

CARLISLE CITY COUNCIL

Report to:- **Development Control Committee**

Date of Meeting:- 15 November 2002

Agenda Item No:-

A2

Public	Operational	Delegated: Yes
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Accompanying Comments and Statements	Required	Included
Environmental Impact Statement:	No	No
Corporate Management Team Comments:	No	No
City Treasurers Comments:	No	No
City Solicitor & Secretary Comments:	No	No
Head of Personnel Services Comments:	No	No

Title:- **INTERIM HOUSING POLICY STATEMENT**

Report of:- **Director of Environment & Development**

Report reference:- **EN.125/02**

Summary:-

This report outlines the reasons why the Interim Housing Statement has been produced. The Interim Statement provides additional Guidance on the interpretation of the District Local Plan Housing Policies and will be used by Development Control Officers and Members in determining planning applications.

Recommendation:-

That the Interim Housing Statement be noted and that Members and Officers will have regard to it when considering planning applications.

Mike Battersby
Director of Environment & Development

Contact Officer: Alan Eales

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Note: in compliance with section 100d of the Local Government (Access to Information) Act 1985 the report has been prepared in part from the following papers: Appendix 1: Report EN.120/02
Appendix 2

1.0 Introduction

- 1.1 Planning Policy Guidance Note 3, Housing was issued in March 2000 and in paragraph 38 states that 'Local Authorities should have regard to the Policy contained in this PPG as material considerations, which may supersede the Policies in their Plan.'
- 1.2 Members will recall that the Friends of the Lake District, on behalf of CPRE, have made a number of objections to housing development in the rural area on the basis that the Housing Policies in the District Local Plan are not consistent with advice in PPG3. Initially it had been intended to adopt Supplementary Planning Guidance that amended Policy H5. Although there is case law that supports this approach the Government Office North West (GONW) had severe reservations about this approach and recommended that the Council prepare a comprehensive statement on how Officers will deal with PPG3 in relation to its Policies.
- 1.3 Local Plan Housing Policies will be reviewed, in any case, as part of the overall review of the Local Plan which will follow the current review of RPG and the Structure Plan.
- 1.4 The Interim Statement can not make changes to the Policy as that has to be the focus of a review or alteration to the Local Plan. The fact that the Policy Statement clearly relates to PPG3 should provide sufficient weight for the Policy Advice to be able to stand at any appeal.
- 1.5 The Interim Housing Policy was adopted as Interim Policy Guidance at the Executive Meeting on 28 October 2002. It had been hoped that a response from GONW would have been received in advance of the Executive, but it has still not been received. However, in the absence of any comments from GONW it is still felt appropriate to bring the statement to the attention of the Development Control Committee.

- 1.6 As Development Control Officers will have to use the advice within the Statement when considering planning applications, it is also necessary for Members of the Committee to have similar regard to the Statement in coming to any conclusion or recommendation on planning applications before it. It must be emphasised that the Interim Statement is intended only to provide a short-term measure to deal with issues in the context of existing Housing Policies. Changes, such as revisions to policies regarding settlements and further consideration of distribution of housing between the urban and rural area, will require a revision of Policy through the review of the Local Plan.

2.0 The Interim Housing Policy Statement

- 2.1 The Interim Housing Policy Statement is contained in Appendix 1 to this report. It briefly outlines the context of the review including Regional Planning Guidance, PPG3, Urban Renaissance, brownfield development and the Urban Capacity Study. It also examines housing development rates and existing housing targets.
- 2.2 The statement then considers each of the Local Plan Housing Policies in turn. It examines whether the Policy, as it stands, conforms to PPG3 and provides Guidance for Officers and Members on how that Policy should be interpreted to be in accordance with PPG3.

3.0 Recommendation

- 3.1 That the Interim Housing Statement be noted and that Members and Officers will have regard to it when considering planning applications.

Mike Battersby
Director of Environment & Development

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INTERIM HOUSING POLICY STATEMENT

INTERIM HOUSING POLICY STATEMENT

The Carlisle District Local Plan was adopted in September 1997. The policies within the plan guide development up to 2006. Since the publication of the plan additional guidance from Government in the form of Planning Policy Guidance Notes and Circulars has been issued in relation to Housing development.

A review of the Local Plan will commence later this year. This will consider policies relating to all topics in the Plan as well as proposed alterations to the Development Plan system by the Office of the Deputy Prime Minister. The Housing policies in the Plan will be subject to this review and will be set within the context of Regional Planning Guidance and the Structure Plan, both of which are currently under review at the moment.

The review of Regional Planning Guidance concentrates on urban renaissance with an emphasis on development in the conurbations of the north west. It establishes a reduced rate of development for Cumbria. The Structure Plan is considering how this rate should be applied to the each of the Districts. For Carlisle this potentially means a reduction in the current rate of development. The future rate of development will be a determinant factor in the location of housing for Local Plan review and any revision to the existing policies and strategy.

Planning Policy Guidance 3: Housing which was published in March 2000 establishes a number of principles for residential development. This guidance is a material consideration in dealing with applications for housing within the District. PPG3 establishes a Plan, Monitor and Manage process, by which Carlisle City Council has a duty to manage the release of housing. The City Council regularly monitor the number of planning permissions and development rate of new housing in order to monitor its housing policies in relation to the Local Plan Strategy, Policies and PPG3. As part of the manage process that follows the monitoring, the Council now needs to ensure that the implementation of policies is consistent with PPG3. It will also consider changing policies as part of its review of the Local Plan.

In the short term the Council considers it appropriate to issue further guidance on residential development to explain how the Local Plan policies are to be implemented in relation to PPG3. This statement does not change the policies of the Local Plan. This statement explains how officers must use PPG3 in relation to applications for housing development. Each application must be treated on its merits in relation to the adopted Local Plan and PPG3.

The table below sets out the rate of housing development over the Plan period based on the position at 31st March 2002.

	Total	Urban	Rural
Structure Plan allocation 1991-2006	6000		
Local Plan Provision 1991-2006	6858	4801	2057
Completions 1991-2002	4286	2652	1634
Residual requirement 2002-6	2572	2149	423

On initial examination of the total of dwellings to be completed to achieve the Structure Plan allocation the development rate is only 2.6% below the anticipated rate. It is however, the location of that development which has raised concerns. PPG3 puts an emphasis on urban and brownfield locations and an initial look at the table above indicates a development rate that is greater than planned in the rural area. Additional reference below looks at the brownfield and greenfield development rates.

The supporting reasons/explanations to Proposal H1 in the Local Plan (see below) establish a policy framework for 70% of housing in the urban area and 30% in the rural area. The actual numbers planned for are shown in the table above. The urban emphasis of this policy is consistent with PPG3 guidance. However the rate of development indicates a different trend.

A higher rate of development in the rural area and a lower rate of development in the urban area indicate a need to manage the supply more closely in line with the Plan Strategy and PPG3. The completion of new dwelling units indicates a 38% development rate in the rural area, which are nearly 350 units higher than the 30% rate anticipated. However, in the context of the 15-year plan period the figures above indicate that at 73% of time through the plan period, 79% of the rural supply has been completed resulting in an oversupply of 125 units throughout the rural area. In contrast the urban area has developed only 55% resulting in an under supply of over 850 units.

Planning applications already given consent will feature in the future rate and location of development. In order to achieve a complete picture of the pattern of development, the table below takes these into account.

	Total	Urban	Rural
Total with Planning permission	1928	1195	733
Completions 1991-2002	4286	2652	1634
Projected total for plan period (estimate up to 2006)	5751	3560	2191
Local Plan Provision	6858	4801	2057

Whilst not all planning consents get developed and some may take longer than the plan period before being completed, the trend of development is clear. An increasing number of consents in the rural area and a shortage of supply in the urban area are not achieving the urban emphasis of the Local Plan strategy nor PPG3.

In addition to the urban emphasis, PPG3 brings additional guidance on how the Government's targets for brownfield housing development are to be achieved. The Government's national target for brownfield housing development is 60%. Regional Planning Guidance currently indicates that Cumbria should achieve 50%. The Structure Plan may identify a target for Carlisle District. However as this is not yet established the City Council is

looking to provide about 50% of its housing on brownfield sites. The Council's Infrastructure Overview and Scrutiny Committee have recently considered this issue and acknowledged that the Council's Interim Housing Policy Statement will assist in achieving this target until the Local Plan is reviewed.

The Council undertook an Urban Capacity Study in 1998 as part of the preparation for Regional Planning Guidance. This has been updated to a base date of October 2001 and the results of this are taken into account in consideration of PPG3.

The Urban Capacity Study establishes the potential for sites to come forward for housing development and how many units could be developed on those sites. The detailed study is published under separate cover. However the indicative results are that the estimated discounted capacity is 1183 units. Of the identified sites, 118 units already have planning permission and are included in the previous tables.

In 2001-2002, the City Council's development rate was 45% on brownfield sites. This has been an increase on recent years. However additional measures need to be taken to increase the level whilst recognising the potential for brownfield sites in Carlisle.

At 31st March 2002, 47% of outstanding planning permissions for residential development were on brownfield land. Whilst this is close to the brownfield target for the District, there is no guarantee that development of the brownfield sites will occur at the same rate as greenfield and of those sites under construction 37% are brownfield indicating a potential decline in the rate developed.

Achieving the Government's brownfield target for housing is not a blanket indication that any brownfield housing site would be given permission. PPG3 applies a sequential approach to development taking into account sustainability principles. The Carlisle District Local Plan is based upon promoting sustainable development. However the additional emphasis of brownfield development needs to be recognised in the implementation of the policies.

<p>Interim housing policy The Council will adopt a 50% brownfield development target for housing</p>
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The following sections of this statement consider each of the housing policies of the Local Plan and how this policy will be implemented in light of the above position.

Housing Proposal H1

Proposal H1

Allocation of Housing Land

To provide for housing needs an additional 4,664 dwellings are required between April 1st 1994 and April 1st 2006. Making allowances for sites with planning permission and windfall sites provision, land for a further 2,146 dwellings is allocated for primary residential purposes, providing for a variety of housing needs. These additional sites, are:

	Site	Ha.	Dwellings
1.	Morton, Carlisle	41.00	1,025*
2.	Garlands, Carlisle	17.80	445*
3.	Warwick Road, Carlisle	5.10	128*
4.	Brisco Road, Carlisle	3.30	83*
5.	RAF 14MU Site No.4	3.50	90*
6.	Windsor Way, Carlisle	8.04	200*
7.	Scotby, Carlisle	2.30	58*
8.	William Howard Lower School, Brampton	1.00	25*
9.	Barras Lane, Dalston	2.99	50
10.	Nook Lane, Dalston	1.47	20
11.	Ladyseat, Longtown	0.87	22*
	Total	87.37	2,146

*Site capacity for these sites is based on 25 dwellings per hectare.

Proposals for residential development not included in the above allocations will be assessed according to Policies H2-H7.

All housing developments will be closely monitored to ensure that the scale of residential development relates to the Structure Plan requirement

"Planning to deliver" a guide on the implementation of PPG3 recognises that Local Plans should identify suitable sites after making an allowance for windfall, to meet housing requirements. Of the above sites the current position is as follows:

	Site	Dwellings Allocated	PPGranted	No.Completed By 31/03/02
1.	Morton, Carlisle	1,025	168	48
2.	Garlands, Carlisle	445	462	148
3.	Warwick Road, Carlisle	128	175	160
4.	Brisco Road, Carlisle	83	0	0
5.	RAF 14MU Site No.4	90	0	0
6.	Windsor Way, Carlisle	200	160	35
7.	Scotby, Carlisle	58	77	30
8.	William Howard Lower School, Brampton	25	60	60
9.	Barras Lane, Dalston	50	55	55
10.	Nook Lane, Dalston	20	31	31
11.	Ladyseat, Longtown	22	0	0

The majority of sites have permission granted and are well under construction leaving little scope for change to the site's rate of development especially where there is no phasing condition within the planning permission.

This statement is not able to allocate new sites which is a matter for review of the Local Plan. It will consider how the development of existing allocated sites complies with PPG3 in the context of housing development since the Plan's

adoption. This will take into account the location of the sites, the ability to achieve the brownfield targets and the future development rates required.

Site 1 Morton - Development has started on part of the site. However the remainder of the site currently has applications called-in by the Secretary of State. The site's development has been the subject of public debate over a number of years although it was allocated after debate at Local plan Inquiry. The site has potential to provide housing in association with employment, leisure and retail as a mixed use urban extension to the south west of Carlisle and as such is considered to be a sustainable extension in relation to paragraph 67 of PPG3. The site is located on the edge of the urban area, but is classed as greenfield. Whilst not contributing to the brownfield development in Carlisle the ability to plan for such a large scale of development allows for a more sustainable approach to Carlisle's pattern of development. The larger area will provide facilities for the south west of Carlisle thus reducing the need for travel for many existing residents as well as providing for new residents.

A Masterplan has been developed and adopted as Supplementary Planning Guidance for the site. The Council has also considered officer reports, which set out the principle of the site in relation to PPG3. (Report reference EN.108/01)

In accordance with PPG3 this scale of development would require phasing. An initial phase has already been started by Crowther Homes and it is envisaged that a development rate of about 100 per year would be feasible. This would ensure a phased release of greenfield development in Carlisle. Given the limited scope for brownfield development identified in the Urban Capacity Study, and the desire to reduce the sporadic nature of development through greenfield windfall sites in the rural area, a planned sustainable extension is the most consistent approach with PPG3.

Other greenfield sites have been developed previously without any phasing to the development rate. This has lead to a higher proportion of greenfield land being developed. It is important that a phasing programme is established for any allocated greenfield sites which are to be developed to ensure a balance between brownfield and greenfield development is achieved in a sustainable manner.

Site 4 has outline planning permission. Part of this land was used as a former tip and there are serious contamination issues to be overcome before it can be developed. As it is a brownfield site and should therefore still be considered suitable for development. Although this site should be brought forward sooner than the Morton development the contamination issues may make this unlikely.

Site 5 is a brownfield site. Its allocation was defined as contributing to the urban area. However its location can be considered as a rural expansion under paragraph 38. The site is a former RAF Maintenance Unit area and whilst the majority of land around Carlisle associated with this use has been

developed for industry this site is close to the village of Cargo and residential use was considered appropriate by the Local Plan Inspector. In accordance with PPG3 however the density of development should be increased above the 90 in this policy. It is not intended to phase this development and it should be brought forward soon.

Site 11 is a greenfield site on the edge of a market town. Longtown has qualified for funding under the Market Towns Initiative and part of the Healthcheck identified a need for housing. The Action Plan is still being developed but reference to the need for housing is a local issue. Brownfield sites have been given permission for housing in Longtown however there are no further alternatives to Greenfield development. The Market town provides employment and services for local people and the allocation of housing to serve local needs is important for the local economy. In order to allow for development in a sustainable manner this site should still be promoted under this proposal. This is a small site and the density of development should be increased to comply with PPG3. As the site is greenfield its development should be phased to complement the brownfield sites already given planning permission.

Interim Policy Statement Policy H1

In implementing this policy officers will take into account the need to plan sustainable development and the phased release of sites in accordance with paragraphs 32-34 of PPG3. In recognition of PPG3 sites 4 (subject to contamination issues being able to be resolved) and 5 should be brought forward initially. Site 11 should be phased in order to allow for brownfield sites to be developed. Site 1 should be phased over a longer term to provide an increased urban emphasis to the development pattern and a planned sustainable urban extension. The development of this allocated site will provide for the majority of greenfield land over forthcoming plan periods and provide the prerequisite for other housing policies in the plan to promote brownfield development.

Housing Policy H2

Policy H2

Primary Residential Areas

Within the Primary Residential Areas defined on the Inset Maps for Carlisle, Brampton, Longtown and Dalston, proposals for new residential development will be acceptable provided that:

1. existing areas of open space and other amenity areas are safeguarded; and
2. the proposed development does not adversely affect the amenity of adjacent residential property; and
3. the proposed development complements or enhances existing adjacent residential areas and their amenity; and
4. satisfactory access and appropriate parking arrangements can be achieved.

Proposals for uses other than residential will not be permitted in Primary Residential Areas other than where they do not adversely affect residential amenity. Development that would create unacceptable noise, smell, safety

and health impacts or excessive traffic generation will not be acceptable. Such schemes falling within the scope of this Policy will be considered against the above criteria as well as other Policies of the Plan appropriate for the proposed use.

The designation of Primary Residential Areas within the Local Plan indicates the urban emphasis of development. The policy aims to protect recreational and open space and therefore provides the basis for brownfield development. Fifty-five per cent of the sites identified within the Urban Capacity Study are within the primary residential area. These sites can therefore come forward under this existing policy.

The policy includes the market towns of Brampton and Longtown as well as the large village of Dalston. All of these locations have a number of facilities and good opportunities for alternative forms of transport to the car. These locations are considered suitable in relation to PPG3. Their designation and role in providing for housing within the district will be considered further in Local Plan review. However this current policy provides a focus on the existing built residential area as providing potential for additional housing.

The areas identified as primary residential will provide the location for the majority of brownfield windfall sites coming forward and are consistent with areas considered as part of the Council's Urban Capacity Study.

Interim Policy Statement Policy H2

In implementing this policy officers will take into account the contribution towards urban brownfield sites that can be achieved within areas defined by this policy in accordance with paragraph 35 of PPG3. The locations identified by this policy are consistent with the sustainable and sequential emphasis of PPG3 in achieving development of previously used land.

Housing Policy H3

Policy H3

Capon Tree Road

Within the Capon Tree Road area of Brampton, shown on the Brampton Inset Proposals Map residential development will be permitted, provided:

- 1.the proposed development is of high quality, sympathetic to the character of the area;*
- 2.the proposal is of low density with no more than five dwellings per hectare;*
- 3.the proposed development does not involve the loss of existing mature trees.*

This policy relates to an area of land approximately 1km from the centre of Brampton. The policy is aimed at protecting the high landscape quality of the area. The density of development in this policy is inconsistent with the aims of PPG3, which seek to make the best use of land. After taking account of PPG3 it is considered that this policy is inconsistent with advice in Paragraph

57. Given the material weight attributed to PPG3 and the nature of this policy only exceptional local need circumstances supported by statement will be considered suitable in this location. Furthermore, paragraph 40 of PPG3 considers the non-renewal of outline planning permissions where applications are inconsistent with the intentions of PPG3. In light of the policy it is considered that outline planning permissions in this area should not automatically be considered for renewal.

Interim Policy Statement Policy H3

In implementing this policy officers will take into account paragraph 58 of PPG3. In order to protect the high quality landscape and be consistent with the efficient use of land in PPG3 officers will take account of exceptional local need if proposals are to be considered in relation to this policy.

Officers will also take account of advice in paragraph 40 of PPG3 in considering the renewal of any outline applications for housing in the area covered by this policy.

Housing Policy H4

Policy H4

Housing Elsewhere

Within Carlisle, Brampton, Longtown and Dalston, outside the Primary Residential Areas and sites allocated under Proposal H1, applications for residential development, including redevelopment and the change of use of vacant and underused buildings, will be permitted provided that:

- 1.satisfactory housing conditions can be achieved; and*
- 2.the proposal will complement the existing character of the area; and*
- 3.the proposal will not adversely affect the amenity of the area; and*
- 4.satisfactory access can be provided; and appropriate parking arrangements can be made.*

This policy continues to emphasise the urban areas and will help to redress the balance towards urban development. The areas referred to in this policy contain the remainder of the sites identified in the Urban Capacity Study. Some of these sites are in alternative uses and not able to be developed for housing in the short term. Such sites may also be suitable for retail, office, and commercial or leisure development, which are other uses subject to the sequential approach. The current policy allows for their favourable consideration and this should continue to be emphasised to bring forward brownfield sites. The Council will be considering the review of Employment sites and allocations as part of the Local Plan review. However, in the short term this policy enables proposals to come forward. Where there is a need for employment allocations/sites as part of the Council's economic strategy, alternative proposals will not be considered until a comprehensive assessment has been made of all allocations/sites.

Interim Policy Statement Policy H4

In implementing this policy officers will consider the context provided by paragraph 41 of PPG3 and the Council's Urban Capacity Study to enable further brownfield development within the urban areas of Carlisle. Proposals will also be considered in Longtown, Brampton and Dalston as sustainable rural locations for development.

Housing Policy H5

Policy H5

Village Development

Within the following settlements, large scale residential development will not be permitted. Proposals for small scale residential development will normally be acceptable providing that:

- 1.the site is well related to the landscape of the area and does not intrude into open countryside; and*
- 2.the scale of the proposed development is well related to the scale, form and character of the existing settlement; and*
- 3.the layout of the site and the design of the buildings is well related to existing property in the village; and*
- 4.the siting and design of the buildings is well related to and does not adversely affect the amenity of neighbouring property; and*
- 5.appropriate access and parking can be achieved; and*
- 6.the proposal will not lead to the loss of amenity open space within or at the edge of the settlement; and*
- 7.the proposal will not lead to the loss of the best and most versatile agricultural land.*

Aglionby	Baldwinholme	Banks	Barclose
Beaumont	Blackford	Blackwell	Boltonfellend
Boustead Hill	Broadwath	Brisco	Brunstock
Burgh-by-Sands		Burnrigg	Cardewlees
Cargo	Carleton	Castle Carrock	Cotehill
Cumdivock	Cummersdale	Cumrew	Cumwhinton
Cumwhitton	Durdar	Easton	Farlam
Faugh	Fenton	Gaitsgill	Gilsland
Great Corby	Great Orton	Grinsdale	Hallbankgate
Harker	Hayton	Heads Nook	Hornsby
Houghton	How Mill	Irthington	Kirkcambeck
Kirkandrews on Eden		Knells	Lanercost
Laversdale	Linstock	Little Orton	Low Crosby
Longburgh	Low Row	Lyneholmeform	Midgeholme
Milton	Moat	Monkhill	Moorhouse
Newby East	Newtown	Raughtonhead	Rockcliffe
Rickerby	Scaleby	Scotby	Smithfield
Stainton	Stockdalewath	Talkin	Tarraby
Thurstonfield	Tindale	Todhills	Townhead
Walton	Warwick-on-Eden		
Warwick Bridge (including Little Corby & Corby Hill)			
Westlinton	Wetheral	Wetheral Pasture	

The distribution of housing within the rural area of Carlisle District is focussed on the above settlements and a number of smaller hamlets considered under paragraph 4.46 of the Local Plan. In considering the pattern of development the Council has consulted on the potential to remove settlements from the list

and provide a more sustainable focus to rural development. This would also assist in reducing the amount of rural housing coming forward and increase the urban emphasis of the Local Plan strategy.

In PPG3 rural housing is considered in paragraphs 69-71.

It is not the role of this Housing Policy Statement to revise the policies of the Local Plan but to provide the focus of how the policies will be implemented in light of national policy.

PPG3 recognises that most proposals for additional housing in rural areas will involve infill development or peripheral expansion. This would be allowed under the current policy of the Local Plan. In order to increase the urban emphasis and reduce the amount of rural housing coming forward the implementation of this policy needs to be more focused. This is primarily an issue for review of the plan. However officers must take key indicators from PPG3 in assessing proposals for rural housing.

There are three factors referred to throughout PPG3.

- 1 Good public transport corridors
- 2 The availability of local services
- 3 Local need

These feature in paragraphs 69-71 of PPG3 in relation to new settlements and significant additional housing.

Taking into account the rural supply of housing within the district, these principles should be applied for minor infilling proposals. Implementation of this policy will focus on settlements with public transport links to the main settlements and Carlisle, the availability of local services (school, shop, PH, garage, etc) where additional housing may contribute to their viability, and local need (see policies on affordable housing).

With regard to need, some work has been undertaken on local need to inform the existing Local Plan. Further work has been undertaken on a sporadic nature throughout the rural area and additional research is being undertaken on affordability. This will inform the review of the Local Plan.

Paragraph 70 of PPG3 relates to significant additional housing. Housing Policy H5 provides for small-scale proposals and proposals for significant rural housing are contrary to this policy. Paragraph 4.40 refers to proposals of over 20 dwellings however the preceding sentence states the "what constitutes large and small-scale will vary considerably from settlement to settlement". Significant additional housing referred to in PPG3 will be considered in this context.

Applications for renewal of outline planning permission in locations where there are no local facilities or public transport, and no local need has been identified, will be considered against paragraph 40 of PPG3. Renewal of planning permission should not be assumed to be automatic.

Interim Policy Statement Policy H5

In implementing this policy officers will take into account the principles of PPG3 and references to rural housing in paragraphs 69-71. In order to reduce the rate of rural development and provide the urban emphasis of PPG3 proposals for small scale housing will be considered in settlements that have public transport and local facilities. Proposals for housing in settlements which have no facilities and no public transport services will be considered to be inconsistent with the approach contained in PPG3. Proposals for significant rural housing development are not consistent with this policy.

Renewal of outline planning permission will be considered against paragraph 40 of PPG3 in light of the above implementation of this policy.

Housing Policy H6

Policy H6

Agricultural and Forestry Need

Within the remainder of the Plan area, outside areas covered by Proposal H1 and Policies H2 - H5, permission will not be given for dwellings, except where applications are supported by a proven agricultural or forestry need.

The need for essential housing for workers in agriculture and forestry is not referred to in the revision to PPG3. There is therefore no change to the implementation of this policy. Land and buildings in agricultural use are considered greenfield and any development of this nature will inevitably mean that greenfield land is taken. Officers will continue to require proven need to be demonstrated before planning permission is granted.

Interim Policy Statement Policy H6

There is no change to the implementation of this policy.

Housing Policy H7

Policy H7

Remote Rural Area

Within the Remote Rural Area (as defined on the Proposals Map), large-scale development will not be permitted. Proposals for small-scale development within existing hamlets or groups of houses will be acceptable in principle provided that:

- 1.the proposal is well related to existing local landscape features and is sited in such a way as to make maximum use of such features for screening and does not adversely affect the landscape; and*
- 2.the proposal complements the character and size of the hamlet or group of dwellings; and*
- 3.appropriate access and parking can be obtained.*

In addition proposals will be acceptable for additional accommodation on farm complexes which contain an existing occupied dwelling. However, in these cases clear evidence of the need for such development must be given. Such consents will be limited to one additional dwelling per farm.

Within the remote rural area there have been few proposals for residential development. Between the 1st April 1997 and 31st March 2002 there had been only 19 houses completed and a further 12 with planning permission. The policy in the Local Plan is intended to provide for special nature of the area, which has no pattern of definable settlements. In general this policy is encouraging rural housing development in a remote area. However the extent of that development has not given rise to concern locally.

It is intended that this policy remains in force with no alteration to its implementation. The local needs of the area in general are being supported only on a small scale over a large area and officers will monitor the effect that any changes to the implementation of rural housing policies will have on this area. Officers will however consider the efficient use of land in considering any proposals for housing, and ensure that such proposals relate well to existing development as referred to in paragraph 4.53 of the Local Plan and where possible re-use previously developed land.

Further consideration will be given this policy in reviewing the Local Plan.

Interim Policy Statement Policy H7

In implementing this policy officers will take into account the special qualities of the area when implementing policies in relation to PPG3 and ensure that proposals for development relate well to existing development and re-use previously developed land wherever possible.

Housing Policy H8

Policy H8

Affordable Housing on Large Sites

The City Council will, where appropriate, negotiate with developers for an element of affordable housing to be included in larger housing developments.

The Local Plan identifies the needs for affordable housing within the plan period. The ability to achieve this is reliant upon allocations for housing providing the bulk of these units.

The reasons/explanations supporting the policy relate to Circular 16/96 and PPG3. This has been superseded by advice contained in Circular 06/98 and the revised PPG3. In considering affordable housing development on larger sites the officer will have regard to the Council's Housing Strategy in order to achieve the correct mix and number of units for each site. The Council's Housing Services will be involved in negotiations on the type of housing to be provided to ensure local need is being addressed.

Interim Policy Statement Policy H8

In implementing this policy officers will take into account paragraphs 15-17 of PPG3. Officers will also consider advice in Circular 6/98, which was published after the Local Plan policy was adopted, when determining applications for housing. To be consistent with that advice officers will consider a requirement for affordable housing on sites of over 25 units or 1 Hectare in relation to Carlisle (over and above allocated sites). Outwith the urban area of Carlisle consideration will be given to local need for affordable housing on sites over 0.5 hectare.

Housing Policy H9

Policy H9

Rural Exception Sites

Notwithstanding Proposal H1 and Policies H2-H5 and H7, proposals for residential development may be permitted in locations where such development would not usually be permitted, where the following conditions are met:

- 1.the proposal is for low-cost housing to meet an identified need; and*
- 2.the proposal is supported by a detailed agreement which will satisfy the requirement that once built the residential units are retained for the benefit of successive as well as initial occupiers; and*
- 3.the proposal is well related to the settlement where the need has been identified and does not involve a significant impact on the local landscape.*

Rural exception sites are few in numbers in Carlisle District. However when a need is identified it is important to address this need. Housing Policy 5 aims to reduce the overall number of new dwellings in the rural area and this may have a subsequent effect on the potential to build contributions to affordable housing supplies on larger housing sites. This policy will therefore have a significant role to play where affordable housing is required.

Interim Policy Statement Policy H9

In implementing this policy officers will take into account paragraph 18 and Annex B of PPG3 and Circular 6/98.

Housing Policy H10

Policy H10

Flats Over Shops

Proposals for the residential use of upper floors over shops will be encouraged and permitted provided that:

- 1.where appropriate, access and car parking provision can be achieved; and*
- 2.the proposal does not result in the creation of substandard units; and*
- 3.adequate internal and external space is provided.*

This policy is consistent with PPG3 as this policy allows for brownfield windfall and encourages re-use of underused buildings. An allowance for conversions is taken into account in the Council's urban capacity study.

Interim Policy Statement Policy H10

In implementing this policy officers will take into account paragraph 41 of PPG3. Officers will consider the flexible approach referred to in the guidance.

Housing Policy H11**Policy H11****Backland Development**

Proposals for housing development in large back gardens or behind existing housing developments will be acceptable providing that:

- 1.the scale, design and siting of the proposal is appropriate for the site and is in keeping with the character and quality of the local environment; and
- 2.there is no loss of amenity to surrounding properties; and
- 3.existing landscape features are retained, and additional planting is included as an integral part of the scheme; and
4. appropriate access and car parking can be achieved.

This policy aims to make more efficient use of land that may be land locked behind other residential development. The policy aims to protect residential amenity but provide opportunity for some development. There are two aspects to this application. Where development proposals are for development in large back gardens, this is consistent with the re-use of previously developed land and would be consistent with PPG3. Where the proposal is solely to get access to land, which has not been developed at the rear, the policy could be used to promote access to greenfield land. Officers will consider the location of any proposals in relation to other policies in the Local Plan when considering applications for backland development. Locations consistent with the implementation of Housing policies 2, 4 or 5 will be suitable for backland development.

Interim Policy Statement Policy H11

In implementing this policy officers will take into account the location of such proposals in relation to implementation of Policies H2, H4 and H5 in line with PPG3.

Housing Policy H12**Policy H12****Conversions in the Rural Area**

Proposals for the conversion of non residential property to provide residential accommodation in locations where planning permission for new build residential development would not be granted will not be approved unless:

- 1.the building is of permanent construction; and
- 2.the building can be converted without extensions or major alterations which would destroy its character; and

3.the details of the proposed conversion respect the building's character;
and
4.adequate access and appropriate car parking can be achieved.
Where appropriate, in order to retain the character and fabric of historic farm buildings, development rights originally permitted by Class A of Part One of Schedule Two to the Town and Country Planning General Development Order (1988 as amended) may be withdrawn by a condition attached to a planning consent.
The conversion of recently constructed or very remote rural buildings will not be permitted.

Barn conversions are considered to be greenfield under the definition of previously developed land in Annex C of PPG3. No allowance should be made for greenfield windfall and whilst PPG3 does not prevent all greenfield sites, the emphasis is to reduce the reliance on greenfield windfall sites being developed. In the rural parts of Carlisle District, over 100 units currently have planning permission for conversion from barns and contribute 30% of the supply of rural housing on small sites. Whilst this policy provides for conversion of barns, PPG7 encourages commercial, industrial or recreational uses in the first instance (See Local Plan Employment Policy EM11). The guidance on non-residential uses will be taken into account when considering applications for barn conversions. This policy also allows for conversion of other buildings in the rural area which dependent upon their location would be consistent with PPG3.

Interim Policy Statement Policy H12
In implementing this policy officers will take into account guidance in PPG7.

Housing Policy H13

Policy H13

Replacement Dwellings

The replacement of recently occupied permanent dwellings, with existing use rights, will be permitted provided that:

- 1.the new dwelling is located on or close to the site of the original dwelling;
and
- 2.the scale and design of the replacement dwelling is appropriate to its location and complements the character and size of other dwellings in the locality; and
- 3.the proposal does not adversely affect the amenity of the area or adjoining property; and
- 4.appropriate access and parking arrangements can be provided.

This policy emphasises the re-use of sites already established for housing. Whilst PPG3 seeks to make efficient use of land the replacement of dwellings has an impact on residential amenity. Furthermore, the replacement of dwellings by ones of larger scale can have an impact on the local housing stock. These considerations are taken into account in this policy. Whilst

PPG3 is a material consideration, the desire to make efficient use of land needs to be balanced against local circumstances.

Interim Policy Statement Policy H13

It is considered that there should be no change to the implementation of this policy to take into account PPG3.

Housing Policy H14

Policy H14

Extensions to Dwellings

Applications for extensions to existing dwellings will be approved provided the City Council is satisfied that the proposals are appropriate to the dwelling, its design and setting. Inappropriate extensions which adversely affect the amenities of adjacent properties by poor design, unreasonable overlooking and/or unreasonable loss of daylight and sunlight will not be permitted.

This policy is not affected by additional guidance in PPG3.

Interim Policy Statement Policy H14

It is considered that there should be no change to the implementation of this policy to take into account PPG3.

Housing Policy H15

Policy H15

Access Newbuild

Within the Plan Area, where there is evidence of need, developers will be encouraged to meet the needs of disabled people. In these instances dwellings should be readily accessible for disabled people and be capable of adaptation to meet the needs of any future disabled resident.

This policy is not affected by additional guidance in PPG3.

Interim Policy Statement Policy H15

It is considered that there should be no change to the implementation of this policy to take into account PPG3.

Housing Policy H16

Policy H16

Design Considerations

High standards of design in new housing sites and dwellings will be required. Matters to be considered include: the layout of roads and buildings, footpaths and cycleways; the retention of existing trees and hedgerows; planning out crime; the provision of public open space; and the relationship to adjacent development.

There are a number of references in PPG3 to improving the quality of design and layout of residential areas. PPG3 seeks to combine the efficient use of land with a high quality and attractive environment. Additional emphasis is placed on good design and encouraging local planning authorities to reject poor design. Officers will take account of advice in paragraph 63 of PPG3 in assessing the design of development proposals.

The existing policy does not contain any reference to density. Paragraphs 57 and 58 advise on the density of development to ensure the best use of land. Officers will consider the development of land for Housing in Carlisle at a density over 30 dwellings per hectare. Outside the urban area the density should seek to make efficient use of land. Proposals for lower density than 30 dwellings per hectare will need to justify the density proposed. They should not rely on neighbouring recent developments but consider the site-specific circumstances.

Road layout and car parking also has an effect on the design of residential areas. PPG3 offers guidance on parking standards, which will be taken into account when assessing planning applications.

Interim Policy Statement Policy H16

In implementing this policy officers will take into account paragraphs 52-64 of PPG3. Officers will consider how proposals for housing satisfy the additional guidance in relation to greening the residential environment, the quality of design, the best use of land (including appropriate density of development), and parking standards.

Housing Policy H17

Policy H17

Residential Amenity

The amenity of residential areas will be protected from inappropriate development where that development:

1. is for a use inappropriate for residential areas; and/or
2. is of an unacceptable scale; and/or
3. leads to an unacceptable increase in traffic or noise; and/or
4. is visually intrusive; and/or
5. leads to a loss of housing stock.

This policy is not affected by additional guidance in PPG3.

Interim Policy Statement Policy H17

It is considered that there should be no change to the implementation of this policy to take into account PPG3.

Housing Policy H18

Policy H18

Subdivision of Houses and Houses in Multiple Occupation

Proposals for the subdivision of houses into smaller units, or for change of use to a house in multiple occupation will be acceptable provided that :

1. there is no loss of amenity to surrounding residential properties; and
2. appropriate access and car parking provision can be achieved; and
3. the proposal does not result in the creation of substandard units; and
4. adequate internal and external space is provided.

This policy is consistent with the principles of increasing density and reusing existing buildings as long as the location of the residential unit is considered to be a sustainable location. The policy currently applies to all residential properties. To be consistent with PPG3 this policy should be interpreted to consider residential properties for conversion, which have an urban emphasis in locations defined as H2; H4 or those defined by the interpretation of H5. This emphasises the need to have the provision of facilities and not relate to isolated residential properties.

Interim Policy Statement Policy H18

Officers will consider the location of houses for subdivision in relation to the interpretation of Housing Policies H2 and H5 in this statement. Intensification of use of buildings is consistent with PPG3. However this should not generate an increase in residential activity in isolated locations.

Housing Policy H19

Policy H19

Special Needs

Proposals which relate to special or particular housing needs (e.g. the elderly, mentally and physically disabled, the homeless etc) will be acceptable, provided that:

1. they are consistent with other Policies of the Plan; and
2. the City Council being satisfied there is a need which is not being met elsewhere; and
3. the site being appropriate for that need.

This policy is not affected by additional guidance in PPG3.

Interim Policy Statement Policy H19

It is considered that there should be no change to the implementation of this policy to take into account PPG3.

Housing Policy H20

Policy H20

Gypsies

Where there is an identified need the City Council will consider the provision of Gypsy Caravan Sites. Proposals for Gypsy sites will be acceptable providing that:

- 1.the proposal is not within an Area of Outstanding Natural Beauty or County Landscape; and
- 2.there would be no adverse impact on the local landscape; and
- 3.appropriate access and parking can be achieved; and
- 4.the proposed site is reasonably accessible to community services; and
- 5.the proposal would not adversely affect the amenities of adjacent occupiers by way of noise, vehicle or other activities on site.

This policy is not affected by additional guidance in PPG3.

Interim Policy Statement Policy H20

It is considered that there should be no change to the implementation of this policy to take into account PPG3.