



# **INFRASTRUCTURE OVERVIEW AND SCRUTINY COMMITTEE**

## ***Committee Report***

**Public**

**Date of Meeting:** 15th December 2005

**Title:** ANNUAL MONITORING REPORT

**Report of:** Head of Planning Services

**Report reference:** P.41/05

### **Summary:**

This report provides members with information on the Council's first Annual Monitoring Report prepared under the provisions of the Planning and Compulsory Purchase Act 2004.

### **Recommendations:**

It is recommended that Members accept the report as the basis for the first Annual Monitoring Report subject to any additional information Members wish to see included in the report.

Alan Eales  
**Head of Planning Services**

**Contact Officer:** Chris Hardman

**Ext:** 7190

**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: PPS12: Local Development Frameworks - ODPM; Local Development Framework Monitoring: A Good Practice Guide - ODPM.

## **1.0 BACKGROUND**

- 1.1 Section 35 of the Planning and Compulsory Purchase Act introduced a new statutory provision that Local Planning Authorities must prepare an Annual Monitoring report within 9 months of the financial year end and submit this report to the Secretary of State. The first such report is due by the 31<sup>st</sup> December 2005.
  - 1.2 Guidance accompanying the Act is included in PPS12 and ODPM Good Practice Guide "Local Development Framework Monitoring".
  - 1.3 The Annual Monitoring Report is intended to assess the implementation of the Local Development Scheme (also a provision of the new Act) and assess the extent to which policies in Local Development Documents are being successfully implemented.
  - 1.4 The reason for undertaking a monitoring report is to address the following questions:  
Are policies achieving their objectives and in particular are they delivering sustainable development?  
Have policies had any unintended consequences?  
Are the assumptions and objectives behind policies still relevant?  
Are the targets being achieved?
  - 1.5 In answering these questions the ODPM Guidance provides a number of core indicators that need to be reported each year. IN addition the report can concentrate on local issues that are of relevance.
- 2.0 Carlisle's Annual Monitoring Report
  - 2.1 For Carlisle the flooding of January 2005 is the most relevant issue. The Annual Monitoring Report covers the period April 2004 to March 2005 and it should be borne in mind that much work on Carlisle Renaissance has progressed since that time. This will be reported in greater detail in the 05/06 monitoring report.

- 2.2 Attached at Appendix 1 is a draft of this year's reports. It covers many issues such as Housing and Employment Land monitoring, but also local services, biodiversity and flood protection. Some data is still to be inserted at the time of writing the report and Members will be updated with any additional information at the committee meeting.

### **3.0 Recommendation**

- 3.1 It is recommended that Members accept the report as the basis for the first Annual Monitoring Report subject to any additional information Members wish to see included in the report.

Alan Eales  
**Head of Planning Services**

**Contact Officer:** Chris Hardman

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**Draft of this Year's Reports**

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## 1 INTRODUCTION

This annual monitoring report for Carlisle City Council covers the period 1<sup>st</sup> April 2004 – 31<sup>st</sup> March 2005. It is the first Annual Monitoring Report under the provisions of Section 35 of the Planning and Compulsory Purchase Act 2004 and Regulation 48 of the Town and Country Planning (Local Development) (England) Regulations 2004.

Carlisle City Council's administrative area is the most northern part of the North West region within the County of Cumbria. The district covers 103,977 ha covering not only the City of Carlisle but also a large rural area bordering Scotland and Northumberland. North West Regional Planning Guidance RPG13 and the Cumbria and Lake District Joint Structure Plan set the planning context for Carlisle.

### **(Map to be inserted)**

The diverse nature of the district brings its own challenges in planning for a sustainable future. The district's population in 2001 was 100,739 (2001 Census) of this 68% live within the City of Carlisle. The district has a density of 0.97 persons per hectare but with only 31,870 spread across a large rural hinterland some parishes are sparsely populated.

In 1991 the population of the district was 101,300 showing that to the 2001 census there was a slight reduction to 100,739. Mid year estimates (2003) indicate a reversal of this trend with an estimate of 101,800. (Source: ONS)

The Council's Community Strategy was published in 2002 and its overall Vision is:

*'Carlisle is an attractive, vibrant and historic City, which is well placed to advance as a regional centre.*

*Our Vision is to ensure a high quality of life for all in both our urban and rural communities.*

*To do this we will build on the best of our heritage, support our communities and develop a diverse sustainable economy in an active, safe and inviting City.'*

The Community Strategy goes a stage further and sets the objective for planning:

1. To promote a sustainable environment
2. To have planning guidelines in place which are both economically and environmentally sustainable.

These objectives are carried through into the plans and policies the Council have already produced and continues to influence documents in the Local Development Scheme.

The Council's main planning policy document is the Carlisle District Local Plan which is under review. The LDS implementation section of this report

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provides an update on that process. The adopted Local Plan (Sept 1997) contains the following aims and objectives:

The main aims of the sustainable strategy are:

1. to develop Carlisle's sub-regional role for employment, shopping, leisure and services in accordance with Structure Plan Policy 6 without making excessive demands on resources, or being incompatible with the environment in which we live; and
2. to balance the need for economic growth with the need to protect and enhance the quality of the environment; and
3. to meet local housing needs; and
4. to resolve conflict between pressure for an improved transport network, and the need to encourage a reduction in vehicular movements within and around the City; and
5. to encourage appropriate forms of tourism development and rural enterprise; and
6. to promote opportunities for the Rural Area, in particular the remoter rural areas of the District through policies to create job opportunities and maintain local facilities; and
7. to minimise the dangers of pollution without obstructing economic growth.

The achievement of these aims is vital if a sound economy and safe healthy environment is to be passed on to the next generation. The land use planning system will be the main mechanism to achieve the above aims and objectives, through the following measures:

1. allocating sufficient land to meet employment, housing and other needs of the population, primarily within the existing built up area;
2. integrating land use and transport planning to improve transport efficiency, reduce journey distances, encourage greater use of public transport and encourage cycling and walking;
3. local partnerships, with the City Council setting objectives and targets, and involving the local community in determining local priorities, including affordable housing, and environmental priorities, and providing opportunities for practical action;
4. environmental assessment of all major development projects that are likely to have significant environmental effects;
5. monitoring the effectiveness of planning policies in delivering the objectives of sustainable development;
6. promotion of environmental protection and enhancement, including measures to protect, replace, if lost or damaged and enhance public open space and wildlife habitats, and pursuing such measures as recycling initiatives.

The objectives of ensuring economic growth and protection of a high quality environment can bring a dichotomy. Carlisle has a Regional Investment Site seeking inward investment and a historic City set in a landscape ranging from the Solway Coast to the North Pennines each protected as Areas of Outstanding Natural Beauty. The Challenge is to ensure that economic growth and the environment benefit each other. Recent examples of projects

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working to achieve economic and environmental improvements include a new national trail which follows the line of Hadrian's Wall World Heritage Site which opened in May 2003.

The events that occurred in January 2005 made a significant impact on Carlisle. Severe flooding had a direct impact on over 2000 residential and business properties. The short term impacts were felt on this monitoring period as the City focussed on dealing with flood recovery but the longer term impact has been to generate a shared vision to take the opportunities to make Carlisle a better place through its renaissance. The output of Carlisle's Renaissance will be reported through subsequent monitoring reports as key transformational projects are developed. This is a long term vision and it will take 10-15 years for this to be realised and will become a strong feature of partnership working over coming years.

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## **2 Local Development Scheme Implementation**

The Council's Local Development Scheme was submitted to the Secretary of State on the 23<sup>rd</sup> March 2005 and no targets were set for the monitoring year 2004-05.

The main focus of the Council's work is reviewing the Carlisle District Local Plan. This commenced with the Issues Paper in May 2003 and continued with the Deposit Draft Plan in July 2004. The deposit plan received 775 representations of which 134 were support and 641 were objections.

The next stage of the Local Plan was scheduled in the Local Development Scheme for June/July 2005 however delays arising from the floods in January (loss of Council offices) and additional Committee cycles required to approve the re-deposit version, led to the consultation being undertaken in August/September. The Plan is progressing under transitional arrangements.

During September the Planning Inspectorate revisited the timing of additional stages based on the re-deposit consultation dates. They accordingly advised the Council that the Local Plan would not be able to be adopted before the 21<sup>st</sup> July 2006. This has led to the commissioning of additional work on a Strategic Environmental Assessment to ensure the Plan will comply with European Directives. A further stage of consultation will also be required.

Due to the delays the Council has taken the opportunity to bring forward work on updating the retail capacity study. In addition the Council has put resources into developing a long-term regeneration plan arising from the floods, under the heading of Carlisle Renaissance. Work on a development framework and movement study will also be linked into the Local Plan.

The additional work will have a knock on consequence for the remainder of the Local Development Scheme as many documents are reliant on adoption of Local Plan policies which are still under review. The Local Development Scheme will be revisited during 05/06 to take account of the additional work and resource implications.



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## 3. CORE OUTPUT INDICATORS

### BUSINESS DEVELOPMENT

#### Amount of land developed by employment type

The Joint County and Lake District Structure Plan sets four categories for employment land from Regional Investment Site down to Local Employment Sites. The allocations for the district are set in five-year periods starting in 2001. For this monitoring report the previous 5 years information has been used and a comparison against the Structure Plan targets for the first 4 years of period 1. Planning permissions granted on sites such as the Regional Investment Site have generic use classes of B1, B2 and B8. Additional work is required to categorise previous permissions by use class. The Employment Type for this report is taken to be the Structure Plan categories.

#### Carlisle City – Urban Area

Structure Plan Category	Completion ns 1/4/2000 – 31/3/2005	% on PDL	Completion ns 1/4/2001 – 31/3/2005	SP allocation (ha) 1/4/2001- 31/3/2006	% of allocation developed
Regional Investment Site	20.41	93.7%	14.97	15	99.8%
Strategic Investment Site	0	0	0	10	0
Business Park	3.83	0	3.83	15	25.5%
Local Employment Site	3.53	100%	2.52	5	50%

#### Rural Carlisle District

Structure Plan Category	Completion ns 1/4/2000 – 31/3/2005	% on PDL	Completion ns 1/4/2001 – 31/3/2005	SP allocation (ha) 1/4/2001- 31/3/2006	% of allocation developed
Strategic Investment Site	0	0	0	6	0
Local Employment Site	13.34	90%	3.1	5	0.62

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Floorspace figures are given in hectares as Structure Plan targets are set in Hectares. Additional details are available for floorspace for 04/05 figures but additional work on past completions is required to provide a five year profile and therefore these figures have been excluded from the above table.

## Employment land supply by type

### Carlisle City – Urban Area

Structure Plan Category	Supply with planning permission	Supply allocated <sup>†</sup>	Total Supply
Regional Investment Site	38.87	0	38.87
Strategic Investment Site	0	53.2	53.2
Business Park	5.795	12	17.795
Local Employment Site	4.23	0	4.23

### Rural Area

Structure Plan Category	Supply with planning permission	Supply allocated <sup>†</sup>	Total Supply
Strategic Investment Site	0	21.15	21.15
Local Employment Site	5.48	3.45	8.93

<sup>†</sup> Allocated sites refers to those in the adopted Carlisle District Local Plan

## Losses of employment land

During the year a number of permissions were granted which were on sites previously used for employment purposes. The main use was for residential development. Sites below 5 residential units have not been included

### Carlisle City – urban area

Lime Street former manufacturing unit 28 units (0.16ha)  
 Jesmond Street former repairs garage 29 units (0.2ha)  
 Bridge Street former hire depot 30 units (1261sqm)  
 Shaddon Mill – redundant mill 58 units as part of a mixed use scheme (area)  
 L/A No.4 site Carlisle, Cargo former munitions site allocated for residential use (and open space) through the adopted Local Plan – 96 units (8ha site occupied by 13,907m<sup>2</sup> single story buildings)

### Rural area

Brampton Saw Mill 17 units (1.07ha)  
 Brampton Union Lane 7 units (1156m<sup>2</sup>)  
 Brampton, former joiners workshop 5 units (572m<sup>2</sup>)  
 Auction Mart Roadhead 6 units(3,700m<sup>2</sup>)

Additional work is required to monitor the commencements on site indicating that the loss has taken effect and sites are no longer available for employment use.

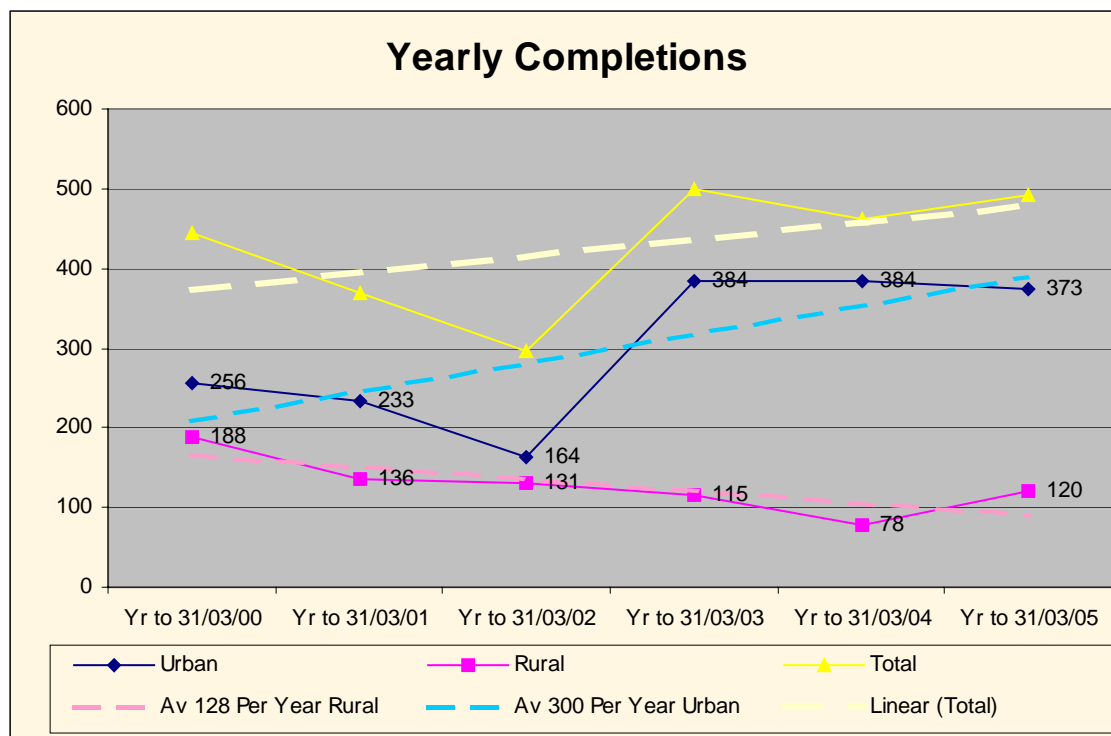
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## HOUSING

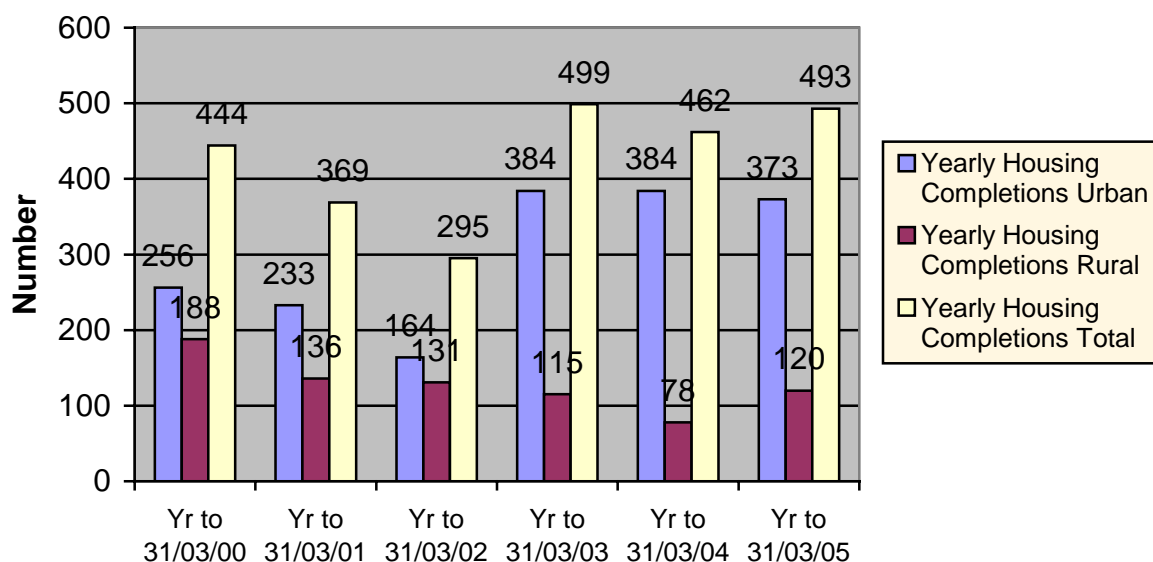
Housing trajectory – projected additional over ten year period or end of plan period; annual net additional dwelling requirement; annual average number of net additional dwellings needed to meet overall housing requirements having regard to previous 5 years performance.

### Housing Completions

The figures in this housing section all relate to net additional dwellings



### Completions 00/05



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The previous table and graph shows the number of completions for Carlisle District over the previous 6 years. The trend lines show that there has been a strong increase in the number of completions in the urban area and a steady decline in the rural area. This would indicate that a more sustainable development pattern of housing has been emerging in recent years with a slight upward trend in number.

The district 5-year trend averages for completions are:

urban area average – 308 per annum

rural area average – 116 per annum

district average        424 per annum

### Urban Area Completions

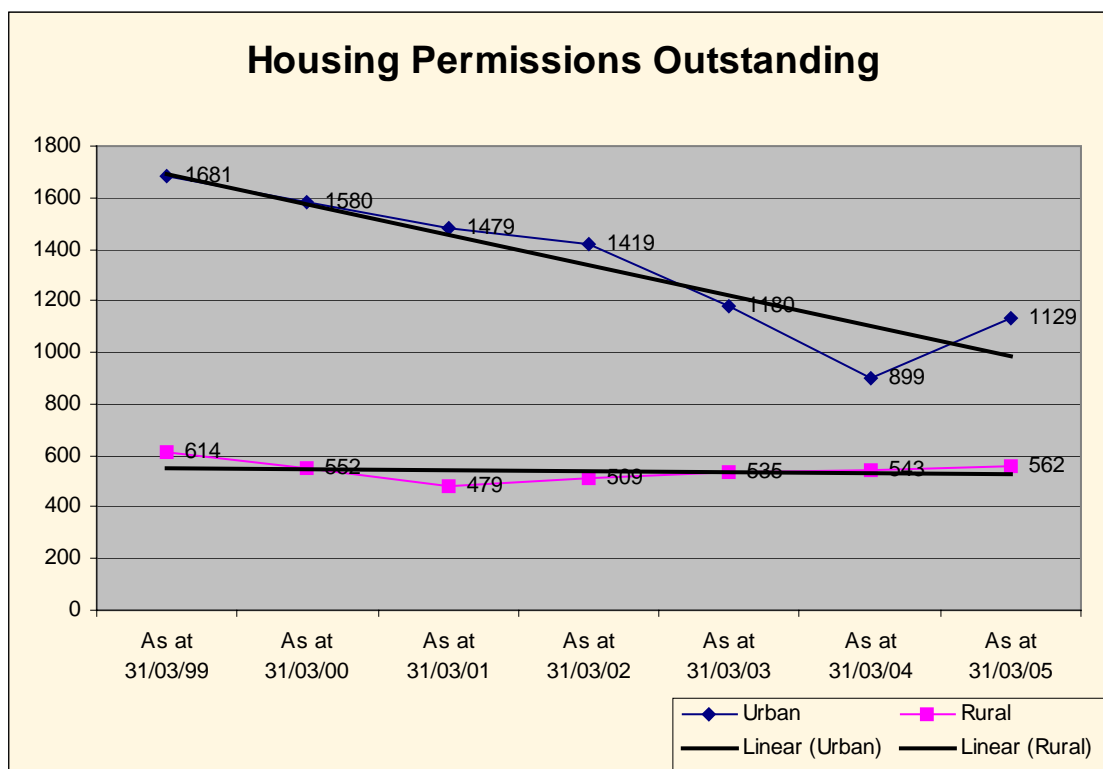
In the urban area the completions trend has been 308 units per annum. This is set against parts of the urban area being demolished and redeveloped due to low demand (researched in 2000). The Raffles area is under construction with new private housing at a period when completion rates are over 300 per year.

### Rural Area Completions

The City Council recognises that historically there have been a high number of permissions in the rural area and is currently pursuing a more sustainable policy through the review of its Local Plan. This is currently accompanied by a restraint policy in the rural area in order to redress this balance. This restraint policy was adopted by Development Control committee on the 16<sup>th</sup> July 2004 and began to impact on the number of rural permissions at the end of this monitoring period. Its greatest impact will be shown in next year's monitoring report. The Structure Plan has set a permissions rate of 65 units for the rural area giving a build rate of 58 units per annum. This is 50% of the current completions rate which the Council consider is to great a reduction and is having a significant impact on supply and affordability in the rural area.

The Council will pursue changes to the housing allocations through revision to Regional Spatial Strategy. It will continue to monitor the effects of the housing restraint policy it operates throughout the rural area.

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### Housing Permissions

The above graph shows the supply of planning permissions at the 1<sup>st</sup> March each year. The graph indicates a steady decline and this is more clearly shown when separating the urban and rural areas. The Rural area has remained relatively constant with a large number of permissions despite high completions. In the urban area the decline has been more rapid as sites have not been brought forward soon enough. In particular the adopted Local Plan allocates a large area of land for an urban extension but this application is currently subject to call-in by the Secretary of State (under the Greenfield Direction) and has not been determined.

Regional Planning Guidance establishes a county-wide allocation which has been separated to the Cumbrian districts through the Structure Plan process. At the end of this monitoring period the Panel have reported and the figures contained in the Panel's report have been used to inform this report.

The number of permissions to be granted per year stands at 250 for the urban area and 65 for the rural giving a district total of 315 permissions. This is currently just over a 25% reduction on the recent completions trend.

The housing supply in the urban area fell to under a 4 years supply in March 2004 based on the reduced permission rates in the Structure Plan derived from RPG. Given that the supply position was under 4 years for the urban area the Council began monthly monitoring of its permissions from 1<sup>st</sup> April 2004.

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## Monthly Permissions for residential development – net gain

### Urban

APR	46	MAY	56	JUN	108	JULY	105
AUG	64	SEPT	1	OCT	0	NOV	31
DEC	8	JAN	43	FEB	158	MAR	-3

For the period to March 2005, 614 permissions were granted in the urban area (over double the Structure Plan provision) and at the end of the year the overall supply remained below the expected 5-yr supply.

Against the Structure Plan supply of 250 permissions per year the Council had the equivalent of 4.5 years supply immediately available (with permission). Against the completion rate 5-yr trend data average of 308 units per year, the Council had the equivalent of only 3.6 years.

### Rural

APR	28	MAY	9	JUN	35	JULY	20
AUG	8	SEPT	2	OCT	40	NOV	1
DEC	6	JAN	1	FEB	17	MAR	1

In the rural area the supply of permissions remained at over 8½ years despite 6 months of a restraint policy in operation although the monthly trend of permissions had begun to reduce.

### Previously developed land

% of new/converted premises on previously developed land

### **(Insert table of data)**

In recent years the number of completions on previously developed land had struggled to get above 50% with greenfield allocated sites being developed by large volume builders providing a large number of greenfield completions. The shift in trend with increased interest in the urban area and the near completion of many of these greenfield sites will result in a marked change to the completions coming through over the next few years. This is accentuated by the permissions granted in 2004/5. Within the urban area of the 614 permissions only 1% was on a greenfield site (a former children's play area which was tarmac covered).

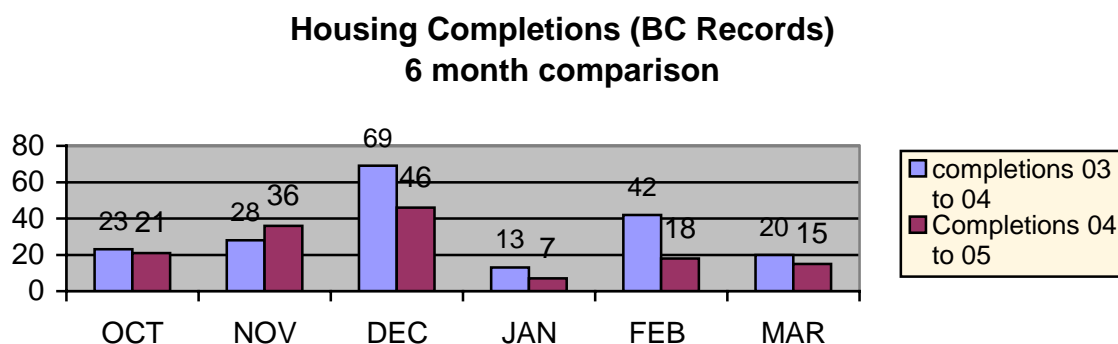
The Council updated its Urban Potential Study during this monitoring period (Oct 2004) and is satisfied that the review of the Local Plan will bring forward a high proportion of residential development on brownfield land.

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This increased interest in redeveloping brownfield sites is having an effect on the housing stock profile of Carlisle. Based on the number of applications registered and those recently permitted on brownfield sites within Carlisle City, if all developed, they will make a percentage point increase in the number of apartments/flats. A significant change in a short period of time providing new opportunities in the housing market for many people.

### Impact Of Floods On Development Rates

The Floods in January 2005 resulted in a large number of properties unfit for habitation whilst drying out and much building work needed to remedy the situation. The short supply of local builders has potentially impacted on the City's recent development rates. The chart below shows the comparison between development rates in 2004 and 2005 and particularly in February development rates halved.



### Housing Density

Housing density has not been closely monitored through the Council's existing monitoring systems. In order to rectify this the monthly permissions monitoring is recording density at permission and this is being reviewed when sites are completed in order to take into account how density changes as development sites progress.

For 2004-05 the average density of all permissions was 30.14 dwellings per hectare with 34.1 dwellings per hectare in the urban area but only 16.5 dwellings per hectare for the rural area.

This breaks down to the following proportions:

(INSERT BREAKDOWN)  
<30dph; 30-50dph;>50dph

### Affordable housing completions

During the monitoring year there were 27 units of affordable housing completed all of which were located within the urban area of Carlisle. No rural

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units were completed although there are outstanding schemes with planning consent.

## TRANSPORT

% of completed non-res development complying with car parking standards set out in LDF

(To be inserted)

### % within 30 mins public transport of facilities

As Carlisle District has a large rural hinterland there are remote rural areas which do not have access to services within 30 minutes on public transport. Some parts of the district also have access to public transport but this may not be at a convenient time or only a restricted service. Public transport is improving with dial-up services such as Rural Wheels which can provide public transport for those with access needs and is an additional service to existing public transport routes.

Some services are available in smaller centres such as the Market town of Brampton has a cottage hospital. Alternatively Langholm which is over the border in Scotland is used as a local centre by some residents in the north of the district.

A more detailed examination of bus times and access to services is to be undertaken but an initial examination reveals that parishes of Askerton, Bewcastle, Kingwater, Nicholforest, Solport and Stapleton are all outside of 30 minutes access along with parts of the parishes of Dalston, Kirkandrews, Walton and Waterhead.

When considering sustainable development locations, of the completed dwellings in 04/05 only 0.81% were within the above parishes.

## LOCAL SERVICES

### Amount of completed retail/office/leisure

During 04/05 4 units of commercial development were completed. These were three retail warehouse units and two office buildings. (Gross Figures)

Retail	
Dunelm	2824 sq m
Walterwall	957 sq m
DFS	1977 sq m
Office	
Harraby Business Park	327 sq m
Bourne House	750 sq m



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None of the units are within the Area of Town Centre Activity as defined in ODPM research.

## Open Space quality

During the year the Council undertake its open space audit and assessment in accordance with PPG17. This was undertaken for the urban area only and provides information on the quality and type of open space within each ward. Additional work is being undertaken to prioritise play area improvements where there are either deficiencies in the amount of space or quality of the area.

Only 4 parks within Carlisle District are eligible for management to Green Flag standard as they involve community groups although no green flags have actually been applied for.

## **FLOOD PROTECTION AND WATER QUALITY**

During the monitoring period 03/04 only 4 applications in the north west region given consent contrary to Environment Agency advice. Only one of those was in Cumbria and not in Carlisle District.

The Council had already established a good working relationship with the Environment Agency on dealing with comments on planning applications. As a result of the floods in January 2005 this relationship was strengthened and the Planning Service and Environment Agency continue to work together to ensure that the risk from flooding arising from development is avoided. This has meant that some applications that were already under consideration or recently approved in January were reviewed to take account of the most recent information.

During the year the Council has assisted with the agency's Catchment Abstraction Management Strategy for the Eden and Esk.

## **BIODIVERSITY**

Information on protected habitats is available from English Nature and the Annual Monitoring Report RPG13 makes available information from the year 2003-04.

Since 2003 there has been an increase in the amount of land in favourable condition which is designated as SSSI. This stands at 77% which is above the Cumbria average of 71.4% and the regional average of 74.5%. There was an increase in condition for 3,836.78ha which is just under 11% of the Cumbria total and provides for 10% of the regional total of improved condition during 2003-04. The district did also have some return to unfavourable condition 276.71 hectares accounting for 10% of the County and 4% of the regional decrease in condition. Overall there was a net gain equivalent to 11% of the regional contribution.

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No additional specific request has been made for 04-05 or of the Cumbria Wildlife Trust who monitor the strategic County Wildlife Sites. Additional information will be developed through the Council's work on Strategic Environmental Assessment.

### **RENEWABLE ENERGY**

During the monitoring year 04-05 there have been no additions to renewable energy supplies within the district. During the year consent was given for a 6kw domestic wind turbine within the rural area, and a 2-3Mw turbine was applied for at the Pirelli Factory within the urban area of Carlisle.

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## LOCAL INDICATORS

Carlisle City Council has additional work to undertake to develop local indicators. Objectives for the adopted Local Plan are already in place and being reviewed as part of the Local Plan process. The Council is undertaking work on a Strategic Environmental Assessment which will generate a number of local indicators and link these to the development plan. These will be reported in next year's annual monitoring report.