

City of Lincoln
Annual Monitoring Report

Monitoring Period 1st April 2011 to 31st March 2012

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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 1st April 2011 to 31st March 2012. 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. The previous Annual Monitoring Reports were prepared under this legislation.
- 1.4 The Localism Act 2011 removed the need for Local Authorities to prepare and submit an Annual Monitoring Report to the Secretary of State each December.
- 1.5 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 Since the 1st April 2011, there have been a number of changes affecting the national, regional and local planning context.
- 2.2 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"*.
- 2.3 On the 15th November 2011, the Localism Bill was given Royal Assent, making it an Act.

- 2.4 On the 27th March 2012, the government published the National Planning Policy Framework (NPPF) which came into immediate effect. The NPPF sets out the Government's planning policies for England and how these are expected to be applied, replacing national planning policy statements and introducing Neighbourhood Plans, which are detailed in section 9. This report therefore refers to the requirements of the NPPF, replacing references to planning policy statements in the previous AMR.
- 2.5 In March 2012 the Government published an updated Single Data List (SDL). The SDL is a list of all data returns that Central Government requires from local government. The SDL does not include Core Output Indicators (COIs).
- 2.6 In past AMRs Lincoln 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 evidence bases. The Central Lincolnshire JPU is currently developing a monitoring framework as part of the Core Strategy and will, in future, report performance against local indicators developed to monitor the effectiveness of policies contained within the Core Strategy. Until such time as the Core Strategy monitoring framework is published, the Localism Bill is enacted and the SDL is applicable (the current monitoring period 2011/12), the Central Lincolnshire authorities including Lincoln will continue to monitor performance against the COIs.
- 2.7 The 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 Local Plan.

[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 Community Infrastructure Levy.

[Section 9](#) reports the progress that has been made on Neighbourhood Development.

[Section 10](#) reports the progress that has been made on the Duty to Co-operate.

[Section 11](#) reports the progress that has been made on the development of a monitoring framework for the Central Lincolnshire Core Strategy.

[Section 12](#) provides some conclusions and next steps.

4. Local Plan progress

4.1 The Central Lincolnshire Joint Strategic Planning Committee is currently in the process of replacing the City of Lincoln Local Plan (1998), Lincoln District Local Plan (2007) and West Lindsey District Local Plan (2006) with the Central Lincolnshire Local Plan.

4.2 Each of the Local Council's (City of Lincoln, West Lindsey and North Kesteven) has a number of policies that have been formally saved from the Local Plans. These policies will remain in force until formally and specifically replaced by new policy. The National Planning Policy Framework makes it clear that these policies may lose relevance over time, but will be given due weight in the decision making process and provide a framework for future decision making on new planning applications.

Local Development Scheme

4.3 The Local Development Scheme (LDS) sets out the timetable for the preparation of, and describes the nature of, the local planning documents

that the Central Lincolnshire Joint Planning Unit and partners will be producing as part of the Local Plan for Central Lincolnshire.

4.4 A revised Central Lincolnshire Local Development Scheme was approved at committee on 5th November 2012 and is available to view at www.central-lincs.org.uk/LDS. This sets out the timetable for those documents being produced as part of the Local Plan, which are:

- Central Lincolnshire Core Strategy
- Allocations Document

4.5 The timetable also sets out the aligned community infrastructure levy charging schedules, although this is not a development plan document. More detail on this is provided in section 8.

4.6 The National Planning Policy Framework makes it clear that, rather than have different planning policy documents in a Local Development Framework like a Core Strategy and Allocations document, Local Authorities should seek to bring their planning policy together into one single document or 'Local Plan'. Because of the time necessary to produce planning documents the Central Lincolnshire Authorities intend to continue with preparing a Core Strategy and Allocations document, as the most effective way to update planning policy for the area, rather than abandon work undertaken so far to prepare a new single local plan.

Development Plan Documents

Core Strategy

4.7 The first priority of the CLJPU is the preparation of the Core Strategy which will provide the overall planning framework for Central Lincolnshire for the period up to 2031.

4.8 Progress on drafting the Draft Core Strategy has been reported to the CL-JSPC on a bimonthly basis. All reports are available to download from the CL-JSPC page online at www.central-lincs.org.uk.

4.9 Progress on the Core Strategy is noted in the table below.

Date	Milestones	Comments	Progress
Oct-Dec 2010	Issues and		Completed

	Options consultation		
July-Sept 2012	Partial draft Core Strategy consultation	Consultation on the generic policies for Central Lincolnshire	Completed (responses to be reviewed along with those received from the 2013 partial draft consultation)
Jan-March 2013	Partial draft Core Strategy	Consultation on the Area policies for Lincoln, Gainsborough and Sleaford	Completed (responses to be reviewed)
July-Aug 2013	Publication (Pre Submission Consultation)		-
Sept 2013	Submission to Secretary of State		-
Feb 2014	Examination		-
Sept 2014	Estimated date for Adoption		-

Table 1: Progress on the Central Lincolnshire Core Strategy

Site Allocations

4.10 The Site Allocations DPD will identify specific sites for development to help deliver the overall level of growth for the area, together with a limited range of Development Management policies if appropriate. Progress on the Site Allocations is noted in the table below.

Table 2: Progress on the Site Allocations DPD

Date	Milestones	Comments	Progress
May - Sept 2013	Preliminary engagement		Ongoing
Apr-Jun 2014	Issues and Options Consultation		-
Jan-Mar 2015	Preferred Options		-
July-Aug 2015	Publication (Pre Submission Consultation)		-
Sept 2015	Submission		-
Feb 2016	Examination		-
Aug 2016	Estimated date for Adoption		-

1. Housing in Central Lincolnshire

- 1.1 The following section sets out both Lincoln and Central Lincolnshire's housing performance over the period 1st April 2011 to 31st March 2012.
- 1.2 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.
- 1.3 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 target figures reported here will be for the combined Central Lincolnshire area. The Central Lincolnshire Strategic Housing Land Availability Assessment (SHLAA) provides more detail on housing completions and land supply, the Central Lincolnshire SHLAA 2012 Update was published in February 2012.
- 1.4 The Central Lincolnshire Core Strategy will set a new Housing Target for Central Lincolnshire in the Draft Core Strategy which will be published in 2013.

Table 3: Lincoln housing performance 2011/12

Former COI Ref	Indicator	Performance
H2 (a)	Net additional dwellings – in previous years	1,915
H2 (b)	Net additional dwellings – for the reporting year	501
H2 (c)	Net additional dwellings – in future years	
	Deliverable	1,392
	Developable	2,164
	Potentially developable	6,840
H3	New and converted dwellings on previously developed land (percentage)	70.7%
H4	Net additional pitches (Gypsy & Traveller)	
	Permanent	0
	Transit	0
	Total	0
H5	Gross affordable housing completions	152
H6	Housing quality – Building for Life	None

Table 4: Central Lincolnshire housing performance 2011/12

Former COI Ref	Indicator	Performance
H1	Plan period and housing targets	40,600 2006-2026
H2 (a)	Net additional dwellings – in previous years	7907
H2 (b)	Net additional dwellings – for the reporting year	1058
H2 (c)	Net additional dwellings – in future years (including the 5 year land supply)	
	Deliverable	7912
	Developable	5931
	Potentially developable	14655
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)	2264
H3	New and converted dwellings on previously developed land (percentage)	48%
H4	Net additional pitches (Gypsy & Traveller)	
	Permanent	120
	Transit	20
	Total	140
H5	Gross affordable housing completions	250
H6	Housing quality – Building for Life	See below

Housing performance summary

- 1.5 The delivery of new homes in Central Lincolnshire has been reflective of performance nationally due to the challenging economic climate.
- 1.6 In previous years the AMR has included a trajectory which sets out how new homes are expected to be delivered over the plan period.
- 1.7 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 2013 it is not felt necessary to set out an indicative trajectory based upon the Regional Plan requirements at this time.
- 1.8 During 2011/12 Lincoln developed 70.7% of new homes on previously developed land.
- 1.9 During the monitoring period Lincoln did not grant planning permission for any permanent or transit gypsy and traveller pitches.
- 1.10 Lincoln carry out a count of caravans on 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 had not been granted) and unauthorised encampments (on land not owned by Gypsies or Travellers and which do not have planning permission).
- 1.11 A total of 16 caravans were counted for Lincoln in January 2012 with just 10 counted in the July 2011 count. The latest caravan count for January 2012 is available to view and download here:
<https://www.gov.uk/government/publications/gypsy-and-traveller-caravan-count-january-2012>
- 1.12 During the monitoring period 152 affordable homes were delivered in Lincoln. This equates to 30.3% of the total net housing completions for the district in 2011/12.
- 1.13 As at 31 March 2012 there are approximately 48,084 dwellings in Lincoln. This includes private sector, housing association and local authority housing.

2. Lincoln's Economy

2.1 The following section sets out economic performance over the period 1 April 2011 to 31 March 2012 in Lincoln.

Table 5: Lincoln business and town centre performance 2011/12

Business development and town centres			
Reference	Indicator		Performance
BD1	Total amount and type of completed employment floorspace gross and net	B1	3624.15
BD2	Total amount of employment floorspace on previously development land- by type	B1	3624.15(100%)
	Total amount and type of employment land takeup	B1 B2 B8 Mixed	
BD3	Employment land available- by type	B1 B2/B8 Mixed	11.3330.72 25.06
BD4	Total amount of floorspace for 'town centre uses' (A1, A2, B1 and D2) within and outside town centres	Town Centre Rest of North Kesteven	Data currently unavailable for Lincoln

2.2 During 2011/12 a total of 3624.15 square metres of B1, B2, B8 & mixed use floorspace was developed in Lincoln. All off this land was for B1 use. The amount of land developed for B8 use is expected to increase again in 2012/13 due to the Siemens development on Teal Park commencing in 2011/12. There was a significant increase in B1 floorspace developed in comparison with 2010/11 which was mainly due to the completion of units on Sleaford Enterprise Park and on Whisby Way in North Hykeham. There was a lower take up of mixed use development.

2.3 All of the land developed in the last year was on previously developed land.

3. Central Lincolnshire's Environment

Flood protection and water quality

- 3.1 Chapter 10: Meeting the challenge of climate change, flooding and coastal change, of the NPPF, 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.
- 3.2 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.
- 3.3 Lincoln annually report the number of planning permissions granted contrary to EA advice on flooding and water quality grounds to show numbers of developments which are potentially located where a) they would be at risk of flooding or increase the risk of flooding elsewhere; and b) adversely affect water quality. This information assists the authorities and the EA in reducing and managing flood risk in Central Lincolnshire.
- 3.4 During 2011/12 there was 1¹ planning permissions granted contrary to EA advice on either flooding or water quality grounds (see Tables 6 and 7 below).

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Table 6: Flood protection – Lincoln

Flood protection		
Former COI Reference	Indicator	Performance
E1	Number of applications where EA objected	-
	Applications refused	-
	Permissions granted despite EA advice	1
	Applications where EA objection withdrawn	-
	Applications withdrawn	-

Table 7: Water quality – Lincoln

Water Quality		
Former COI Reference	Indicator	Performance
E1	Number of applications where EA objected	-
	Applications refused	-

	Permissions granted despite EA advice	0
	Applications where EA objection withdrawn	-
	Applications withdrawn	-

Biodiversity

- 3.5 The Natural Environment and Rural Communities (NERC) Act was adopted in 2006. This 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.
- 3.6 Chapter 11: Conserving and enhancing the natural environment, of the NPPF, requires the protection and enhancement of biodiversity to be promoted through development plans.
- 3.7 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, Lincoln 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 8: Biodiversity in Lincoln

Biodiversity		
Former COI Reference	Indicator	Performance
E2	Change in areas of biodiversity importance	Not known

Renewable energy generation

- 3.8 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.
- 3.9 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.

- 3.10 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.
- 3.11 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.
- 3.12 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 9 below.

Table 9: Renewable Energy in Central Lincolnshire

Former COI Ref	Technology	Applications submitted	Applications Approved	In Operation	Total
E3	Anaerobic Digestion			0.30	0.30
	Wind	57.90			57.90
	Biomass/ CHP		40.28	0.50	40.78
	Hydro	-	-	-	-
	Energy from Waste		11.00		11.00
	Landfill gas			5.08	5.08
	Solar	2.30		1.00	3.30
	Microgeneration	n/a	n/a	2.09	2.09
	Total		60.20	51.28	8.96

- 3.13 Table 9 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 Lincoln. The following sections provide details of some of the schemes that have or are being delivered in Lincoln.
- 3.14 In April 2011, an Energy from Waste Plant at North Hykeham (North Kesteven) 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.

4. Community Infrastructure Levy (CIL)

- 4.1 CIL allows local planning authorities to charge new development for infrastructure on a per square metre basis, and the charging schedules will set out how much will be charged for different types of development in different areas. The Central Lincolnshire authorities have agreed to the development of separate but aligned CIL charging schedules, and are currently in the process of identifying what levels of CIL can be charged across the area.
- 4.2 The Community Infrastructure Levy Regulations 2010 state that a charging authority must produce a report for any financial year in which it collects CIL stating how much has been collected, how much has been spent and on what. The Preliminary Draft Charging Schedules for the Central Lincolnshire authorities are likely to be issued in 2013 and it is envisioned that the information will be reported in the Central Lincolnshire Authorities Monitoring Report in the future.

5. Neighbourhood Development

- 5.1 The 2012 Local Planning Regulations states “where a local planning authority have made a neighbourhood development order or a neighbourhood development plan, the local planning authority’s monitoring report must contain details of these documents”.
- 5.2 A neighbourhood development plan is a plan which sets out policies (however expressed) in relation to the development and use of land in the whole or any part of a particular neighbourhood area specified in the plan.¹
- 5.3 No neighbourhood development plans have yet to be adopted in Lincoln

¹ Localism Act 2011 – Schedule 9 Neighbourhood Planning

- 5.4 A neighbourhood development order is an order which grants planning permission in relation to a particular neighbourhood area specified in the order; for development specified in the order, or for development of any class specified in the order.²
- 5.5 As the concept of neighbourhood development orders is still new there have not yet been any in the Central Lincolnshire area. Details of neighbourhood planning orders will be reported in the Lincoln Annual Monitoring Report in the future.

6. Duty to Cooperate

- 10.1 The Localism Act 2011 (Section 110), enacted on 15 November 2011, created a new “Duty to co-operate” in relation to planning for sustainable development, through introducing a new Section 33A to the Planning and Compulsory Purchase Act 2004.
- 10.2 The new “Duty to co-operate” requires local planning authorities and prescribed public bodies to work together, through engaging constructively, actively, and on an ongoing basis, with regard to strategic matters and supporting activities that relate to the preparation of development plan documents. A strategic matter is defined as sustainable development or use of land or infrastructure that has or would have a significant impact on at least 2 planning areas.
- 10.3 The National Planning Policy Framework (NPPF, March 2012) builds on the requirements of the Localism Act, stating that public bodies have a duty to co-operate on planning issues that cross administrative boundaries (Para 178), and identifies strategic priorities for Local Plans (Para 156).
- 10.4 The duty is principally aimed at ensuring that adjoining Councils work together to produce ‘joined up’ plans in the absence of future guidance from the strategic level (e.g. Regional Plans) and that public bodies work together in respect of the delivery of a Plan. The duty is to co-operate and engage not necessarily to agree.
- 10.5 Although the duty to co-operate only came into effect in November 2011, the preparation of the current Local Plan document (the Core Strategy) has been undertaken in a co-operative manner, reflecting the Central Lincolnshire Authorities existing commitment to joint working and collaboration with relevant bodies. The Central Lincolnshire Authorities are committed to continue engaging constructively with neighbouring local planning authorities and public bodies regarding strategic planning matters in the area.

² Localism Act 2011 – Schedule 9 Neighbourhood Planning

- 10.6 On neighbouring authorities, the Central Lincolnshire Authorities and Joint Planning Unit have undertaken a wide range of recent individual co-operation and discussion meetings (Jan-Feb 2013) with all relevant adjoining local authorities. These have assessed and clarified joint engagement and working relationships on key cross boundary strategic planning issues, challenges and priorities. These discussions and engagement are ongoing and will continue.
- 10.7 On public bodies, the existing working arrangements and co-operation that occurs between the Central Lincolnshire authorities and the relevant public bodies show a long history of collaboration that constitutes on-going engagement that already contributes to meeting the duty to co-operate. However, fresh discussions and engagement with public bodies is occurring, to clarify existing co-operation arrangements, and to identify any potential need for new arrangements.
- 10.8 Details of co-operative working undertaken will be contained in a separate 'Statement of Compliance with the Duty to Co-operate' document, to be available alongside each development plan document when submitted for examination. The Inspector at Examination will consider whether the local planning authority has complied with the legal duty to co-operate, in relation to preparation of documents that form part of the Local Plan.
- 10.9 Future monitoring reports will also include updated information on co-operation and engagement with other local planning authorities, county councils and prescribed public bodies that occur under the new duty as part of preparation of Local Plan documents.

7. Central Lincolnshire Core Strategy Monitoring Framework

- 7.1 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.

8. Conclusions and next steps

- 8.1 This is the second AMR where Lincoln has been part of the Central Lincolnshire Joint Planning Unit. 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 others 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.