between the two parts, with a proposed housing requirement of 600dpa almost doubling previous housing delivery (302dpa). There is no strong evidence of how the existing plan policies will support this rate of delivery and therefore the Plan is not positively prepared, effective or justified.
- The narrow approach of the SIR Local Plan and the underestimated housing requirement will result in worsening affordability, failure to support the local economy and increased commuting and climate change impacts.

APPENDIX A

**Excerpt from Planning Inspectors
Review of Forest Heath's Single Issue
Review of Core Strategy Policy CS7**

Report to West Suffolk Council

by Simon Berkeley BA MA MRTPI and Christa Masters MA (Hons) MRTPI
Inspectors appointed by the Secretary of State for Communities and Local Government
Date: 13 August 2019

Planning and Compulsory Purchase Act 2004

(as amended)

Section 20

Report on the Examination of the Single Issue Review of Forest Heath Core Strategy Policy CS7

The Plan was submitted for examination on 23 March 2017

The examination hearings were held between 25 and 29 September 2017 and on 25 June 2018

File Refs: PINS/H3510/429/6

13. As already indicated, the SIR is restricted in scope. Nonetheless, there are a number of strategic, cross-boundary issues of relevance to it. Principal among these are housing, both in terms of meeting needs and its distribution, transport and other infrastructure requirements arising as a result of the new housing, and environmental considerations.
14. The DtC Statement (March 2017) provides comprehensive details about the way in which the Council has engaged with the bodies prescribed in the Regulations. This engagement includes the joint working/shared services arrangement between the Council and the neighbouring St Edmundsbury Borough Council. Joint working has taken place in relation to the Cambridge Housing Market Area ('the CHMA'), and a memorandum of co-operation has been produced. A number of cross boundary project groups have been established, perhaps notably the A11 Technical Corridor Stakeholder Group. In addition, joint studies have been commissioned on issues affecting neighbouring authorities, for example the Stone Curlew Buffers report which was produced for both the Council as well as Breckland District Council. Details of all cross boundary groups and organisations are set out in full within the DtC Statement.
15. The Council has produced a significant amount of evidence in connection with both the nature and extent of engagement which has taken place. Taking all of this into account, we are satisfied that the Council has engaged constructively, actively and on an on-going basis in the preparation of the SIR and we are satisfied that the legal DtC has been complied with.

Assessment of Soundness

Background

16. The SIR has been prepared to form part of a suite of documents which form the development plan for West Suffolk. As matters stand, this includes the CS, the Joint Development Management Policies ('the DMP') (February 2015) as well as saved policies from the Forest Heath Local Plan 1995. In addition to the SIR, the Council has also produced a Site Allocations Local Plan (SALP) which contains site specific housing, employment, and other allocations. This was submitted for examination in parallel with the SIR and is subject to a separate examination.

Main Issues

17. Taking account of all the representations, the written evidence and the discussions that took place at the examination hearings, we have identified three main issues upon which the soundness of the SIR depends. Under these headings our report deals with the main matters of soundness rather than responding to every point raised by representors.

Issue 1 – Is the approach to housing justified, effective and positively prepared? Is it adequately consistent with the CS and national policy?

18. The Framework indicates that Local Plans should meet the objectively assessed need for housing ('the OAN') in the Housing Market Area ('the

HMA'). Whether there is sound evidence to justify the HMA and OAN identified, and whether the SIR satisfactorily provides for meeting the OAN, lie at the heart of this issue.

The housing market area

19. Along with Cambridge, East Cambridgeshire, Fenland, Huntingdonshire, South Cambridgeshire and St Edmundsbury, Forest Heath is identified in the Strategic Housing Market Assessment produced in 2013 (CD C28) ('the SHMA') as being within the CHMA. The PPG provides guidance in relation to defining HMAs. It notes that HMAs can be broadly defined using three different sources of information including house prices and rates of change in house prices, household migration (where it is suggested that a level of 70% represents a high degree of containment) and search patterns, and contextual data such as travel to work boundaries. It is clear from the Council's evidence that such factors have been considered.
20. Figure 1 of the Forest Heath Objectively Assessed Housing Need report (January 2016) (CD C26) summarises the cross-boundary migration to and from Forest Heath as defined by the 2011 Census data. We acknowledge that this data is somewhat dated. However, there is no suggestion that there have been any significant changes in the intervening period which would render it out of date. This indicates that 72% of all 'in' moves and 78% of all 'out' moves were contained within the HMA. Both of these figures are above the aforementioned 70% level indicated by the PPG. In our view, this amounts to a good degree of containment.
21. An analysis of commuting flow patterns has also taken place, which has helped to identify the key functional linkages between places where people within the district live and work. Again, based on the 2011 census data, this assessment shows that 61% of people who work in Forest Heath live in Forest Heath, and that 63% of people who live in Forest Heath also work in Forest Heath. From this, it seems to us that the district is an important location in terms of work for existing residents, whilst it continues to form an important role in terms of the wider HMA.
22. The Forest Heath District Market Signals and Objectively Assessed Housing Need (February 2016) ('the Market Signals and OAN Report'). The report notes that house prices in Forest Heath are below all other areas within the 'comparator area'. Conversely, market rents in Forest Heath are considerably higher than comparable areas and properties for market rental also account for a larger proportion of the housing supply than in other areas. However, it is likely that these differences stem from the significant presence of the United States Air Force personnel and their dependants who choose to live off base. Given the particular local context here, neither the house prices nor the market rents in the district should be taken to indicate that Forest Heath lies outside the CHMA.
23. Overall, we are satisfied that the evidence provided concerning commuting flow patterns, migration flow patterns supports the inclusion of Forest Heath within the HMA as defined. The approach adopted by the partner local authorities within the HMA also supports this.

The OAN

24. To establish the OAN, the Council has followed the methodology set out within the PPG. The PPG advises that household projections should be the starting point in terms of estimating the overall housing need. These projections are re-visited periodically, and the Council's evidence has been systematically refreshed to reflect the most recent figures. The Forest Heath Objectively Assessed Housing Need (CD C26, January 2016) report considers the 2012-based household and population projections. The Market Signals and Objectively Assessed Housing Need (CD C25, January 2016) report takes account of the 2014-based household and population projections.
25. The Update on Objectively Assessed Need in the Cambridge Sub-Region Housing Market Area (CD C16, February 2017) provides an OAN figure for four of the seven local authority areas within the HMA based on the most up to date projections available at that time. On this basis the Council identifies the OAN as being 6,800 homes for the period 2011 to 2031, which equates to an annual average of 340 dwellings.
26. Employment trends have been taken into account through the use of the East of England Forecasting Model. This model was also used to inform the Forest Heath Employment Land Review (CD C21, October 2016). There is a broad alignment between the number of new homes planned for through the SIR and the requirements of CS Policy CS6, which makes provision for a minimum of 7,300 jobs in the district by 2020. As a result, there is in our view no need for any adjustments to the OAN to reflect economic growth.
27. The PPG says that demographic projections may require adjustment to reflect appropriate market signals. The Council has applied a 5% uplift to the OAN in order to reflect the significantly high level of market rents. It is also notable that these higher market rents account for a larger proportion of the housing supply than in other areas. This is in our view a unique factor of the Forest Heath housing market.
28. We recognise that the 5% uplift has not been arrived at through the application of any methodology. But that is not surprising. The identification of an OAN figure is not a science, and it unavoidably requires professional judgements to be made. This is one such instance. Whilst we have been directly referred to different levels of adjustments found to be justified by other Inspectors, we must reach our conclusions on the evidence and the individual circumstances of Forest Heath. None of the examples given are comparable to the very specific issue affecting this area. In our view, the Council is right to approach the matter with some caution. Taking into account the specific nature of the factors at play in relation to the Forest Heath housing market, we are of the view that a 5% uplift is both reasonable and necessary.
29. Overall, it is clear to us that the OAN has been arrived at in line with the approach given in the PPG. The adjustment made is in our view reasonable, and there is no compelling reason to conclude that any other adjustment should also be applied. As such, we consider the OAN identified by the Council to be robust and consistent with the requirements of national policy.

APPENDIX B

**Forest Heath Objectively Assessed
Housing Need, August 2016**

Forest Heath
Objectively Assessed Housing Need
August 2016

An update by Cambridgeshire County Council Research Group to support Forest Heath District Council in objectively assessing and evidencing development needs for housing, both market and affordable.

Executive Summary

1. *"The overall housing figure that has been identified is 6,800 dwellings (340 dwellings per annum) for the period 2011 to 2031."*

Source: Forest Heath Objectively Assessed Housing Need January 2016 (Cambridgeshire Research Group) (www.cambridgeshireinsight.org.uk/ForestHeath_OAN-Update-2016); Forest Heath District Market Signals and Objectively Assessed Housing Need February 2016 (Peter Brett Associates) (www.westsuffolk.gov.uk/planning/Planning_Policies/upload/PBA-market-signals-and-OAN-report-Feb-2016.pdf)

2. This housing figure reflects the findings of two assessments prepared in early 2016: a report by Cambridgeshire County Council Research Group alongside an assessment of market signals and objectively assessed housing need by Peter Brett Associates (hyperlinks above).

3. Following the release of new CLG household projections and EEFM forecasts since January 2016, the purpose of this update is to assess what adjustment, if any, this housing figure requires.

4. Taking account of the latest available evidence, the identified future quantity of housing needed requires no adjustment. The objectively assessed housing need is therefore 6,800 dwellings for 2011-2031.

5. The overall housing figure that has been identified is 5% higher than the CLG 2012 estimate of 6,450 dwellings (5,940 households) and 13% higher than the CLG 2014 estimate of 6,040 dwellings (5,560 households).

6. The findings of this update prepared by Cambridgeshire County Council Research Group are endorsed by Peter Brett Associates.

Introduction

7. In this update, household projections published by the Department for Communities and Local Government (CLG) provide the starting point estimate of overall housing need. The 2012-2037 Household Projections were published on 27 February 2015, and were the most up-to-date estimate of future household growth in January 2016. The 2014-2039 Household Projections were published on 12 July 2016. Table 1 below shows the 2012-based and 2014-based household projection-based estimates of housing need for the period 2011 to 2031. The household projections are produced by applying projected household representative rates to the population projections published by the Office for National Statistics (ONS).

Table 1: Household projection-based estimates of housing need

Source of estimated/projected population	Population 2011	Population 2014	Population 2031	Population 2011-2031	Households 2011-2031	Dwellings 2011-2031
ONS 2012	60,040	62,690*	76,220*	16,180	5,940	6,450
ONS 2014	60,040	62,810**	74,790***	14,750	5,560	6,040

*The population figures for 2014 and 2031 are the projected population figures published by ONS on 29 May 2014.

**The population figure for 2014 is the estimated population figure published by ONS on 25 June 2015.

***The population figure for 2031 is the projected population figure published by ONS on 25 May 2016.

8. Table 1 above shows the 2012-based and 2014-based (CLG 2012 and CLG 2014) starting point estimates of 5,940 households (6,450 dwellings) and 5,560 households (6,040 dwellings) for the period 2011 to 2031. The CLG 2014 estimate of 5,560 households is 6% lower than the CLG 2012 estimate of 5,940 households.

Underlying demographic projections and market signals

9. Table 2 below shows the 2012-based and 2014-based (ONS 2012 and ONS 2014) population projections for the periods 2011 to 2014 and 2014 to 2031. The objectively assessed housing need may require adjustment to reflect the ONS 2014 projection. Any underlying trends evident in the 2012 to 2014 period, such as any under delivery of housing, will influence the ONS 2014 projection up to 2031. Figures 1 to 4 overleaf show the most recent natural change, net migration, dwelling stock and house price evidence.

Table 2: 2012-based and 2014-based projected population figures

Source of estimated/projected population	2011-2014			2014-2031			2011-2031		
	Nat*	Mig**	Total	Nat*	Mig**	Total	Nat*	Mig**	Total
ONS 2012	1,450	1,200	2,650	7,660	5,870	13,530	9,110	7,070	16,180
ONS 2014	1,540	1,230	2,770	6,830	5,150	11,980	8,370	6,380	14,750

*Natural change

**Migration and other changes (includes an estimated change in the armed forces population of plus 136 people for the period 2011 to 2014)

10. Table 2 above shows lower projected levels of natural change and net migration in the ONS 2014 projection than in the ONS 2012 projection, reflecting lower levels of natural change and net migration in 2012/13 and 2013/14 than in previous years (Figures 1 and 2). These lower levels of natural change and net migration reflect recent annual increases in housing numbers that have been lower than previous housing growth rates (Figure 3).

11. If the lower housing growth rate was not evident in the 2012 to 2014 period, the ONS 2014 projection would provide evidence for an adjustment to the identified future quantity of housing needed. However, as the recent lower annual increases in housing numbers are evident in the 2012 to 2014 period, the ONS 2014 projection does not provide any evidence for an adjustment to the objectively assessed housing need.

12. Furthermore, Forest Heath’s recent average house price increase (Figure 4) reflects the lower housing growth rate that was evident in the 2012 to 2014 period, indicating that the ONS 2014 projection would require more upward adjustment than the 5% uplift that is an appropriate adjustment to the ONS 2012 projection, as the report by Peter Brett Associates anticipates:

“We conclude that in the last two years for which we have data, approximately from April 2013 to March 2015, Forest Heath may have underprovided land against demand. If those two years were a significant part of the base period whose trends the demographic ‘starting point’ projection rolls forward, an uplift to that projection might be justified.”

Source: Forest Heath District Market Signals and Objectively Assessed Housing Need February 2016 (Peter Brett Associates) (www.westsuffolk.gov.uk/planning/Planning_Policies/upload/PBA-market-signals-and-OAN-report-Feb-2016.pdf)

13. The ONS 2014 projection therefore provides no evidence for an adjustment to the objectively assessed housing need, or: the lower housing growth rate that was evident in the 2012 to 2014 period provides evidence that a 13% uplift is an appropriate adjustment to the ONS 2014 projection.

14. Taking account of the latest demographic evidence and market signals, the identified future quantity of housing needed (6,800 dwellings) – which is 5% higher than the CLG 2012 estimate and 13% higher than the CLG 2014 estimate – therefore requires no adjustment.

Figure 1: Natural change estimates for Forest Heath (ONS)

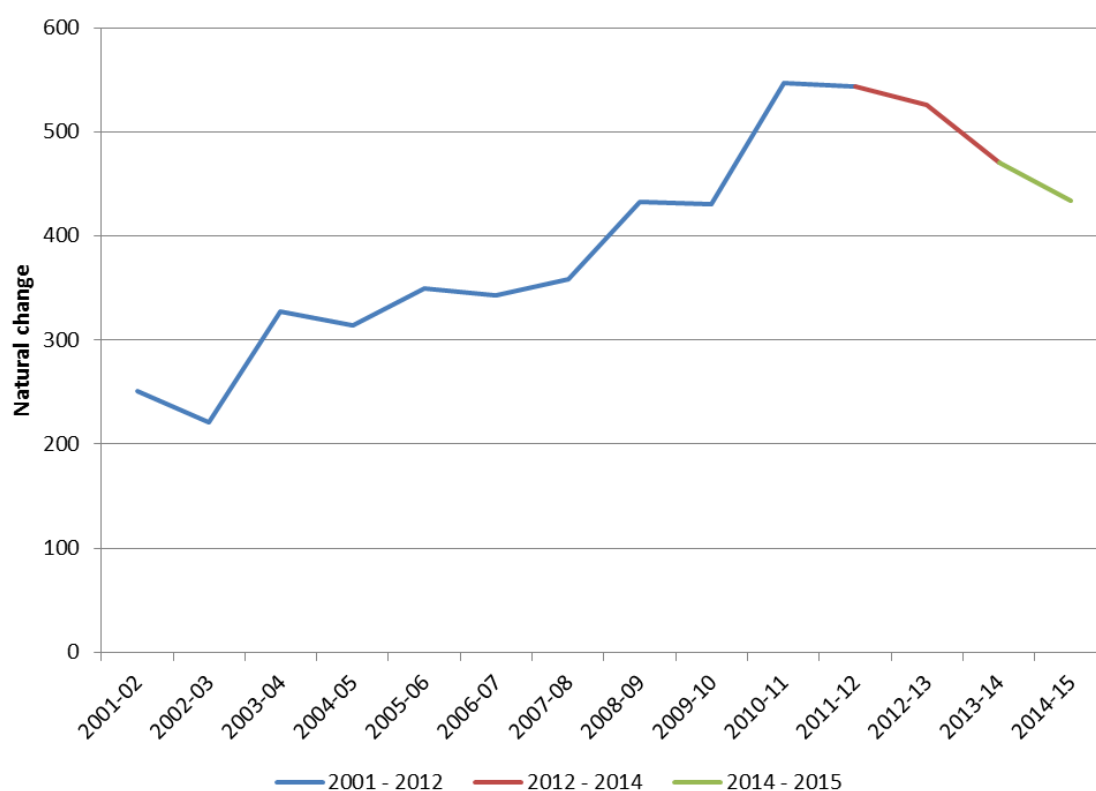


Figure 2: Net migration estimates for Forest Heath (ONS)

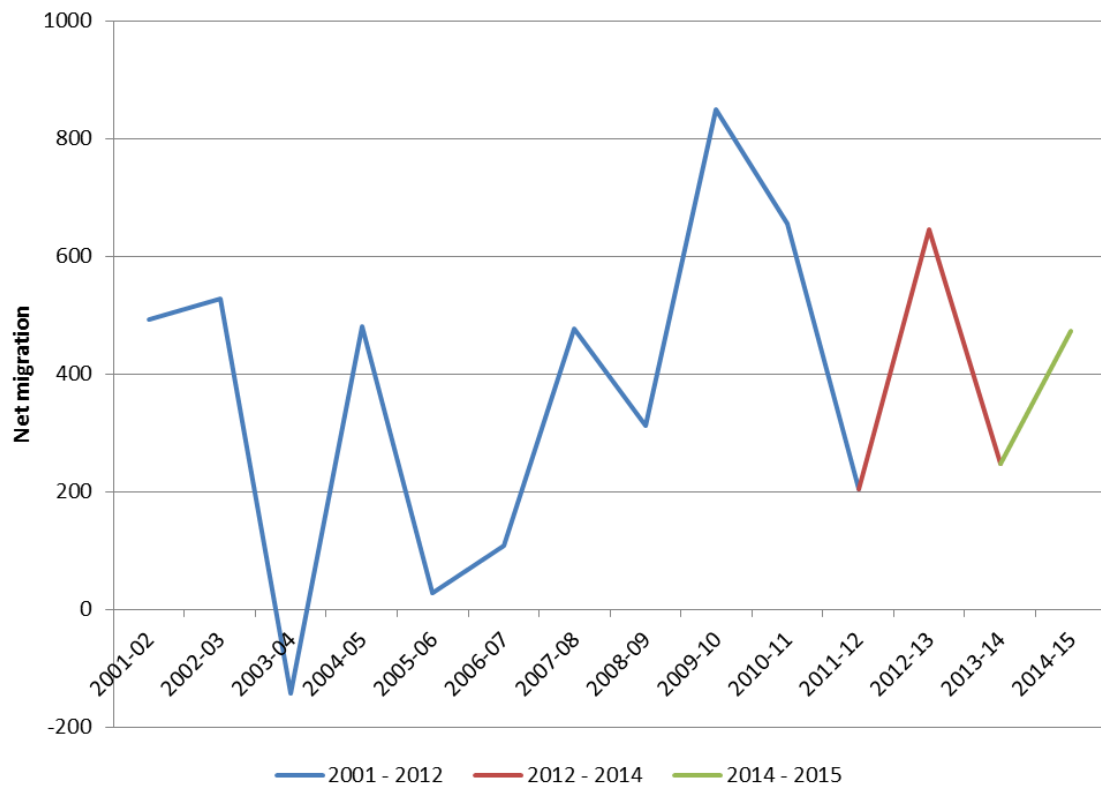


Figure 3: Dwelling stock estimates for Forest Heath (CLG)

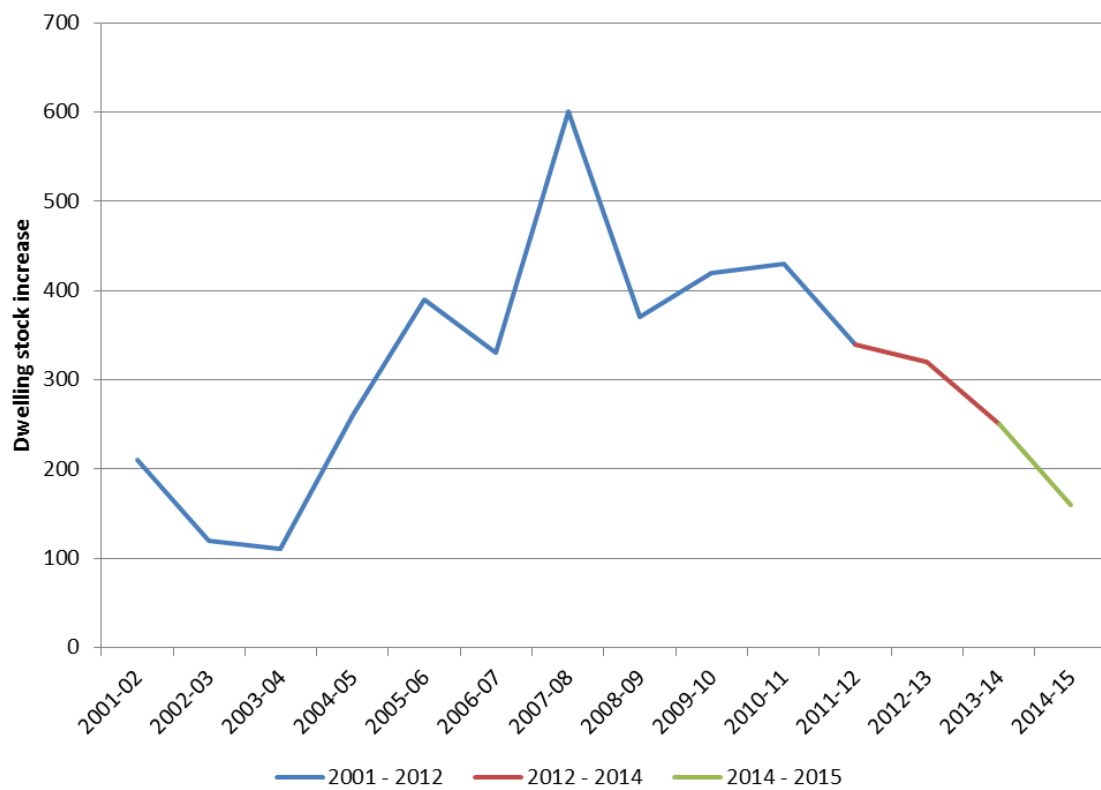
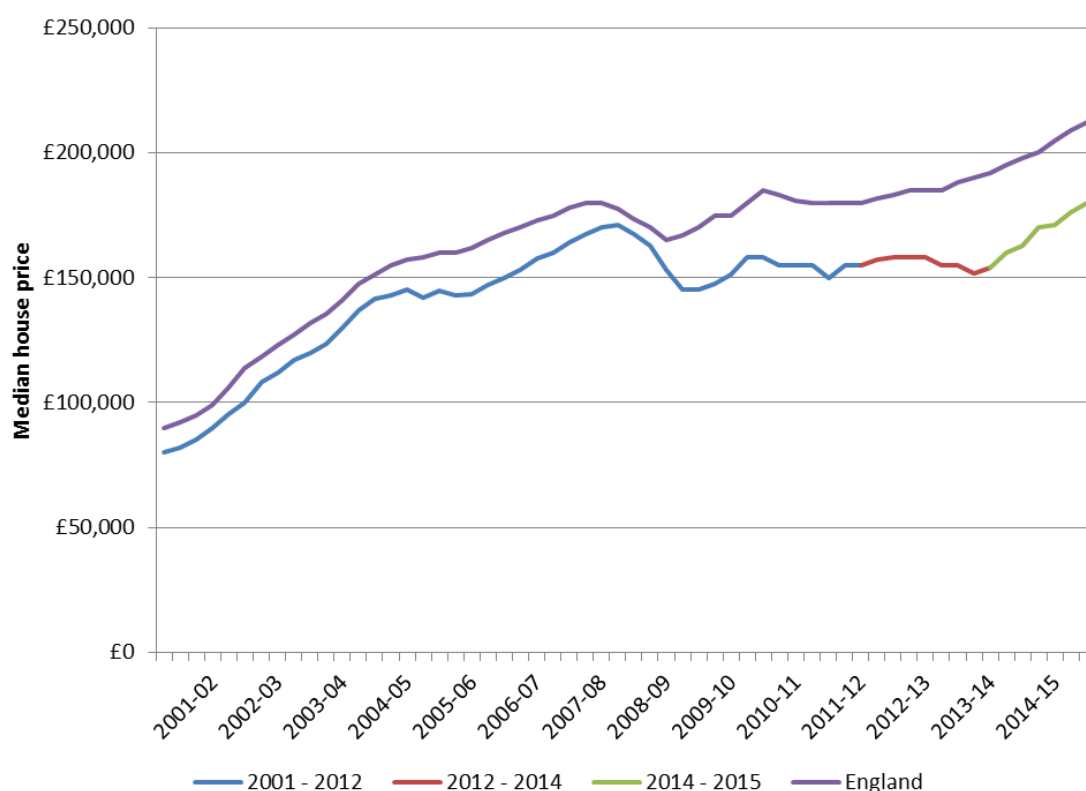


Figure 4: Average house prices in Forest Heath and England (ONS)



East of England Forecasting Model (EEFM) employment trends

15. Table 3 below shows the EEFM 2014 and EEFM 2016 economic-based forecasts for the period 2011 to 2031. The household projections are produced by applying the CLG 2012 and CLG 2014 household representative rates to the EEFM 2014 and EEFM 2016 population forecasts. The EEFM 2016-based estimate of 4,040 households is 4% higher than the EEFM 2014-based estimate of 3,870 households.

Table 3: Economic forecast-based estimates of housing need

Source of estimated/projected population	Population 2011	Population 2031	Population 2011-2031	Households 2011-2031	Dwellings 2011-2031	Jobs 2011-2031
EEFM 2014	60,040	69,220	9,180	3,870	4,200	3,100
EEFM 2016	60,040	69,860	9,820	4,040	4,380	2,450

16. The objectively assessed housing need may require adjustment to reflect the EEFM 2016 forecast. However, as the EEFM 2016-based estimate of 4,380 dwellings (Table 3) is lower than the identified future quantity of housing needed (taking account of the latest demographic evidence and market signals), the EEFM 2016 forecast provides no evidence for an upward adjustment to the objectively assessed housing need.

17. Taking account of the latest employment trends, the identified future quantity of housing needed (6,800 dwellings) – which is 55% higher than the EEFM 2016-based estimate – therefore requires no adjustment.

Conclusion

18. Following the release of the ONS 2014 and CLG 2014 projections and the EEFM 2016 forecasts, the purpose of this update is to assess what adjustment, if any, the overall housing figure requires.

19. Taking account of the latest demographic evidence and market signals, and the latest employment trends, the identified future quantity of housing needed requires no adjustment.

20. The objectively assessed housing need is therefore 6,800 dwellings for 2011-2031 (Table 4).

Table 4: Identified population, jobs and dwellings change from 2011 to 2031 for Forest Heath

District	Population	Jobs	Dwellings	Ratio of new jobs to new dwellings
Forest Heath	17,000	5,200	6,800	0.8

Cambridgeshire County Council Research Group

August 2016

Report authors: Rebecca Roebuck*, Anna Jones, Robert Kemp and Katherine Webb

*rebecca.roebuck@cambridgeshire.gov.uk

APPENDIX C

**Excerpt from Land to the North East of
Broad Piece Soham**

APP/V0510/W/21/3282449

Appeal Decision

Inquiry held on 11-14 January 2022

Site visit made on 14 January 2022

by Michael Boniface MSc MRTPI

an Inspector appointed by the Secretary of State

Decision date: 11th February 2022

Appeal Ref: APP/V0510/W/21/3282449

Land to the North East of Broad Piece, Soham

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant outline planning permission.
 - The appeal is made by Persimmon Homes East Midlands against the decision of East Cambridgeshire District Council.
 - The application Ref 19/00717/OUM, dated 16 May 2019, was refused by notice dated 8 March 2021.
 - The development proposed is up to 175 dwellings and associated infrastructure.
-

Decision

1. The appeal is allowed and planning permission is granted for up to 175 dwellings and associated infrastructure at Land to the North East of Broad Piece, Soham in accordance with the terms of the application, Ref 19/00717/OUM, dated 16 May 2019, subject to the conditions contained in the attached Schedule.

Applications for costs

2. At the Inquiry applications for costs were made by East Cambridgeshire District Council against Persimmon Homes East Midlands and by Persimmon Homes East Midlands against East Cambridgeshire District Council. These applications are the subject of separate Decisions.

Preliminary Matters

3. The application is submitted in outline with all matters reserved for subsequent consideration except for the access into the site. This is the basis upon which I have considered the appeal.
4. Before the exchange of evidence, the Council confirmed that it no longer had concerns about transport and highways; flooding and drainage; or the effect on the character and appearance of the area. As such, it did not provide evidence on these topics and opted not to defend its second, third and fourth reasons for refusal.
5. At the case management conference preceding the Inquiry, the main issue in this case was identified. However, in addition to addressing this matter, the appellant provided written evidence dealing with affordable housing; custom/self-build; design; drainage; and transport. Witnesses were made available at the Inquiry by the appellant but none of this evidence was challenged by the Council and it did not seek to cross examine on these topics,

nor did any interested parties opt to ask questions. As such, it was not necessary to call these witnesses for oral evidence and the unchallenged written evidence has been taken into account.

6. The Government published its 2021 Housing Delivery Test (HDT) results on 14 January 2022, to be applied from the following day. As these results had not been known before the Inquiry closed, the parties were given the opportunity to comment in writing and their responses have been taken into account.
7. A signed and executed version of the S106 agreement securing planning obligations was received after the Inquiry, in accordance with an agreed timetable. I deal with this later in my decision.

Main Issue

8. The main issue is whether the site is a suitable location for the proposed residential development, having regard to planning policy.

Reasons

9. The development plan, so far as it is relevant to the appeal proposal, comprises the East Cambridgeshire Local Plan (April 2015) (ECLP) and the Cambridgeshire and Peterborough Minerals and Waste Local Plan (July 2021) (M&WLP). Policy GROWTH 1 of the ECLP expects the delivery of some 11,500 dwellings in East Cambridgeshire during the plan period, with the balance of the need (some 1,500) being met by neighbouring authorities under the duty to cooperate.
10. ECLP Policy GROWTH 2 provides the locational strategy for delivering the expected growth in the district. The majority of development is to be focused on the market towns of Ely, Soham and Littleport. Development is supported within defined development envelopes and strictly controlled outside of these envelopes, having regard to the need to protect the countryside and setting of towns and villages.
11. Policy GROWTH 4 of the ECLP explains that sites will be allocated for the delivery of approximately 6,500 dwellings on the edge of towns and villages and includes a list of allocations for Soham. The supporting text refers to broad locations on the edge of key settlements as potential sources of housing supply. These are identified in a key diagram and there is no disagreement between the parties that the appeal site falls within one such area.
12. Although broad locations are said to be indicative, supply is anticipated from these areas in the later part of the plan period. Indeed, some 1,800 dwellings contributing to the supply identified in the ECLP is expected at the broad locations. Therefore, the supporting text is an important consideration in this case that assists with interpretation of the policy. It is intended that the specific site boundaries will be identified through the next Local Plan review but this is yet to occur and the Council abandoned its last attempt to prepare a new Local Plan during the latter part of the examination process.
13. It is agreed between the parties that policy GROWTH 1 is out of date since the plan is now more than five years old and the identified housing requirement can no longer be relied upon. The Council is now pursuing a Single Issue

Review of the ECLP but this is at a relatively early stage of preparation and the Council accepts that it should attract very little weight at this time.

14. There was much debate during the Inquiry as to whether policies GROWTH 2 and GROWTH 4 should also be considered out of date for the purposes of this appeal. Based on the evidence put to me there is little doubt in my mind that they should. Policy GROWTH 2 is a locational strategy predicated on delivering the housing requirement contained in out-of-date policy GROWTH 1. This requirement cannot be relied upon and the amount of housing now needed in the district within this plan period to 2031 is uncertain, as is the question of whether the need can be accommodated within existing settlement envelopes and/or whether sufficient housing allocations exist. The Council's planning witness accepted during cross examination that it would be wrong to assume what the locational strategy should be without knowing the new housing requirement and I agree.
15. What is known, is that the balance of the need identified at the plan making stage will no longer be accommodated by adjoining authorities. In addition to that balance of 1,500 homes that the plan does not seek to deliver, there has been a significant shortfall against the ECLP housing requirement to date, meaning that the plan cannot be said to have been effective in delivering the anticipated housing need to date.
16. Whilst there is no dispute that for the purposes of calculating housing land supply, the standard method should now be used and that this seeks to address past shortfalls, that does not make the hefty shortfalls against the ECLP requirement immaterial. It is, in my view, an important indication that the ECLP has not been effective in meeting housing needs since the beginning of the plan period and casts further doubt as to whether the Council's locational strategy can be relied upon to significantly boost housing delivery in line with the National Planning Policy Framework (the Framework). The latest HDT results, whilst showing an improved position in the district, still indicate that sufficient housing has not been delivered over the past three years, as has been the case in this district against previous HDT results published by the Government.
17. Continued strict application of policy GROWTH 2 would be likely to worsen this situation. Whilst the general objectives of the policy to manage patterns of growth and protect the setting of towns and villages are good ones that are consistent with the Framework, the policy can no longer be considered up to date because it can no longer be said that sufficient housing can and will be accommodated within the defined settlement envelopes. This is particularly so when the plan itself anticipated that development outside of the envelopes would at some point be needed within the plan period, at the broad locations identified. This must reduce the amount of weight that is placed on conflict with the policy.
18. Similarly, policy GROWTH 4 only makes allocations with the objective of delivering against the out-of-date housing requirement. The past shortfalls in delivery against the plan requirement are indicative that the allocations are not meeting housing needs and may be insufficient. Even if the Council can currently demonstrate a deliverable housing land supply in the region it suggests against its Local Housing Need, that does not make the long-term strategy of the ECLP any more reliable when it comes to housing delivery.

19. The parties agree that there are a large number of policies relevant to this appeal but there is great disparity about which policies are most important for determining the application, or the appeal in this case. There is, in my view, an important distinction between a policy being relevant and a policy being 'most important' in the context of the Framework.
20. In this case, there are a number of general policies in the development plan that are applicable to proposals involving housing and that should be taken into account. However, the real question in this case is whether the proposed housing development is acceptable in principle. That is a question that can only be answered by reference to the policies discussed above, albeit within the context of considering the development plan as a whole, with its many other relevant policies. For this particular proposal, policies GROWTH 1, GROWTH 2 and GROWTH 4 are the most important for determining the case in that they together set out the amount and locational strategy for the delivery of housing, including restricting development outside settlement envelopes. They are all out of date for the reasons I have set out and so the Framework's presumption in favour of sustainable development applies.
21. I recognise that previous Inspectors have concluded differently, finding that policies GROWTH 2 and GROWTH 4 are not out of date. I have no doubt that this was the case at the time they considered them and in the context of the cases they were dealing with, which were not at a market town. However, the decisions highlighted by the parties were now some time ago and I must consider circumstances as I find them now¹. I do not know what evidence was presented to the Inspectors in those cases but it can be expected that the pertinent issues were tested to a greater degree through this Inquiry than would have been the case as part of the hearings procedure followed there. In this case, I have been presented with evidence from the appellant seeking to persuade me to take a different view, including detail of the very small number of houses granted planning permission as exceptions to Policy GROWTH 2 in recent years. Based on the evidence that I have seen and having considered this appeal proposal on its own merits, a different conclusion is now warranted.
22. The only policy with which the Council suggests a conflict is GROWTH 2 and the appellant accepts that to be the case. There can be no other conclusion, given that the appeal site is located outside of the development envelope and the proposed housing scheme does not fall within the defined list of exceptions. I will come on to consider this policy conflict in the round, later in this decision.

Other Matters

Housing land supply

23. Much time was taken up at the Inquiry discussing the potential contribution of individual sites to the Council's housing land supply but given the small deficit identified by the appellant against the requisite five-year requirement it is not necessary for me to consider more than a couple of matters in my decision.
24. I do not accept the appellants argument that a windfall allowance should only be made at years four and five of the Council's supply. The evidence available to the Inquiry clearly demonstrates a healthy past provision of windfall sites in the district, far exceeding the 50dpa that the Council seeks to include at years

¹ APP/V0510/W/20/3245551, APP/V0510/W/18/3213834 and APP/V0510/W/19/3227487

APPENDIX D

**Secretary of State Letter to
Mayor of London 13 March 2020**



Ministry of Housing,
Communities &
Local Government

Sadiq Khan
Mayor of London
City Hall
The Queens Walk
London SE1 2AA.

Rt Hon Robert Jenrick
*Secretary of State for Housing, Communities and Local
Government*

**Ministry of Housing, Communities & Local
Government**
Fry Building
2 Marsham Street
London
SW1P 4DF

Tel: 0303 444 3450
Email: robert.jenrick@communities.gov.uk

www.gov.uk/mhclg

13 March 2020

Dear Sadiq,

Thank you for sending me your Intention to Publish version of the London Plan (the Plan).

Every part of the country must take responsibility to build the homes their communities need. We must build more, better and greener homes through encouraging well-planned development in urban areas; preventing unnecessary urban sprawl so that we can protect the countryside for future generations. This means densifying, taking advantage of opportunities around existing infrastructure and making best use of brownfield and underutilised land.

Housing delivery in London under your mayoralty has been deeply disappointing, over the last three years housing delivery has averaged just 37,000 a year; falling short of the existing Plan target and well below your assessment of housing need. Over the same period, other Mayors such as in the West Midlands have gripped their local need for housing and recognised the opportunities this brings, leading significant increases in the delivery of homes.

Since you became Mayor, the price of an average new build home in London has increased by around £45,000, reaching £515,000 in 2018, 14 times average earnings. Clearly, the housing delivery shortfall you have overseen has led to worsening affordability for Londoners; and things are not improving, with housing starts falling a further 28 per cent last year compared to the previous.

Critical strategic sites have stalled, epitomised by your Development Corporation in Old Oak and Park Royal being forced to turn away £250 million of Government funding because of your inability to work successfully with the main landowner. You also turned away £1 billion of investment we offered to deliver Affordable Homes, because of the support and oversight that would accompany this. You have put a series of onerous conditions on estate regeneration schemes for them to be eligible for grant-funding, such as the requirement for residents' ballots. In attaching such conditions, you are jeopardising housing delivery and this approach will make it significantly more difficult to deliver the Plan's targets and homes needed.

Following the Planning Inspectorate's investigation of your Plan, they only deem your Plan credible to deliver 52,000 homes a year. This is significantly below your own identified need of around 66,000 homes and well below what most commentators think is the real need of London. As I have set out, the shortfall between housing need in London and the homes your Plan delivers has significant consequences for Londoners.

Leaving tens of thousands of homes a year needed but unplanned for will exacerbate the affordability challenges within and around the capital; making renting more expensive and setting back the

aspirations of Londoners to get on the housing ladder, make tackling homelessness and rough sleeping more challenging and harm the economic success of London.

Everyone should have the chance to save for and buy their own home so they can have a stake in society. In the short run this requires a proactive stance in building homes for ownership, including Shared Ownership and First Homes, and in parallel delivering a consistently high level of housing supply of all tenures. You should also be looking to deliver homes which people of different ages, backgrounds and situations in life can live in. Your Plan tilts away from this, towards one-bed flats at the expense of all else, driving people out of our capital when they want to have a family.

Your Plan added layers of complexity that will make development more difficult unnecessarily; with policies on things as small as bed linen. Prescription to this degree makes the planning process more cumbersome and difficult to navigate; in turn meaning less developments come forward and those that do progress slowly. One may have sympathy with some of individual policies in your Plan, but in aggregate this approach is inconsistent with the pro-development stance we should be taking and ultimately only serves to make Londoners worse off.

This challenging environment is exacerbated by your empty threats of rent controls, which by law you cannot introduce without Government consent. As we all know, evidence from around the world shows that rent controls lead to landlords leaving the market, poorer quality housing and soaring rents for anyone not covered by the controls.

I had expected you to set the framework for a step change in housing delivery, paving the way for further increases given the next London Plan will need to assess housing need by using the Local Housing Need methodology. This has not materialised, as you have not taken the tough choices necessary to bring enough land into the system to build the homes needed.

Having considered your Plan at length my conclusion is that the necessary decisions to bring more land into the planning system have not been taken, the added complexity will reduce appetite for development further and slow down the system, and throughout the Plan you have directly contradicted national policy. As you know, by law you must have regard to the need for your strategies to be consistent with national policies.

For these reasons I am left with no choice but to exercise my powers to direct changes.

Your Plan must be brought to the minimum level I would expect to deliver the homes to start serving Londoners in the way they deserve. However, this must be the baseline and given this, I ask that you start considering the next London Plan immediately and how this will meet the higher level and broader housing needs of London.

Directions

Due to the number of the inconsistencies with national policy and missed opportunities to increase housing delivery, I am exercising my powers under section 337 of the Greater London Authority Act 1999 to direct that you cannot publish the London Plan until you have incorporated the Directions I have set out at **Annex 1**. Should you consider alternative changes to policy to address my concerns, I am also content to consider these.

In addition to the attached Directions, I am taking this opportunity to highlight some of the specific areas where I think your Plan has fallen short of best serving Londoners.

Ambition: It is important that both Government and you as Mayor are seen to be leaders in supporting ambitious approaches to planning and development; and I am concerned that your Plan actively discourages ambitious boroughs. I am therefore Directing you to work constructively with ambitious London Boroughs and my Department to encourage and support the delivery of boroughs which strive to deliver more housing.

Small sites policy: The lack of credibility the Panel of Inspectors were able to attribute to your small sites policies resulted in a drop in the Plan's housing requirement of 12,713 homes per year. This was due to a combination of unattractive policies, such as 'garden grabbing' by opening up residential gardens for development, and unrealistic assumptions about the contribution of policies to the small sites target. I hope that where your small sites policies are appropriate, you are doing all you can to ensure sites are brought forward.

Industrial land: Planning clearly requires a judgement to be made about how to use land most efficiently, enabling sufficient provision for housing, employment and amenity. The Inspectors considered your industrial land policies to be unrealistic; taking an over-restrictive stance to hinder Boroughs' abilities to choose more optimal uses for industrial sites where housing is in high demand. I am directing you to take a more proportionate stance - removing the 'no net loss' requirement on existing industrial land sites whilst ensuring Boroughs bring new industrial land into the supply.

The mix of housing: Such a significant reduction in the overall housing requirement makes the need for the provision of an appropriate dwelling mix across London more acute. I am concerned that your Plan will be to the detriment of family sized dwellings which are and will continue to be needed across London. This is not just in relation to their provision but also their loss, particularly where family sized dwellings are subdivided into flats or redeveloped entirely. I am therefore Directing you to ensure this is a consideration of London Boroughs when preparing policies and taking decisions in relation to dwelling mix.

Optimising density: It is important that development is brought forward to maximise site capacity, in the spirit of and to compliment the surrounding area, not to its detriment. Sites cannot be looked at in isolation and Londoners need to be given the confidence that high density developments will be directed to the most appropriate sites; maximising density within this framework. Examples of this are gentle density around high streets and town centres, and higher density in clusters which have already taken this approach. I am therefore Directing you to ensure that such developments are consented in areas that are able to accommodate them.

Aviation: As you are aware, the Court of Appeal recently handed down judgment in the judicial review claims relating to the Airports National Policy Statement. The government is carefully considering the complex judgment and so does not consider it appropriate to make any direction in relation to Policy T8 Aviation at the present time. This is without prejudice to my power to make a direction under section 337 at any time before publication of the spatial development strategy, including in relation to Policy T8 Aviation.

Next steps: I look forward to receiving a revised version of your Intention to Publish Plan, containing the modifications necessary to conform with these Directions, for approval in accordance with section 337(8) of the Greater London Authority Act 1999.

Future Housing Delivery in London

I would like you to commit to maximising delivery in London, including through taking proactive steps to surpass the housing requirement in your Plan. This must include:

- Supporting ambitious boroughs to go beyond your Plan targets to bring them closer to delivering housing demand;
- A programme of work, with my Department, to kick-start stalled strategic sites; including bringing forward later-stage strategic land from your Strategic Housing Land Availability Assessment. If you are unable to persuade me that you can deliver the most significant sites, such as Old Oak Common, I will consider all options for ensuring delivery;
- Collaborating with public agencies to identify new sources of housing supply, including developing a more active role for Homes England;
- Actively encouraging appropriate density, including optimising new capacity above and around stations; and,

- Producing and delivering a new strategy with authorities in the wider South East to offset unmet housing need in a joined-up way.

The priority must be delivering the housing that Londoners need. I think the above steps will move us closer towards this and hope that you will build on these. However, I must be clear that without reassurances that you will raise your housing ambitions for the capital, I am prepared to consider all options, including new legislation if necessary.


Finally, I want to see you set a new standard for transparency and accountability for delivery at the local level. To achieve this I want you to commit to work with my Department and to provide: the fullest account of how the housing market and planning system is performing in London, where there are blockages and what is needed to unblock these, and what tools or actions can be undertaken to further increase housing delivery.

To meet this I expect:

- Regular meetings between you and I, and my ministers, to be supplemented by regular meetings between our respective officials.
- Quarterly, systematic reporting of progress on housing delivery across all tenures, devolved programmes and your planning pipeline across London. This should reflect what we have in place to track Homes England's approach to reporting.

The position I have taken and requirements I have outlined, are focused on ensuring the homes that Londoners need are planned for and delivered. Housing in our capital is simply too important for the underachievement and drift displayed under you Mayoralty, and now in your Plan, to continue.

I look forward to your reply detailing these commitments and to receiving your modified London Plan.

A handwritten signature in black ink that reads "Robert Jenrick". The signature is written in a cursive, slightly informal style. Below the name, there is a short, horizontal, slightly wavy line.

THE RT HON ROBERT JENRICK MP

bartonwillmore.co.uk

TOWN PLANNING
MASTERPLANNING & URBAN DESIGN
ARCHITECTURE
LANDSCAPE PLANNING & DESIGN
SUSTAINABLE VALUE
INFRASTRUCTURE &
ENVIRONMENTAL PLANNING
HERITAGE
GRAPHIC COMMUNICATION
COMMUNICATIONS & ENGAGEMENT
DEVELOPMENT ECONOMICS

This product is printed
on stock and in a process
that conforms to the PEFC
standards for sustainably
managed forests.