

South East Plan Monitoring Framework

1. Introduction

- 1.1 The Assembly is required as Regional Planning Body to provide an annual report to the Secretary of State containing information on the implementation of the Regional Spatial Strategy (RSS) and the extent to which the policies are being achieved. This should inform decisions regarding actions that may be required to review RSS policies or associated implementation and delivery mechanisms. The requirement currently applies to the existing RSS (RPG9), which will continue to be monitored annually until the Secretary of State formally adopts the South East Plan as RSS.
- 1.2 The transition to monitoring the South East Plan will require an evolution of the Assembly's current approach to monitoring, for a number of reasons. Firstly, the draft Plan provides a more comprehensive and regionally specific set policies and objectives than RPG9. Secondly, there is a much stronger focus on implementation within the draft Plan and the links between monitoring and implementation will need to be strengthened. Finally, there is a statutory requirement to integrate Sustainability Appraisal monitoring within the monitoring of Regional Spatial Strategies.
- 1.3 There is the danger that the monitoring framework for the Plan could become unfocused and an unduly burdensome activity for the Assembly and its partners. The proposals for monitoring must therefore strike the appropriate balance between being a concise and focused activity providing a key set of core lessons, and a 'indicator-led' data collection exercise which monitors a wide-ranging set of data much of which is not relevant to the performance or specific contribution of the Plan.
- 1.4 The Assembly currently monitors the delivery of the Integrated Regional Framework and RPG9 together in its annual Regional Monitoring Report. In developing a framework for monitoring the South East Plan, the opportunity has been taken to review the approach to ensure that the specific performance of the Plan can be clearly identified, within the wider context provided by the IRF.

2. Policies, Objectives and Targets

- 2.1 The Assembly has taken an objective-led approach to the selection of targets and indicators for use in the monitoring framework. As a result the main targets and indicators included should be of direct relevance to the performance and/or implementation of the Plan. Although the majority of indicators relate specifically to the Plan's own policy objectives, some targets

and indicators are taken directly from the Integrated Regional Framework. These have only been incorporated where they either directly informed objectives in the South East Plan, or provide useful contextual information on the wider social, economic, environmental background against which the Plan is being implemented.

- 2.2 The Plan has a suite of quantifiable targets, notably in relation to housing completions and housing density, renewable energy capacity, waste management and development on previously developed land. All are specified in Annex I. As the Plan evolves towards adoption there will be a need to specify a broader set of qualitative directional targets for other policy areas against which progress can be monitored.

3. Indicators

- 3.1 The starting point for the identification and definition of indicators for monitoring the performance of the Plan is the policy objectives. Final selection was then based upon a thorough review of existing available data sets prior to the identification of any additional data which might need to be collected. In accordance with Government Guidance¹ the indicators proposed fall into three broad types, each is explained below.

Output/Outcome

- 3.2 These indicators measure the performance of the RSS policies in terms of quantifiable results. These comprise direct planning outputs of the implementation of RSS policies (eg land allocated for housing in Development Plan Documents) and their intended real world outcomes (net additional dwelling completions).
- 3.3 A number of the output/outcome indicators included in monitoring framework are set nationally by ODPM for use by all Regional Planning Bodies for the purposes of monitoring the regional delivery of national policy objectives. These are closely aligned with Local Development Framework core indicators to facilitate consistent and cost effective data collection and transfer between local and regional levels. These core national indicators are highlighted in yellow in Annex I.

Contextual

- 3.4 Contextual indicators provide a description of the wider social, economic, environmental and demographic background to the Plan. This information provides an important input into the assessment of the implementation and effects of the Plan, and changes in the contextual data sets may indicate issues which require additional attention in the RSS or through other policy mechanisms. The majority of the proposed contextual indicators have been taken directly from the IRF.

¹ Regional Spatial Strategy Monitoring: A good practice guide (ODPM, 2005)

Significant Effects

- 3.5 A provisional list of significant effects indicators has been identified through the sustainability appraisal (SA) process which is separately identified in Annex I. They have been selected to enable a comparison to be made between the predicted effects (as set out in the SA) and the actual effects resulting from the implementation of the RSS policies. These indicators have been drawn from the contextual and outcome indicators listed in Annex I, with two exceptions².

Process

- 3.6 Process indicators have been included where the Plan (including the Implementation Plan) specifies process related objectives. Monitoring will need to take place, for example, of those activities that are required of regional or local bodies to deliver regional policies (eg completion of Employment Land Reviews or Housing Needs Assessments etc). The key delivery bodies and their roles in implementing the Plan are set out in the Implementation Plan. The process indicators will need to be reviewed to reflect the final adopted policies and Implementation Plan.
- 3.7 The relationship between objectives, targets, and indicators is illustrated in Table G1 and G2.

Table G1 – Monitoring Framework for Policy CC8

South East Plan Policy Objective	Target(s) / Indicators
CC8 – Focus Development in Urban Areas	<ul style="list-style-type: none"> At least 60% development to take place on Previously Developed Land
Output/Outcome Indicators	<ul style="list-style-type: none"> Amount and % land available for development on Previously Developed Land Amount and % land available for development in urban areas % development on PDL % development in urban areas
Contextual Indicators	<ul style="list-style-type: none"> Derelict and vacant land available for development (ha)
Process Indicators	<ul style="list-style-type: none"> Urban Potential Studies undertaken by local authorities
Potential Significant Effects (tbc)	<ul style="list-style-type: none"> Development permitted in floodplain against advice of Environment Agency Accessibility to key services

² Resource use: A measure of resource use per unit of production – this needs to be developed – and waste management: Per capita waste generation.

Table G2: Monitoring Framework for Policies EN6/7

South East Plan Policy Objective	Target(s) / Indicators
EN6/7 – Delivery of Regional Renewable Energy Targets	<ul style="list-style-type: none"> • Phased targets for electricity generation capacity at regional and sub-regional level by 2010, 2016 and 2026
Output/Outcome Indicators	<ul style="list-style-type: none"> • Renewable energy capacity installed (by type) (output) • % electricity output from renewable sources (outcome)
Contextual Indicators	<ul style="list-style-type: none"> • Total Energy Use • Total installed capacity for energy generation
Process Indicators	<ul style="list-style-type: none"> • Conformity of LDDs with South East Plan policies on Energy • Local authorities undertaking assessments of local potential
Potential Significant Effects (tbc)	<ul style="list-style-type: none"> • Emission of greenhouse gases (by source)

4. Data Collection

- 4.1 Annex I sets out the sources of data required and notes any existing information gaps which need to be addressed. It is important to keep data collection to the minimum that is required to assess Plan performance.
- 4.2 The vast majority of data for contextual and significant effects indicators are readily available from nationally and regionally published sources such as the Office for National Statistics. However, many output/outcome indicators, which relate directly to the planning system, will need to be compiled directly from local planning authorities. The Assembly already conducts two annual monitoring surveys of local authorities as follows:
- Housing Supply Survey – conducted jointly with ODPM this compiles data on housing trajectories, housing densities and the location of housing allocations and completions.
 - Commercial, Industrial, Leisure and Retail Survey – compiles data in relation to supply of land, planning permissions, completions and location of A1, B1, B2, B8, C1 and D2 use classes.
- 4.3 These surveys will be reviewed in the light of the final adopted South East Plan. The publication of national core LDF indicators, on which local planning authorities are required to report, should ensure that recent problems of incomplete or inconsistent returns to the Commercial Survey are substantially addressed by the time the South East Plan is adopted.
- 4.4 The Assembly will put in place enhanced arrangements with the principal authorities, the district councils and other relevant organisations for the supply and interpretation of planning data. These will include enabling the provision of local authority data returns on-line and the publication of a Regional Monitoring Manual providing clear guidance on: data sets; data sources; frequency of collection; definition of targets and indicators etc.

- 4.5 The South East England Regional Intelligence Network (SEE-iN) provides a forum for the exchange of data and information between a number of regional partners. SEE-iN will be developed to enable it to play an integral role in compiling, hosting and accessing relevant national and regional datasets. The long-term aim will be to develop a portal that can be used by local authorities and regional agencies to upload and download data sets reported in the AMR, where at present individual data providers would need to be approached directly. This will enable the Assembly to focus its monitoring activity on data interpretation and analysis rather than collection. It should also reduce duplication of effort and promote the use of consistent data sets to monitor and review other plans and strategies such as the Regional Economic Strategy and Local Development Frameworks.
- 4.6 The Assembly has established a Monitoring Advisory Group (MAG) to provide technical advice on the specification, method of collection, analysis and interpretation of monitoring data for the South East Plan. The group comprises representatives from key data providers including the Regional Development Agency, the Environment Agency, English Nature, county, unitary and district authorities and SEE-iN. Topic based Advisory Groups will also play a key role in assisting the Assembly staff to interpret the data and identify relevant policy or other implications for implementation.

Key Data Gaps

- 4.7 There remain a number of key data gaps which the Assembly consider it is essential to address for the performance of key Plan objectives to be assessed. These are specified in Annex I and include:
- Affordable housing completions.
 - Freight mode share.
 - Implementation of Sustainable Drainage Systems.
 - Accessibility to key services.
 - Employment land lost to residential development.
 - Provision and capacity of Minerals Recycling Facilities.
- 4.8 In addition existing surveys undertaken by the Assembly will need to be amended to collect process related data from local authorities (eg Employment Land Reviews undertaken).

5. Annual Monitoring Report

- 5.1 The Annual Monitoring Report produced by the Assembly to monitor extant RSS (RPG9 as amended) and the Integrated Regional Framework has a topic-based structure. Within each topic RPG9 policies and IRF objectives and targets are measured using a large number of indicators specified in both documents.

- 5.2 With the adoption of the South East Plan, and the introduction of the indicator framework explained above (and set out in Annex 1), the RMR will be restructured into two discrete but related elements.

Part A: Regional Context

- 5.3 Regional Context will include data on contextual indicators that provide essential information on the social, environmental and economic context within which the implementation of the Plan policies need to be assessed. These indicators are essential to the interpretation of the performance of the policies within the Plan, and to report on the progress towards many of the IRF objectives. Part A will be published annually, although will only be updated where new data has become available; for a large number of indicators this will not be on an annual basis. Data for 40 - 50 indicators will be presented in this part of the report.

Part B: Plan Implementation

- 5.4 The focus of Part B will be to monitor the implementation of the Plan's policy targets and objectives through outcome, output and process indicators. It will comprise five sections as follows:

- Core Policies (by topic).
- Cross Cutting Policies.
- Sub-regional Policies.
- Regional Planning Body.
- Regional Focus.

- 5.4.1 **Core Policies:** Data and key findings will be reported on a thematic basis in accordance with the topic sections in the Plan. This will be updated annually in full. Data will be presented in the form of graphs, tables and maps and will be accompanied by key findings relevant to those indicators. Contextual data sets from Part A will be drawn upon to aid the interpretation of output and outcome data, in relation to specific policies. LDF AMRs will also be drawn upon to interpret anomalous data from individual authorities. Each topic section will also include a commentary on actions undertaken during the previous year by key delivery agencies and decision-making bodies (identified in the Implementation Plan) to deliver the Plan's objectives. For each policy the report will seek to identify possible or actual reasons for under or over-performance against objectives.

- 5.4.2 **Cross Cutting Policies:** The most challenging set of objectives to monitor will be those set out in the Cross Cutting Policies as by their very nature they address a wide range of issues and cannot be monitored by a simple set of unique indicators. Key findings of groups of indicators relevant to these policies will need to be considered together, in the light of the topic-based analysis. For example, to monitor Policy CC8: Urban Focus and Urban Renaissance, the Assembly would look for noticeable changes in the trend of primarily output indicators such as the amount of housing development on

Previously Developed Land and the amount of land developed for employment that is previously developed. It would then refer to the context in which these outputs are operating, for example the amount of derelict and vacant land available for development, to assess whether changes in the output indicators can be explained by the context. Where relevant, process indicators will be considered in a similar fashion.

- 5.4.3 Sub-regional Policies:** Part B will also include a section monitoring the delivery of the sub-regional policies included in the Plan. This will comprise the presentation and analysis of a consistent set of eight indicators to be collected at the sub-regional level. These are consistent with data either the Assembly or local authorities will collect for the purposes of monitoring the South East Plan Core Policies. Sub-regions will also be requested to provide a commentary on the delivery of the strategy over a twelve-month period. Additional sub-regional monitoring reports will be at the discretion of the relevant sub-regional groups and principal authorities.
- 5.4.4 Regional Planning Body:** The Plan Implementation section will also separately provide an overview of the Assembly's own performance in carrying out its own statutory planning activities, including: performance in carrying out its duties in relation to its role as a statutory consultee on major planning applications; a summary of formal advice provided on the general conformity of LDFs; and a progress report on any ongoing reviews of the Plan.
- 5.4.5 Regional Focus:** The Assembly will report in more detail on at least one specific topic each year. These will be selected according to issues identified in the previous year's RMR or to present the outputs of recent research or the evidence base for an ongoing review of the Plan. For example, a feature on Gypsies and Travellers might be included in 2008 to report on data informing the proposed first partial review of the South East Plan.
- 5.4.6** A table linking Plan policies, IRF objectives, targets and indicators will form an annex to the report.

6. Implications of Monitoring for Policy and Implementation

- 6.1** The purpose of monitoring should be to identify not only performance against objectives, but also to understand the reasons or factors contributing to under or over performance. These may or may not be related to the policies in the Plan. For example, a failure to deliver a policy may be a result of decisions taken by any number of organisations with responsibilities for implementation. The identification of responsibility within the Implementation Plan should assist the Assembly in determining reasons for non-delivery.
- 6.2** In this way the Monitoring Report and Implementation Plan should inform decisions taken on any corrective actions required to address non-delivery.

Potential actions will be identified within the Part B report and may include the following examples:

- Working with regional and local partners to identify or overcome identified obstacles to delivery
- Providing additional or revised advice on Regional Funding allocations
- Production of good practice guidance
- Commissioning or undertaking further research
- Advocating a change in national policy
- The need to develop new or improve existing indicators
- A partial review of the one or more RSS policies