

City of Lincoln

Annual Monitoring Report

Monitoring Period 1st April 2010 to 31st March 2011

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1. Introduction

- 1.1 The Annual Monitoring Report (AMR) is the main mechanism for assessing the performance, implementation and effects of the Local Plan.
- 1.2 This report covers the period 1 April 2010 to 31 March 2011. Significant events occurring after the monitoring period are noted.
- 1.3 The Planning and Compulsory Purchase Act (2004) required Local Authorities to submit a yearly report to the Secretary of State to assess progress on the preparation of planning documents and the implementation of planning policies.
- 1.4 Changes to the format and content of future AMRs will be reviewed as the Central Lincolnshire Joint Planning Unit (CLJPU) progresses work on the new Local Plan.

2. Planning Context

- 2.1 The Coalition Government (formed in May 2010) are making significant changes to the national planning system by revoking regional strategies, introducing neighbourhood planning and streamlining the national planning policy framework to give communities a greater say in planning. Many changes are to be enacted by the Localism Bill which is expected to be published late 2011 or early 2012.
- 2.2 This report refers to existing national planning policy statements at the time of writing however the Government intend to replace these statements with a single National Planning Policy Framework (NPPF), a draft of which was consulted on between 25th July and 17th October 2011. The requirements of the new NPPF will be considered in future reports.
- 2.3 In March 2011 MP Bob Neill wrote to local authority chief planning officers in England to announce the withdrawal of the following guidance on local plan monitoring:
 - Local Development Framework Monitoring: A Good Practice Guide (ODPM, 2005)
 - Annual Monitoring Reports FAQs and Emerging Best Practice 2004-05 (ODPM, 2006)
 - Regional Spatial Strategy and Local Development Framework: Core Output Indicators- Update 2/2008 (CLG, 2008)

The letter states *“it is now a matter for each council to decide what to include in their monitoring reports”*.

- 2.4 In April 2011 the Government published a Single Data List (SDL) for consultation. The SDL is a list of all data returns that Central Government

requires from local government. The SDL published for consultation included AMR Core Output Indicators (COIs) but stated these were under review.

- 2.5 In July 2011 the Government published the final SDL for the period 11/12. The SDL does not include COIs and instead states:

'The requirement to submit AMRs to the Secretary of State is due to be removed by the Localism Bill – but the Bill will require councils to prepare monitoring reports for local people, with details to be specified in forthcoming regulations.'

- 2.6 In past AMRs the Lincoln District have reported against the COIs which give a useful indication of how some of the existing local plan policies are performing and are helpful in maintaining the evidence bases. Until such time that a Core Strategy monitoring framework is developed and published by the Central Lincolnshire Joint Planning Unit, Lincoln will continue to monitor performance against the COIs.
- 2.7 The draft NPPF clearly states that local planning policies will be based upon sound evidence, with the inference that this will include existing recommended approaches, such as Employment Land Reviews and Strategic Housing Market Assessments. Maintaining this evidence involves reporting information collected for reporting against the COIs. For this purpose, as well as consistency of record keeping over time, it is considered sensible to continue monitoring against the COIs despite the removal of the requirement to report COIs nationally.

3. Structure of the document

- 3.1 The AMR is set out as follows:

[Section 4](#) of the AMR reports the progress that has been made on the preparation of the LDF.

[Section 5](#) reports housing performance

[Section 6](#) reports business and town centre development performance

[Section 7](#) reports environmental quality performance

[Section 8](#) reports progress that has been made on the development of a monitoring framework for the Central Lincolnshire Core Strategy

[Section 9](#) provides some conclusions and next steps

4. Local Development Framework Update

- 4.1 Between 25th October and 5th December 2010 the Central Lincolnshire Joint Strategic Planning Committee (CL-JSPC) consulted on Issues and Options for the Central Lincolnshire Core Strategy. Since then, the Central Lincolnshire Joint Planning Unit (CL-JPU) has been developing the Draft Lincolnshire Core Strategy which is likely to be published early 2012. Progress on drafting the Draft Core Strategy has been reported to the CL-JSPC on a bi-monthly basis. All reports are available to download from the CL-JSPC page online at www.central-lincs.org.uk.

5. Housing in Lincoln

- 5.1 The following section sets out both the Lincoln and Central Lincolnshire's housing performance over the period 01 April 2010 to 31 March 2011.
- 5.2 At the time of writing, the East Midlands Regional Plan (March 2009) still forms part of the Statutory Development Plan and therefore will be used for the purpose of establishing a housing target and measuring performance in Central Lincolnshire.
- 5.3 However, it should be noted that the housing targets for Central Lincolnshire set out in the East Midlands Regional Plan (March 2009) are not broken down individually for each district. For this reason, the figures reported here will be for the District (Table 1) and the Central Lincolnshire area (Table 2). The Central Lincolnshire Strategic Housing Land Availability Assessment (SHLAA) provides more detail on housing completions and land supply. The Central Lincolnshire SHLAA 2012 Update will be published in the new year.
- 5.4 The Central Lincolnshire Core Strategy will set a new Housing Target for Central Lincolnshire and as previously stated the Draft Core Strategy will be published in the new year.

Table 1: Lincoln housing performance 2010/11

Former COI Ref	Indicator	Performance
H2 (a)	Net additional dwellings – in previous years	1516
H2 (b)	Net additional dwellings – for the reporting year	399
H2 (c)	Net additional dwellings – in future years	
	Deliverable	1,436
	Developable	7,186
	Potentially developable	2,500 ¹
H3	New and converted dwellings on previously developed land (percentage)	82.7%
H4	Net additional pitches (Gypsy & Traveller) Permanent	0

¹ SHLAA March 2011

	Transit	0
	Total	0
H5	Gross affordable housing completions	152
H6	Housing quality – Building for Life	None

Table 2: Central Lincolnshire housing performance 2010/11

Former COI Ref	Indicator	Performance
H1	Plan period and housing targets	40,600 2006-2026
H2 (a)	Net additional dwellings – in previous years	6,409
H2 (b)	Net additional dwellings – for the reporting year	1216
H2 (c)	Net additional dwellings – in future years (including the 5 year land supply)	
	Deliverable	8,521
	Developable	4,631
	Potentially developable	20,450
H2 (d)	Managed delivery target (i.e. Annual average number of net additional dwellings needed to meet overall housing requirements, having regard to previous year's performance)	2,179
H3	New and converted dwellings on previously developed land (percentage)	37.3%
H4	Net additional pitches (Gypsy & Traveller)	
	Permanent	0
	Transit	0
	Total	0
H5	Gross affordable housing completions	469 (38.6%)
H6	Housing quality – Building for Life	See below

- 5.5 The delivery of new homes in both Lincoln and the Central Lincolnshire area has been reflective of performance nationally due to the challenging economic climate.
- 5.6 In previous years the AMR has included a trajectory which sets out how new homes are expected to be delivered over the plan period. The Draft Central Lincolnshire Core Strategy will include a detailed Housing Trajectory demonstrating how homes will be delivered over the Core Strategy period. Given the Draft Core Strategy will be published in the new year it is not felt necessary to set out an indicative trajectory based upon the Regional Plan requirements at this time.
- 5.7 During 2010/11, Lincoln developed 82.7% of new homes on previously developed land. The figure for Central Lincolnshire as a whole was 37%.
- 5.8 During the monitoring period none of the Central Lincolnshire authorities granted planning permission for any permanent or transit gypsy and traveller pitches. Local authorities carry out a count of caravans and Gypsy and Traveller sites twice a year, in January and July, providing a snapshot of the

number of caravans on the day of the count. Information is collected about caravans on authorised socially-rented sites, authorised privately-funded sites, unauthorised developments (sites on land owned by Gypsies or Travellers for which planning permission has not been granted) and unauthorised encampments (on land not owned by Gypsies or Travellers and which do not have planning permission). The latest caravan count is available to view and download from <http://www.communities.gov.uk/publications/corporate/statistics/caravancountjul2011>.

- 5.9 No count of travelling show people caravans took place in July 2011.
- 5.10 During the monitoring period 469 affordable homes were delivered in Central Lincolnshire, of which 152 of these were in the Lincoln district. This equates to 32.4% of the total net housing completions in Central Lincolnshire in 2010/11. The delivery of affordable homes is higher than in previous years due to the completion of sites that are 100% affordable including Holdingham, Sleaford, Fulmar Road, Lincoln and Ruston Way, Lincoln. This level of delivery is not expected to continue in future years.
- 5.11 During the monitoring period no formal Building for Life assessments were undertaken by any of the Central Lincolnshire authorities.
- 5.12 As at March 2011 there are approximately 130,350 homes in Central Lincolnshire with 42, 556 of these dwellings being within the Lincoln District.

Table 3: Central Lincolnshire Housing Stock 31 March 2011

Date	Private Sector	Housing Association	Local Authority	Total
31 March 2011	110,976	6,971	11,748	130,351
Lincoln – 31 March 2011	33, 060	1, 560	7, 932	42, 556

6. The Economy in Lincoln

6.1 The following section sets out the economic performance of Lincoln between the 1st April 2010 and the 31st March 2011.

Table 4: Lincoln business and town centre performance 2010/11

Former COI Ref	Indicator		Performance
BD1	Total amount and type of completed employment floorspace gross and net	B1 B2 B8 Mixed	417 0 395 0
BD2	Total amount of employment floorspace on previously developed land by type	B1 B2 B8 Mixed	417 (100%) 0 (0%) 395 (100%) 0 (0%)
	Total amount and type of employment land take up	B1 B2 B8 Mixed	
BD3	Employment land available by type	B1 B8 Mixed	7.96 1.32 76.49
BD4	Total amount of floorspace completed for 'town centre uses' (A1, A2 & D2) within and outside town centres	Town Centre Rest of Lincoln District	Data not available

6.2 As anticipated in the Lincoln 2009/10 AMR, the amount of employment floorspace developed within this financial year is higher than the last financial year. Completed developments include a number of industrial business expansions throughout the city with various conversions of other buildings into employment uses. These were all generally smaller infill developments with a small number of large additional units on existing industrial areas.

6.3 In total 7.24 hectares of employment land has been taken up this financial year. This is much higher than previous years but a significant reason for this increase can largely be explained by a change of use application for caravan storage which accounts for 2.3 hectares.

7. Central Lincolnshire's Environment

Flood protection and water quality

- 7.1 Planning Policy Statement 25: Development and Flood Risk (PPS25) requires local planning authorities to take account of flood risk at all stages of the planning process to avoid inappropriate development in areas at risk of flooding and to direct development away from areas at highest risk.
- 7.2 Local planning authorities are required to consult the Environment Agency (EA) on all applications for development in flood risk areas (except minor development) including those in areas with critical drainage problems and for any development on land exceeding 1 hectare outside flood risk areas.
- 7.3 Lincoln annually reports the number of planning permissions granted contrary to EA advice on flooding and water quality grounds to show numbers of developments which area potentially located where a) they would be at risk of flooding or increase the risk of flooding elsewhere; and b) adversely affect water quality.
- 7.4 This information assists the authorities and the EA in reducing and managing flood risk in the district. During 2010/11, 1 planning permission was granted contrary to EA advice on water quality grounds. No permissions were granted contrary to EA advice relating to flooding.

Table 5: Flood Protection – Lincoln

Former COI Ref	Indicator	Performance
E1	Permissions granted despite EA objection on flood risk grounds	0

Table 6: Water Quality – Lincoln

Former COI Ref	Indicator	Performance
E1	Permissions granted despite EA objection on water quality grounds	0

Biodiversity

- 7.5 The Natural Environment and Rural Communities (NERC) Act was adopted in 2006. The legislation means that all local authorities and other public authorities in England and Wales have a duty to promote and enhance biodiversity in all of their functions. The act aims to raise the profile of biodiversity and make sure that it is considered in all local authority decisions and policies.

- 7.6 Planning Policy Statement 9: Biodiversity and Geological Conservation (PPS9) requires the protection and enhancement of biodiversity to be promoted through development plans.
- 7.7 Former COI E2 ‘Change in areas of biodiversity importance’ required local authorities to annually report losses and/ or additions to biodiversity in their area. However, the Central Lincolnshire authorities have never reported performance against this indicator, as the source for the information has never been clarified. The Central Lincolnshire JPU is working with the Lincolnshire Biodiversity Partnership and others to establish a method for reporting against this indicator in future.

Table 7: Biodiversity – Lincoln

Former COI Ref	Indicator	Performance
E2	Change in areas of biodiversity importance	Not Known

Renewable Energy Generation

- 7.8 Further to receiving Central Government Eco-towns funding, to test the viability of delivering Eco-town standard development through the Central Lincolnshire development plan, the Central Lincolnshire JPU commissioned consultants AECOM to deliver an Energy Study for Central Lincolnshire.
- 7.9 National Government is aiming to reduce the Country’s carbon emissions by 80% by 2050 and generate 15% of total energy from renewable energy sources by 2020. The Energy Study was commissioned to help the Central Lincolnshire authorities understand how the area can contribute to achieving these national targets across all sectors and what role planning needs to play.
- 7.10 Regional studies suggest that Central Lincolnshire has strong potential to develop renewable and low carbon energy however the Central Lincolnshire JSPC and partner authorities need to understand more about how these opportunities for renewable and low carbon energy resources can be delivered locally.
- 7.11 The Central Lincolnshire Renewable and Low Carbon Energy Study provides the Central Lincolnshire JSPC and partner authorities with a more detailed understanding of the renewable and low carbon energy opportunities for Central Lincolnshire and outlines how the public sector, private sector, energy developers and communities and individuals can increase the delivery of renewable and low carbon energy in Central Lincolnshire in the future.
- 7.12 As part of the Energy Study, AECOM undertook an assessment of the current levels of low and zero carbon generation in Central Lincolnshire. The results of this assessment are presented in Table 8 below.

Table 8: Renewable Energy

Former COI Ref	Technology	Delivered	Total
E3	Anaerobic Digestion	-	0
	Wind	-	0
	Biomass/ CHP	-	0
	Hydro	-	0
	Energy from Waste	-	0
	Landfill gas	-	0
	Solar	-	0
	Microgeneration	0.4	0.4
	Total	0.4	0.4

7.13 Table 8 presents the renewable energy capacity installed by type as at October 2011. This table will be updated in future AMRs to demonstrate progress on delivering renewable and low carbon energy in Central Lincolnshire. The following sections provide details of some of the scheme that have or are being delivered in Lincoln.

7.14 In April 2011 an Energy from Waste Plant at North Hykeham began to be constructed. The site is next to an existing landfill site and the plant is expected to be up and running by the end of 2013. The plant is designed to treat approximately 150,000 tonnes of waste a year and will generate enough electricity to power 15,000 homes (11MW). The plant will also be capable of supplying heat which could be used by new homes and businesses in future however this will require further investment in a district heating network.

8. Central Lincolnshire Core Strategy Monitoring Framework

8.1 The performance of the Core Strategy, and the policies contained within it, should be monitored and reviewed on a continuous and pro-active basis to ensure it is effective and delivering anticipated results as part of the development of policies for the Core Strategy monitoring indicators and targets are being identified for each of the policy areas. These indicators and

targets will form the basis of the Core Strategy Monitoring Framework. In future years, the AMR will report performance against the indicators and targets identified in the Core Strategy Monitoring Framework and any other indicators that emerge through the Local Development Framework.

9. Conclusions and next steps

- 9.1 This AMR reports performance against Core Output Indicators, indicators set by the previous Government to monitor local planning authority performance. It is important to continue to monitor performance to measure the effectiveness of our policies and decisions. The Central Lincolnshire JPU will be working with other on developing local indicators and targets as part of the Local Development Framework which will form the basis of future AMRs. In addition, future AMRs will be informed by any approach enacted by the Localism Bill and any future national policy and guidance.