

Carlisle City Council

Report to:-	Development Control Committee		
Date of Meeting:-	14th June 2002	Agenda Item No:-	
Public	Policy	Delegated: Yes	
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:-	review of rural housing in relation to PPG3		
Report of:-	Director of Environment and Development		
Report reference:-	EN.059/02		

Summary:-

This report considers the supply of rural housing coming forward through planning permissions granted under existing Local Plan policies. The supply of housing is considered in relation to PPG3 Housing and an Interim revised Housing Policy H5 is suggested to take into account the sustainable development emphasis of PPG3.

Recommendation:-

It is recommended that the Interim Housing Policy Statement - Amended H5 be referred to the Executive for consideration as Supplementary Planning Guidance until such time as the Local Plan is reviewed.

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1.0 INTRODUCTION

1.1 At the Development Control Committee on the 19th April 2002, Members requested a report on rural housing development in relation to PPG3. This was requested following representations by CPRE (Cumbria Association) and others in relation to planning application 02/0196 at Castle Carrock, but who have also made representation on other applications in the rural area.

1.2 In order to understand the supply of rural housing in the District it is necessary to take account of the existing adopted Carlisle District Local Plan. PPG3, which was revised and published in March 2000, is a material consideration in determining planning applications and the Council's policies should be reviewed to take account of the guidance.

2.0 LOCAL PLAN CONTEXT

2.1 The Carlisle District Local Plan sets the strategy for delivering new housing within the District. By doing this Policy H1 and supporting text establishes the distribution of housing to 70% within the urban area and 30% in the rural area. The rationale for this distribution was based upon the existing population and is to be achieved with a number of land allocations.

2.2 The figures in the table below are based on the position at 31st March 2001. The 2002 figures will not be completed in time for this report.

Total Urban Rural

Structure Plan allocation 1991-2006 6000

Local Plan Provision 1991-2006 **6858 4801 2057**

Completions 1991-2001 **3891 2409 1482**

2.3 A number of concerns are raised by the development in rural areas. However, in the context of the adopted Local Plan the figures reveal only a small oversupply of rural housing being built.

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2.4 The completion of new dwelling units indicates a 38% development rate in the rural area, which is over 300 units higher than the 30% rate anticipated. However, in the context of the 15-year plan period the figures above indicate that at 66% of time through the plan period, 72% of the rural housing has been

completed. An oversupply of 110 units throughout the rural area. In contrast the urban area has an under supply of nearly 800 units, primarily caused by delays in realising the allocation at Morton, resulting from the call-in of the planning applications.

2.5 In considering the overall position account has to be taken of the planning permissions also granted, which will be developed during the plan period. The outstanding planning permissions at 31st March 2001 are likely to be constructed during the plan period and additional units given permission may also come forward.

Total Urban Rural

Total with Planning permission 1958 1479 479

Completions 1991-2001 3891 2409 1482

Projected total for plan period **5849 3888 1961**

(Excluding outstanding allocations)

Local Plan Provision 6858 4801 2057

2.6 Whilst it is recognised that a rigid limitation on the urban/rural split is unrealistic, if the recent development rate of 148 per year in the rural area is maintained, over 35% of dwellings will be constructed in the rural area. If the urban proportion of the Local Plan requirement remains low as at present, the balance between rural and urban housing will favour the rural area. Some measures will therefore be needed to begin to reduce the amount of rural housing coming forward.

2.7 Whilst the adopted Local Plan is based upon sustainable development principles, in March 2000 the Government reviewed PPG3 Housing and requested that all Local Authorities review their development plans in order that they conform with PPG3.

2.8 Carlisle City Council has not undertaken a full review of its housing policies to date.

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3.0 PPG3: HOUSING

3.1 One of the main issues affecting the supply of new housing in Carlisle District is the Morton Development. Officers have prepared reports to Committee previously, which consider those planning applications in relation to the revised PPG3.

3.2 However, PPG3 has to be taken into account in assessing the pattern of all housing development in the District. The review of the Local Plan will address

many of the issues in more detail and provide a comprehensive review of the Housing policies in the Local Plan.

3.3 In the interim period consideration needs to be given to whether the development referred to in section 2 of this report conforms with PPG3 and if not, what alterations are required to ensure new development conforms with the guidance until the plan is reviewed.

3.4 PPG3 gives greater emphasis to urban development before rural, and brownfield development before greenfield. This is referred to as a sequential approach to site selection for housing.

3.5 The Local Plan already promotes a stronger emphasis to the urban area (i.e. the 70% urban 30% rural split). However, the rate of development indicates that in practice a greater proportion of rural housing is coming forward. In dealing with rural housing PPG3 states:

"Villages will only be suitable locations for accommodating significant additional housing where:

- it can be demonstrated that additional housing will support local services, such as schools or shops, which could become unviable without some modest growth. This may particularly be the case where the village has been identified as a local service centre in the development plan;
- additional houses are needed to meet local needs, such as affordable housing, which will help secure a mixed and balanced community; and
- the development can be designed sympathetically and laid out in keeping with the character of the village using such techniques as village design statements."

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3.6 The current adopted Local Plan identifies Brampton, Longtown and Dalston as main centres within the rural area and each has been allocated a significant amount of rural housing, which would accord with PPG3. The current supply of housing to these towns and villages are currently included in the rural supply figures referred to above.

3.7 The majority of the remainder of the rural housing currently being built is granted under Housing Policy H5. The PPG recognises that most proposals for additional housing in rural areas would involve infill development. In order to reduce the overall rate of rural housing development the rationale of supporting local services would bring the policy more in line with PPG3.

4.0 REVIEW OF LOCAL PLAN HOUSING POLICIES

4.1 The Local Plan has a number of policies that relate to the location and quantity of housing to be provided within the District. Regional Planing Guidance

(RPG), the Cumbria and Lake District Joint Structure Plan and national PPG3 provide the context for the policies. The Secretary of State published his Proposed Alterations to Regional Planning Guidance on the 20th May 2002, which will be subject of a report to the Council's Executive in July 2002. In general RPG reduces the future supply of housing and emphasises urban development before rural locations. This emphasis combined with PPG3 provides a strong indication that the current rural housing supply will have to be reduced.

4.2 Housing Policy H5 in the adopted Carlisle District Local Plan is the current policy that is used to determine whether applications for housing development in rural areas are acceptable. The list of settlements contained in the policy is extensive. The settlement list is derived from the previous Rural Area Local Plan and was therefore not appraised in relation to PPG3 when it was adopted in the current Local Plan.

4.3 Officers have considered the level of services in the rural settlements listed in Policy H5 and suggest that a number of villages should be deleted from the list. In addition Paragraph 4.46 in the Local Plan, which follows Housing Policy H5, allows for infill development in hamlets and smaller groups of dwellings. To continue to operate on this basis would undermine the changes in line with PPG3 and it would be appropriate to remove this paragraph from the policy's reasons/explanations.

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4.4 In order to put changes in the policy in practice ahead of a more detailed review of the Local Plan, which commences this year, the production of an Interim Housing Policy Statement – Amended H5 as Supplementary Planning Guidance would be an appropriate method to introduce short term changes. The amended version of the policy is attached as Appendix 1.

4.5 The potential effect of this policy is likely to be a reduction in the number of new dwellings in the rural area of approximately 20 a year. This is based on new dwellings built between 1997 and 2001 in the settlements to be removed from Housing Policy H5. A reduction of 100 dwellings over the remaining plan period would bring the number of dwellings in the rural area in line with the existing policy.

5.0 IMPLEMENTATION OF THE AMENDED POLICY

5.1 In order for the Interim Housing Policy Statement to be adopted as Supplementary Planning Guidance the policy will have to be adopted by the Council's Executive. The statement will require a period of consultation in order to have any weight attached to it as adopted policy.

5.2 It is therefore not possible to implement the policy immediately following Development Control Committee. Officers consider that this Interim Housing Policy Statement should be referred to Executive in order to progress changes

to Housing Policy H5.

5.3 In considering the practical arrangements for Development Control and Local Plans Officers implementing the policy, once the Interim Housing Policy Statement has been approved by the Executive for consultation, Officers would advise potential applicants of the possible change to policy. Any applications registered prior to the meeting of the Executive would have to be considered under the existing Policy H5 to be consistent with pre-application advice already given.

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6.0 RECOMMENDATION

6.1 It is recommended that the Interim Housing Policy Statement - Amended H5 be referred to the Executive for consideration as Supplementary Planning Guidance, until such time as the Local Plan is reviewed.

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Appendix 1

INTERIM HOUSING POLICY STATEMENT – AMENDED H5

The Council has reviewed its supply of rural housing within the District, generated through Housing Policy H5 in the adopted Carlisle District Local Plan, in the context of PPG3 Housing. Analysis of recent planning permissions would indicate a higher proportion of rural housing is likely to come forward than envisaged by PPG3.

The Council considers that in order to achieve a reduction in the supply of rural housing the Council will adopt an interim policy statement as Supplementary Planning Guidance as an amendment to Housing Policy H5.

Housing Policy H5 provides the basis for assessing applications for rural housing and as well as providing a list of criterion for assessing all applications it also lists a number of settlements where development would be considered appropriate.

To reduce the supply of housing in the rural area the Interim Statement would remove certain settlements from the list. The reduction in settlements is based upon the ability for these locations to contribute to sustainable development to support local services. The settlements to be removed from the list include:

Aglionby	Farlam	Milton
Baldwinholme	Fenton	Moat
Banks	Gaitsgill	Newby East
Barclose	Grinsdale	Newtown
Boltonfellend	Hornsby	Rickerby
Boustead Hill	Kirkandrews-on-Eden	Scaleby
Brisco	Kirkambeck	Stainton
Broadwath	Kirkhouse	Stockdalewath
Brunstock	Knells	Thurstonfield
Burnrigg	Linstock	Tindale
Cardewlees	Little Orton	Todhills
Cumdivock	Longburgh	Town Head
Cumrew	LyneholmeFord	Westlinton
Easton	Midgeholme	Wetheral Pasture

In addition the statement would remove paragraph 4.46 from the reason/explanations in the Local Plan following Policy H5, which allows for infill development in smaller hamlets and groups of dwellings. Infill development throughout the whole rural area is not a sustainable form of development and would be contrary to PPG3.

The amended Housing Policy H5 would therefore read:

POLICY H5 (AMENDED)

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.

<i>Beaumont</i>	<i>Great Corby</i>	<i>Monkhill</i>
<i>Blackford</i>	<i>Great Orton</i>	<i>Moorhouse</i>
<i>Blackwell</i>	<i>Hallbankgate</i>	<i>Raughtonhead</i>
<i>Burgh-by-Sands</i>	<i>Harker</i>	<i>Rockcliffe</i>
<i>Cargo</i>	<i>Hayton</i>	<i>Scotby</i>
<i>Carleton</i>	<i>Heads Nook</i>	<i>Smithfield</i>
<i>Castle Carrock</i>	<i>Hethersgill*</i>	<i>Talkin</i>
<i>Cotehill</i>	<i>Houghton</i>	<i>Tarraby</i>
<i>Cummersdale</i>	<i>How Mill</i>	<i>Walton</i>
<i>Cumwhinton</i>	<i>Irthington</i>	<i>Warwick-on-Eden</i>
<i>Cumwhitton</i>	<i>Lanercost</i>	<i>Warwick Bridge</i>
<i>Durdar</i>	<i>Laversdale</i>	<i>(including Little</i>
	<i>Low Crosby</i>	<i>Corby and Corby</i>
<i>Faugh</i>		<i>Hill)</i>

Gilsland***Low Row******Wetheral******Wreay****

* These settlements although not listed in Policy H5 are indicated on the Proposals Map as subject to Policy H5 and therefore considered to be covered by this policy.

In addition the following settlements formerly in Policy H5 may be suitable for minor infill of 1 or 2 dwellings, only where this is on previously developed land (brownfield) as defined by PPG3 Annex C. Any applications for development will be subject to criterion 2-5 above.

<i>Aglionby</i>	<i>Farlam</i>	<i>Milton</i>
<i>Baldwinholme</i>	<i>Fenton</i>	<i>Moat</i>
<i>Banks</i>	<i>Gaitsgill</i>	<i>Newby East</i>
<i>Barclose</i>	<i>Grinsdale</i>	<i>Newtown</i>
<i>Boltonfellend</i>	<i>Hornsby</i>	<i>Rickerby</i>
<i>Boustead Hill</i>	<i>Kirkandrews-on-Eden</i>	<i>Scaleby</i>
<i>Brisco</i>	<i>Kirkambeck</i>	<i>Stainton</i>
<i>Broadwath</i>	<i>Kirkhouse</i>	<i>Stockdalewath</i>
<i>Brunstock</i>	<i>Knells</i>	<i>Thurstonfield</i>
<i>Burnrigg</i>	<i>Linstock</i>	<i>Tindale</i>
<i>Cardewlees</i>	<i>Little Orton</i>	<i>Todhills</i>
<i>Cumdivock</i>	<i>Longburgh</i>	<i>Town Head</i>
<i>Cumrew</i>	<i>Lyneholmford</i>	<i>Westlinton</i>
<i>Easton</i>	<i>Midgeholme</i>	<i>Wetheral Pasture</i>

Paragraphs 4.40 to 4.45 are to remain in the reasons/explanations. The following paragraph is to be **deleted** from the plan.

"4.46 The list of settlements does not include all of the smaller hamlets and groups of dwellings in the rural part (out with the Remote Rural Area) of the District. There may be opportunities for acceptable infill development within these smaller hamlets and groups of dwellings. It is however, the case that not all infill sites are suitable for development, particularly where it would merely extend ribbon development, or involve the development of visually important open space (see also Policy E50)."