



Gloucester City Council
Local Development Framework

Annual Monitoring Report
2011

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Executive Summary

This is the Council's seventh Annual Monitoring Report (AMR). It covers the period 1st April 2010 to 31st March 2011. Given the Government's announcements to change the planning system, its withdrawal of Annual Monitoring Guidance and the recent Royal Assent given to the Localism Bill which proposes amendment to the AMR process, the content and role of AMR is in a period of change. The Council is also preparing a new Local Plan under the provisions of the current and emerging legislation within which new monitoring indicators will emerge. In this context, this years AMR considers the following:

1. Progress made by the Council in producing its Local Plan; and
2. Reporting on important key indicators to ensure continuity of monitoring during a period of change and development plan progress.

Progress in Producing the LDF

The Council's current LDF timetable, known as the Local Development Scheme (LDS) was submitted in September 2009 and approved in November 2009. It has since been revised and taking into account the proposed changes to the planning system and the most recent version was approved in 2011. Progress on the Councils Local Plan has been complicated by the current amendments to the planning system but continues to progress in a timely manner through the Joint Core Strategy and City Plan.

Monitoring Indicators

The impact of policies is assessed through monitoring indicators, however, with the revocation of regional planning and monitoring requirements it is now necessary to identify locally derived indicators as appropriate for the local authority area. Many indicators have therefore been removed associated with regional monitoring and are not included within this AMR. However, for ease of reference and consistency with previous AMRs, existing Local Plan policies and emerging Local Development Framework policies are considered under the following headings until established through the emerging local plan process:

- Housing
- Natural environment
- Historic Built environment
- Recreation

Employment monitoring is being standardised across the Joint Core Strategy area for the purposes of developing a consistent employment monitoring position and an addendum to this AMR will be provided in February 2012 providing details on the 2010/11 period and previous years to a consistent basis with all three authorities.

1. Introduction

Purpose of the AMR

As part of the current Local Development Framework process and until the Localism Bill is enacted, the Council is required to produce an Annual Monitoring Report (AMR) and submitted it to the Secretary of State no later than 31st December each year. While reports will be prepared on an annual basis in accordance with the emerging legislative requirements, this is the last AMR that will be prepared and submitted to the Secretary of State.

Monitoring Information Provided in this AMR

This is the Council's seventh Annual Monitoring Report (AMR). It covers the period 1st April 2010 to 31st March 2011. Given the Government's announcements to change the planning system, its withdrawal of Annual Monitoring Guidance and the recent Royal Assent given to the Localism Bill which proposes amendment to the AMR process, the content and role of AMR is in a period of change. The Council is also preparing a new Local Plan under the provisions of the current and emerging legislation within which new monitoring indicators will emerge. In this context, the AMR considers the following:

1. Progress made by the Council in producing its Local Plan; and
2. Reporting on important key indicators to ensure continuity of monitoring during a period of change and development plan progress.

Structure of the Report

This report consists of a further three sections:

Section 2 reports on the progress of the Council's Local Plan

Section 3 reports on a series of interim key monitoring indicators

2. Progress on the Local Plan

The current and emerging requirements are for local authorities to prepare new style Local Plans to guide development within their administrative area. The advice provided to local authorities is that Local Plans should where possible be a single document, however, where appropriate the Local Plan can comprise a number of development plan documents as is the position under the Local Development Framework process.

In July 2008 Gloucester City, Cheltenham Borough and Tewkesbury Borough Councils made a formal resolution to prepare a Joint Core Strategy under the Local Development Framework process to guide development in the period up to 2031. The Joint Core Strategy will cover the administrative areas of Gloucester City, Cheltenham Borough and Tewkesbury Borough. The interdependent nature of the three administrative areas necessitates a close working relationship. The formal agreement to work jointly on a Core Strategy has been a significant step in ensuring a cohesive approach to development in and around Gloucester and Cheltenham whilst focussing on the special needs of the market towns of Tewkesbury, Bishops Cleeve, Winchcombe and surrounding rural areas.

Significant progress has already been made on the Joint Core Strategy (JCS). Evidence base work to support the JCS has been undertaken and the majority of reports forming the evidence base for the JCS have been completed or are near completion. These are available on the Joint Core Strategy website at www.gct-jcs.org.uk

During the monitoring period a number of stakeholder events were held to inform the development of the JCS and while not in the monitoring period a consultation is being held during the 2011/12 period.

The Council is also working on its own local plan that will sit beneath the JCS. This did not commence until post the 2010/11 monitoring period but Regulation 25 consultation was undertaken in the summer of 2011.

3. Key indicators

Going forward it is important to ensure that consistency is maintained during the transitional period from Local Development Frameworks and Regional Plans requiring regional monitoring indicators to the monitoring of Local Plans. Therefore under the transitional period a selection of key indications are reported on for this monitoring period. These comprise:

- Housing
- Natural environment
- Historic Built environment
- Recreation

An overview is provided for each.

Housing

Given the expected revocation of the Regional Spatial Strategy for the South West, the Joint Core Strategy upon adoption will provide the strategic housing requirement for the City for the period 2011 to 2031. At present this has been published for consultation with a requirement for Gloucester of 6,500 new dwellings for the plan period.

This is based upon the most recent evidence¹ on the capacity of the City to deliver new homes and equates to a requirement to deliver 325 dwellings per annum. Based upon this evidence the Council has adopted an interim working annual requirement of 325 dwellings per annum as it is advised to do until a development plan is adopted and in place.

This requires a 5 year supply of 1,625 dwellings to be maintained. If the National Planning Policy Framework proposal for an additional 20% to be taken into consideration this requirement would be 1,950 over 5 years.

The Council currently has a committed supply of 4,324 dwellings equating to a supply of 13 years based upon its working target of 325 dwellings per annum. The Council within its Strategic Housing Land Availability Assessment (SHLAA) has, however, undertaken a sensitivity analysis of its housing supply situation which considers the density assumptions for its committed supply including an assessment of the likelihood of flatted schemes coming forward as proposed. This has been undertaken with input from the Gloucester Heritage Urban Regeneration Company and other industry professionals as part of the Council's SHLAA process. This has reduced the potential supply of dwellings indicatively to 3,684 new homes. Against this forward supply the Council can demonstrate a 5 year supply situation with 11 years worth of supply.

The Council can therefore demonstrate a 5 year supply against its current working housing requirement. It can also demonstrate a 20% additional supply requirement should this be maintained within the National Planning Policy Framework. This will be reviewed as the Joint Core Strategy progresses to adoption and revised accordingly.

In the context of the monitoring period a requirement of 575 dwellings was required from the Regional Spatial Strategy target. The Council achieved 589 dwellings in this period and therefore achieved its housing requirement again.

¹ Strategic Housing Land Availability Assessment (December 2011)

Table 4.1 – Housing Indicators

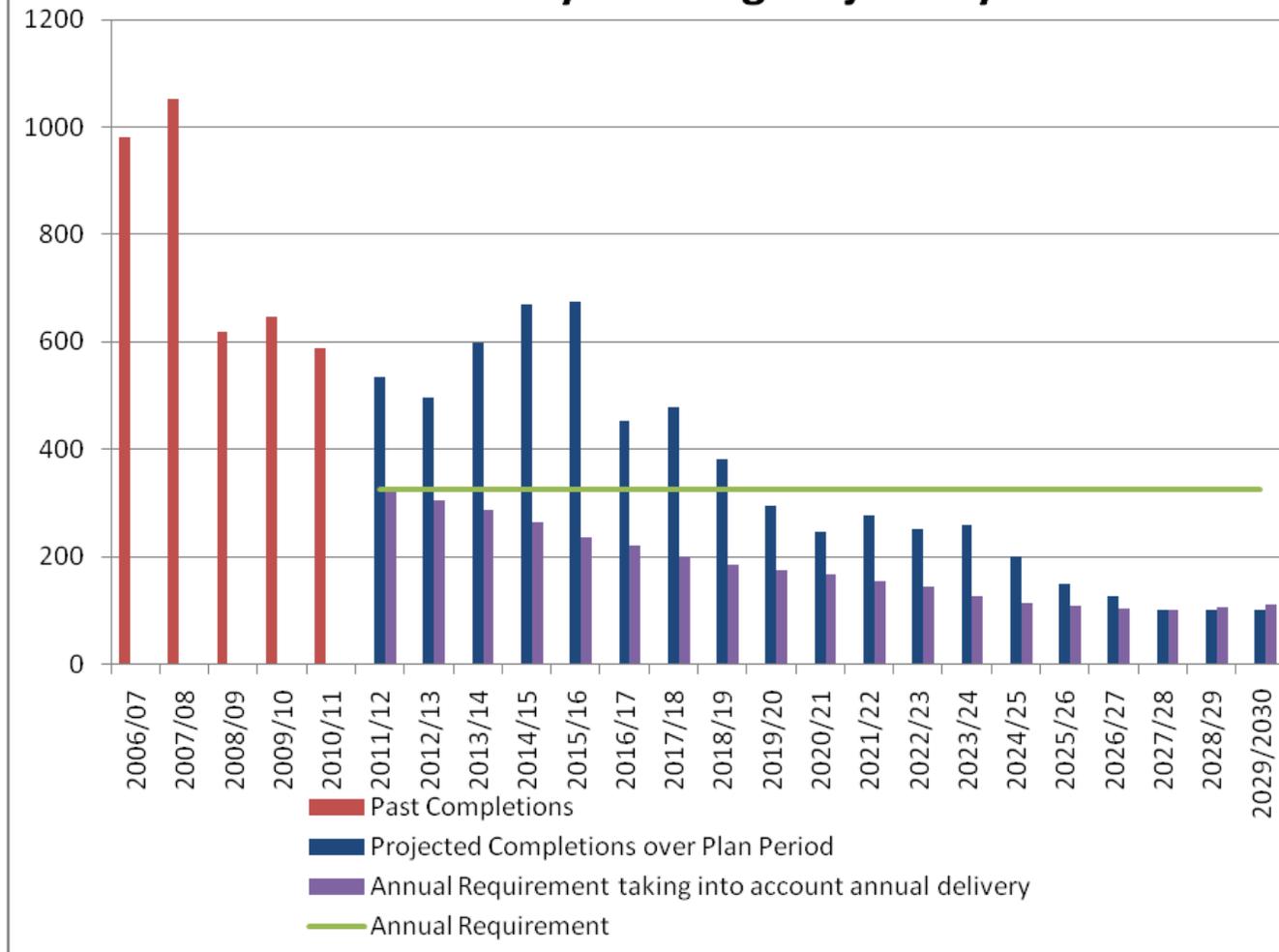
Output Indicator	Target(s)	Progress 10/1	Issues Identified
H01 Plan period and housing targets	Start of plan period: 2006 End of plan period: 2026 Total housing required: 11,500	Start of plan period: 2006 End of plan period: 2026 Total housing required: 11,500	Interim working target of 325 now adopted based upon emerging development plan. 5 year land supply is maintained.
H02b Net Additional dwellings for the reporting year	575 dwellings per year (RSS Requirement)	589 net dwellings	
H02c Net additional dwellings in future years	325 dwellings per year (Locally adopted interim working target)	See housing trajectory below taken from 2011 Strategic Housing Land Availability Assessment.	Given that the plan period has moved from 2026 to 2031 there is a significant shortage of land within the City to deliver new homes in the latter periods of the plan. Joint working with neighbouring authorities is addressing the housing supply issue for the Gloucester City requirements.
H02d Managed delivery target (dwellings) Likely levels of future housing expected to come forward taking into account the previous years' performance.		See housing trajectory below taken from 2011 Strategic Housing Land Availability Assessment.	

Gloucester Trajectory

Supply type	First 5-year period					Second five-year period					Third five-year period					Fourth Five-year period				
	11/12	12/13	13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26	26/27	27/28	28/29	29/30	30/31
GCC Commitments	534	497	446	400	363	287	274	253	200	155	50	50	50	50	50	25	0	0	0	0
GCC SHLAA sites	0	0	152	269	312	167	205	128	95	90	127	100	110	50	0	0	0	0	0	
Strategic JCS allocations and commitments on edge of City*	234	251	472	570	590	550	670	571	420	420	440	415	290	215	215	215	215	215	215	190
Windfall allowance	0	0	0	0	0	0	0	0	0	0	100	100	100	100	100	100	100	100	100	100
Total	768	728	1070	1239	1265	1004	1149	952	715	655	712	680	550	415	365	340	315	315	315	290

*JCS Gloucester wider area

Gloucester City Housing Trajectory 2011



Output Indicator	Progress 09/10		Issues Identified
H03 New and converted dwellings on previously developed land. i. Gross new homes on pdl ii. Gross percentage of new homes on pdl	i. 509 ii. 85.1%		Gloucester is exceeding the national 60% target of development on previously developed land.
H04 Net additional pitches gypsy and traveller i. Gypsy and traveller permanent pitches ii. Gypsy and traveller transit pitches iii. Total gypsy and traveller pitches delivered	i. 0 ii. 0 iii. 0		The Joint Core Strategy needs to allow for provision of gypsy and traveller accommodation. A Gypsy and Traveller Strategic Housing Land Availability Assessment is in the process of being prepared as part of the evidence base of the JCS.
Net affordable housing completions i. Social rent homes completed ii. Intermediate homes completed iii. Total affordable homes completed	i. 133 ii. 77 iii. 210		For the purposes of demonstrating net delivery of new affordable homes this indicator now illustrates net not gross.
H06 Housing quality – building for life assessments	Data currently not gathered.		Monitoring needs to be expanded to include this data set.
HFR1 HFR stock Private sector Local Authority Registered Social Landlord Total	Opening stock 45,465 4,547 2,971 52,983	Closing stock 45,835 4,548 3,188 53571	
HFR2 New build Permanent new build Temporary new build	Private sector RSL Private RSL	366 209 0 0	
HFR3 Conversions Defined as conversion of property into two dwellings, or conversion of two dwellings into one (net figure)	Private sector 14 Data not recorded for other sectors.		Monitoring needs to be continued and enhanced to allow conclusions to be drawn.

Output Indicator	Progress 09/10	Issues Identified
<p>HFR4 Change of Use Defined as changes of use from non-residential to residential, or from residential to non-residential (net figure)</p>	<p>Private sector 1 Data not recorded for other sectors.</p>	
<p>HFR5 Demolitions Private sector dwellings demolished for commercial or other development, including road schemes. All dwellings demolished recorded here, were demolished for residential re-development of the site.</p>	<p>2</p>	<p>Gloucester does not adversely suffer from demolition of dwellings. All demolitions have allowed for increased residential development.</p>

Natural Environment

Output Indicator	Target(s)	Progress 09/10	Issues Identified
E02 Change in areas of biodiversity importance. Losses or additions to biodiversity habitats.	None set	No changes to habitat areas within Gloucester area.	Policies are ensuring habitats are protected during development.
All other national indicators removed for this monitoring period.			
Air quality	None set	Three Air Quality Monitoring Areas remain for the City; <ol style="list-style-type: none"> 1. 44-72 Priory Road 2. Barton Street to Upton Lane 3. Odds 75-99 Painswick Road evens 86-110 Painswick Road 	Continued monitoring required to establish if transport and movement policies are being effective.

Historic Built Environment

Table 4.6 – Historic Built Environment Indicators

No national indicators have been identified.

Output Indicator	Progress 09/10	Issues Identified
Number of Listed Building applications processed by the authority during the monitoring period.	33 LBC applications were received during the monitoring period. 30 were granted permission 1 were refused consent 2 were withdrawn or returned	Policies are being utilised to effectively protect the historic built environment of Gloucester.
Buildings at Risk Category 1 – Buildings at extreme risk Category 2 – Buildings at grave risk Category 3 – Buildings at risk Category 4 – Buildings to watch	1 no. category 3 building was removed from the register during monitoring period Llanthony Priory	Buildings have been removed from the buildings at risk register. Further monitoring is required to determine the long-term situation, but policies appear to be performing to protect the historic built environment.

Recreation

Table 4.7 – Recreation Indicators

National Indicators no longer requested for this topic area.

Output Indicator	Progress 09/10	Issues Identified
Amount of open space managed to Green Flag Award standard.	Barnwood Arboretum gained Green Flag Award standard.	Ongoing improvements are required to achieve Green Flag Award. Further monitoring is required to ascertain if there are long-term adverse impacts from not obtaining the Green Flag Award.
Number of new local play areas completed	<u>Completions</u> Deans Way Play Area Mead Road Play Area King George V Play Area Sebert Street Play Area Matson Park Play Area The Lannett Play Area	Updated local evidence on public open space and access to recreation facilities in the City continues to be effective in securing contributions from development schemes.