



# ANNUAL MONITORING REPORT 2004/5

## Copeland Local Development Framework



Copeland Borough Council

## INTRODUCTION

The Planning and Compulsory Purchase Act 2004 has introduced significant changes to the development plan system in England. From October 2004 the preparation of planning policies at the District level has been based on a new Local Development Framework (LDF). This is comprised of a number of different types of document and for the Copeland area (excluding that part of the Borough within the Lake District National Park); the LDF programme is set out in the Council's Local Development Scheme (LDS) which was approved in March 2005.

One of the most important items in the Framework is the publication of an Annual Monitoring Report (AMR) each December. This is required to track the impact of policies and measure how far aims are being achieved and whether they are still relevant. It provides the opportunity to identify whether changes are necessary to individual documents or to the Framework as a whole.

This is the first AMR for Copeland to be prepared under the new system. It represents an attempt to meet the requirements of the legislation and guidance but recognises that we are at the base of a learning curve. The mechanisms for choosing appropriate indicators, the collection of data, co-ordinating such activity with other strategy makers and partners will all develop and improve with experience as the new system beds in. The important thing at this stage is to establish a monitoring framework based on our current development plan work. In this way we can move towards a more "spatial" approach\* to planning which can assist the delivery of sustainable development and sustainable communities.

### What is Spatial Planning?

The ODPM describes spatial planning in paragraph 1.8 of Planning Policy Statement 12 as:

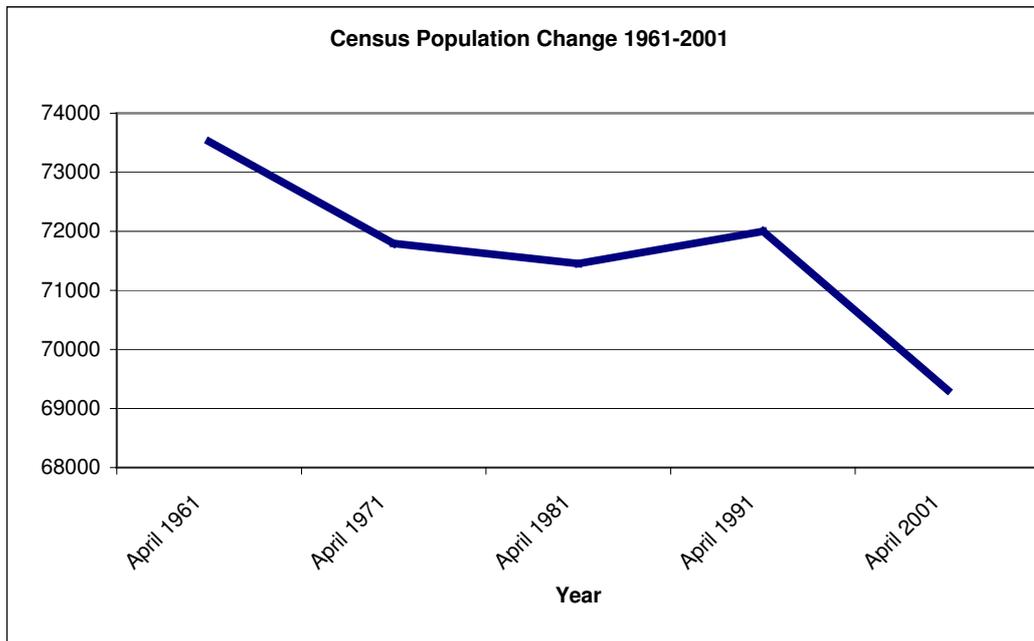
*"...a spatial planning approach ....to ensure the most efficient use of land by balancing competing demands within the context of sustainable development. Spatial planning goes beyond traditional land use planning to bring together and integrate policies for the development and use of land with other policies and programmes which influence the nature of places and how they function. This will include policies which can impact on land use, for example by influencing the demands on or needs for development, but which are not capable of being delivered solely or mainly through the granting of planning permission and may be delivered through other means"*

The 2004/2005 AMR is divided into four sections:

1. **Copeland Profile**  
Area Profile of the Borough at March 2005 – with Headline Indicators and a digest of the issues, challenges and opportunities facing Copeland.
2. **The LDS**  
Progress with documents which make up the Local Development Scheme including a commentary on existing and proposed policies to be “saved” in the new system.
3. **Monitoring Framework**  
A Matrix of Indicators which measure progress or baseline information towards achieving the aims and objectives set out in the Copeland Local Plan 2001 – 2016 2<sup>nd</sup> Deposit Version (April 2005).
4. **Housing**  
Specific focus on housing issues including a housing trajectory and report on completions and consents granted.

## 1. COPELAND PROFILE

- 1.1 Copeland is an area of extreme contrasts. It contains England's highest mountain and its deepest lake included in a portion of the Lake District National Park which makes up two thirds of the Borough's 737 square kilometres. Along with the mountains and lakes there are 80 kilometres of coastline which at St Bees Head incorporates the only section of Heritage Coast in North West England and at Sellafield, the largest nuclear reprocessing site in Europe.
- 1.2 Despite (though in part due to) previous economic exploitation the Borough retains a range of outstanding landscapes and wildlife habitat, distinctive character in its towns and villages, a rich history and cultural heritage and a strong sense of community identity.
- 1.3 There is an awful lot of what we might call environmental, social and community "capital" that the planning policies in our LDF must help to protect, conserve and utilise to good effect. Nevertheless this will only be achieved if we can deal with the profound economic challenges which Copeland now faces. These are in part the result of a long, slow decline in the traditional industries of West Cumbria but now more especially the rapid collapse of employment at the Sellafield plant and its repercussions to supporting businesses.
- 1.4 Years of dependence on mining and manufacturing industries had already been responsible for sectoral weaknesses and the Borough's peripherality and poor communications made the situation worse. The various expansions of activity at Sellafield provided alternative employment but tended to mask some worrying underlying trends. Relatively high wages, training opportunities and multiplier effects associated with the plant have hidden issues like social deprivation, poor health, unemployment, low economic activity and business formation rates and generally low qualification attainment rates in many parts of the Borough.
- 1.5 The combined effect of such issues is seen in the long period of population decline in the Borough over the last 50 years. Despite generally high birth rates over this period, equally high death rates and out migration have resulted in an overall loss of 4203 (5.7%) between 1961 and 2001 census, much of which is concentrated among the younger age groups. The latest available figures are for mid-year 2004 and these actually show an increase of 1200 over 2003 based not on any natural increase, but on in-migration, including a significant amount of International migrants. Figures on population levels and age structure are included in our Headline Indicators as baselines in the table below. These are further explored in our more detailed assessment of performance in Section 3 of this report.



- 1.6 In 2002 the government announced its intention to move into a decommissioning phase at Sellafield and other nuclear sites. Various scenarios have been developed to examine the impact of the closure programme but even the most optimistic expect a reduction of 8,000 jobs at Sellafield by 2012 with predictions of an overall loss of 17,000 jobs in West Cumbria. The fact that at 2003 there were less than 30,000 jobs in total in Copeland make these losses a matter of extreme concern and they are going to hit hard in our local communities where the percentage of Sellafield employment amongst residents is very high eg Cleator Moor 51%, Egremont 45% and Whitehaven 30%.
- 1.7 The Council and its partners will have to work extremely hard to develop the necessary regeneration strategies, initiatives and action programmes to address these issues. The establishment of West Lakes Renaissance and the Nuclear Decommissioning Authority within the Borough will help enormously but it is important now to ensure that the regeneration efforts are developed across as broad a front as possible to encompass all social, community and environmental issues alongside the need to rebuild the local economy. Only in this way will we be able to ensure that the regeneration of West Cumbria is directed along sustainable lines.
- 1.8 The formation of the West Cumbria Strategic Forum is pivotal in this process. It brings together government ministers, civil servants and regional bodies as well as local and county leaders. This is a range of interests which reflects both the seriousness of the problems and the

need for inclusivity in seeking to deal with them. The Forum is commissioning a “Spatial Master Plan” for West Cumbria to incorporate a 15 year Vision and route-plan which will “identify transformational projects and initiatives to underpin the economic, social and environmental well-being of West Cumbria”. It reflects the Memorandum of Agreement between Forum partners that policies at national, regional and sub-regional levels should be “West Cumbria – proofed” to assist delivery of regeneration on the ground. The study is likely to be published in late summer 2006 and will further shape the evidence base and monitoring framework for our LDF.

- 1.9 The other significant document which will affect LDF production and monitoring over the next few years is the West Cumbria Community Strategy. The Local Strategic Partnership which develops this is being restructured along thematic lines, better able to incorporate the requirements of Public Service Agreements being introduced from 2007. The Strategy will no doubt generate a new set of output requirements, also partially informed by the “Spatial Master Plan” discussed above and continuing community consultation.
- 1.10 One of the main challenges for our regeneration strategies is to deal with the need for housing market renewal. There are large parts of our urban areas with high proportions of pre-1919 dwellings, especially terraced properties, and monolithic public sector estates. Although “affordable” such dwellings do not always easily accommodate modern lifestyles and aspirations and low demand issues are becoming apparent. There is a need to invest in new and sustainable solutions to housing renewal in Copeland. A bid for government funding has been submitted and is currently being considered. A key feature of the Action Area Plan for Pow Beck and the Coastal Fringe sections of Whitehaven is the spatial policy treatment of housing renewal and this will be reflected in the development of performance indicators in future AMRs. The latter will also be informed by other work towards achieving balanced housing markets which is scheduled as part of the Council’s planning/housing evidence base. This includes a new Housing Needs Assessment and Stock Condition Survey.
- 1.11 The following Headline Indicators are featured as a quick and ready means of tracking progress with regeneration issues. They encompass a number of basic statistics on population change, household and housing information plus economic and educational matters. For the most part they are the type of indicators described as “contextual” in government guidance which are not directly aligned with specific planning policy requirements in the sequence of “objective-target-progress” as is adopted for the Output and Local Indicators used in section 3 below. All the Headline figures are based on Copeland as a whole, i.e. including the section within the National Park. The one exception is the Gross Value Added (GVA) measure of economic growth which is only available in an aggregated form for West Cumbria and Furness combining Copeland, Allerdale and Barrow districts.

Between 1995 and 2002 West Cumbria and Furness exhibited one of the lowest growth rates in GVA per head in England and the gap between it and the national average is growing every year. Currently the West Cumbria and Furness figure is 32% below the UK average.

### **Headline Indicators**

COPELAND DISTRICT	Figures 2004/05 ( unless stated otherwise)
<b>Population Structure:</b>	
Population	70,600
Population change 1991-2004	-3.3%
Population change 2003-2004	+1.7%
Population forecast (dates)....	69,400 (2016)
Age Structure 2004 MYE	
0-15	13250 18.7%
16-24	7309 10.3%
25-44	19168 27.2%
45-59	14917 21.2%
60+	15922 22.6%
<b>Household Type and tenure:</b>	2001 Census
Household size:	2.31
Percentage of single adult households	30.1%
Owned outright	30.0%
Purchase with a mortgage	37.5%
Rented (RSL or private landlord)	29.7%
<b>House Price:</b>	Jan 05
Average:	£105,000
detached:	£185,000
semi-detached:	£96,000
terraced housing:	£76,000
<b>Housing Stock</b>	2001 Census
Total Housing stock:	31401
Percentage detached house or bungalow	21.6%
Percentage semi-detached	37.5%
Percentage Terraced	31.1%
Percentage flat, maisonette or bungalow	8.2%

Percentage of vacant dwellings:	3.1%
<b>Commuting and Car ownership</b>	
percentage of residents commuting by car:	69.8%
percentage of residents travelling over 10 km to work:	34.0%
Percentage households with access to a car	72.1%
<b>Labour Market</b>	
Economically Active	32,400 (77.8%)
Unemployment	2.7% (Mar 05)
GVA (West Cumbria & Furness)	+2.2% (1995-2001)
Working age population with no qualifications	19.1% (UK av 15.1)
NVQ4 & above	15.9% (UK av 25.2)

## 2. PROGRESS WITH THE LDS

- 2.1 Copeland's LDS was submitted to the Office of the Deputy Prime Minister on 28 March 2005 and subsequently endorsed. The agreed programme is shown in Annex 1 to this section.
- 2.2 For the period following commencement of the Planning and Compulsory Purchase Act 2004, ie October 2004 to the end of March 2005, the only work programmed for the Council was to complete the LDS itself and continue preparation of the Replacement Copeland Local Plan. Both of these were achieved and the Local Plan preparation has remained on track to date. The only slippage has been in the early phase of production of the SPD on Wind Energy, undertaken by the County Council.
- 2.3 The expectation is that the Replacement Local Plan will be adopted before June 2006 at which point its policies will be "saved" for a period of 3 years or until they are replaced in whole or part by new Local Development Documents. Until the Replacement Plan is adopted the current Copeland Local Plan (2001) is the formal expression of planning policy for the Borough outside the National Park. However, there are provisos to this:
  - a) As more and more progress is achieved on a replacement plan more weight is given to its provisions. It is obviously more up to date and better aligned with national, regional, and Structure Plan requirements than an existing plan prepared some years before. Having been subject to a full Sustainability Appraisal and Public Inquiry the Replacement Copeland Local Plan is at this stage (December 2005) a document which can inform decisions on planning applications, investment programmes and otherwise assist implementation of companion strategies and action plans. During the period April 2004 – March 2005, however, much greater weight was given to policies in the Adopted Plan.
  - b) During 2004 the Council approved two Interim Policy Statements. These were minuted as full Council resolutions but not formalised as Supplementary Planning Guidance or Supplementary Planning Documents. They were required to deal with situations arising in the short term and their provisions have effectively been incorporated into the Replacement Local Plan and therefore, subsequently tested through the Inquiry process.

They are:

    - The Interim Housing Policy approved on 15 August 2004 (Annex 2). This was a necessary readjustment of the housing policies contained in the Copeland Local Plan 2001

and termed “Interim” pending full adoption of the Replacement Local Plan. The readjustment was required to reduce the rate of planning permissions. During the previous 12 months these had been in excess of 550 dwellings when the target introduced for Copeland by the Regional Spatial Strategy (RPG 13) was less than 200 completions. As can be seen in section 4 of this report, the Interim Policy has been reasonably successful in reducing the rate that consents are granted and has ensured that those housing proposals which are approved better reflect the sustainability objectives of RPG13 – particularly in terms of progress with brownfield sites as a proportion of new development (see section 4 of this report).

- An Interim Policy Statement on Whitehaven Harbour development approved in September 2004 (Annex 3). Development pressures were increasing on a number of important water-front sites on the harbour and there was a need to provide greater clarity on how these could be accommodated as part of a comprehensive treatment. The importance was in achieving a balance between commercial and residential opportunities. Again the policy statement is termed “Interim” pending adoption of the Replacement Local Plan. Further work on these issues is also scheduled in the LDS as an Action Area Plan which will draw together the provisions of the Replacement Local Plan and recent work being carried out by consultants for the Council and its partners on a regeneration strategy/action plan covering the town centre and harbour.

2.4 At this stage the Council has not considered amendments to the programme of Local Development Document production in the LDS. However, current staff shortages will require some adjustments to the programme in 2006 and may involve external commissions to achieve targets and maintain momentum on essential regeneration activity.

**ANNEXES TO SECTION 2**

**ANNEX 1: LDS OVERALL PROGRAMME (GANTT CHART)**

**ANNEX 2: INTERIM HOUSING POLICY**

**ANNEX3: INTERIM POLICY STATEMENT ON WHITEHAVEN HARBOUR**





## Annex 2

### INTERIM HOUSING POLICY STATEMENT 15<sup>TH</sup> JUNE 2004

- 1.1 Applications for new housing developments in the Borough of Copeland outwith the Lake District National Park will be considered in relation to the sustainable development strategies promoted through PPG3, RPG 13 Regional Planning Guidance for the North West and the emerging Cumbria Joint Structure Plan and Copeland Local Plan (2001 – 2016).

Until such time that the Copeland Local Plan (2001 – 2016) is formally adopted planning permission for new housing development will not be permitted unless the proposal involves:

- a) previously used land or buildings (brownfield sites) within the definition set out in Annex C of PPG 3, or
- b) a discrete greenfield site (ie not part of a larger area) involving development of less than 5 dwellings in total, accessible to public transport and walking/cycling facilities and within the prescribed boundaries of settlements classified as Key Service Centres and Local Centres in the Copeland Local Plan (2001 – 2016) 1<sup>st</sup> Deposit Version, or
- c) the conversion of an otherwise redundant agricultural building within the Key Service Centres and Local Centres where employment use is demonstrated to be unsuitable or
- d) local needs housing which accords with the requirements of Policies HSG5, HSG22 and HSG23 of the current Copeland Local Plan (2001) or
- e) a Listed Building and the development is shown to be necessary in order to prevent its falling into disrepair.

In all such cases the density of development must be designed at a minimum of 30 dwgs/Ha unless the applicant can demonstrate an overriding case that the location warrants less.

- 1.2 Notwithstanding these provisions planning permission will not be granted in respect of any of the sites identified in Table HS4 of the Copeland Local Plan (2001-2016) 1<sup>st</sup> Deposit until the Plan is adopted in its final form. It is the Council's view that any such approval would be prejudicial to Local Plan Objectors including both those objecting to a particular site or promoting alternatives : it would effectively run counter to para 47 of PPG1 on the grounds of prematurity.
- 1.3 In all other respects not covered in sections 1.1 and 1.2 above proposals for housing development will be assessed against the policy requirements of the adopted Copeland Local Plan (2001).

### **Annex 3**

#### **INTERIM PLANNING POLICY STATEMENT**

#### **WHITEHAVEN HARBOURSIDE DEVELOPMENT OPPORTUNITY SITES**

##### **1 Background**

1.1 Over the last 10 years some £24 million of public sector funding has gone into the harbour and town centre as part of the “Renaissance of Whitehaven” vision of creating a healthy and vibrant town centre with a mix of housing, shopping, tourism and employment uses. Some of the most attractive sites in Whitehaven have been created along the harbourfront where the substantial environmental improvements that have taken place and the development of the marina have created a commercial investment opportunity.

1.2 The draft Local Plan identified 14 Town Centre Opportunity Sites in Whitehaven where, in line with the policy of encouraging a diversity of uses, a range of possible uses has been set out for each site in accordance with Policy TCN 7 which states :

##### **Policy TCN 7 : Town Centre Opportunity Development Sites**

**Proposals for the development of sites as indicated in Table TC2 will be permitted subject to Policies DEV 6 and TCN 10.**

1.3 Four of these sites front onto the harbour waterfront. The preferred uses for these sites are set out in Table TC2 as follows

	Site	Potential use or mix of uses	Area (ha)
WTC1	Quay Street Car Park West	Leisure/retail/office	0.3
WTC2	Mark House and The Park nightclub	Hotel/leisure/retail with ancillary residential	0.25
WTC3	Old tyre depot and Harbour Commissioners Office	Leisure/office/residential	0.10
WTC4	Bus depot and old garage	Hotel/office	0.18

1.4 Since the publication of the draft Local Plan a number of matters need to be considered

- i The implementation of the planning permission for offices on the bus depot and garage site in Bransty Row is now unlikely to be implemented in the short term

- ii The Department of Works and Pensions are moving from Mark House into the new Copeland Centre. The owners of Mark House, Trilliom, have invited offers for the building by the end of August.
- iii The current very strong housing market means that in the absence of any planning restrictions the most profitable development on the harbour waterfront would be housing. This of course runs contrary to the concept of creating a diverse frontage to the harbour which would contribute fully to the tourism and service sector economy
- iv Three representations have been received on Policy TCN7 in the draft Local Plan but none of these relate to the four sites in question. However correspondence from the owners of site WTC4 (bus depot and garage) draws attention to the issues referred to above and seeks
  - Greater flexibility in the range of uses permitted on all four sites WTC1-4 so that all would be seen as potentially suitable for high quality mixed use developments that might include one or more of hotel, leisure, office, residential and ancillary retail uses
  - A sequential approach in relation to office and hotel development such that WTC2 (Mark House/Night Club) would be the preferred site for a hotel and/or office development. Only if this took place on one of the other sites would WTC2 be considered for other uses
  - Greater clarification that the Mark House/Night Club site should be developed on a comprehensive basis
- v In reviewing its tourism strategy the Council has confirmed that the development of a hotel in Whitehaven is a key priority.

## 2 Proposed changes to Policy TCN7

- 2.1 It is important to note that no objections were lodged against the proposals for sites WTC1-4 at the Local plan deposit stage. Of the issues raised by the owners of site WTC4 the concept of a sequential approach is helpful but it is difficult to justify for just four of the Town Centre Opportunity Sites and not for others. On balance it is considered that greater clarity is achieved by deciding what is, or is not, acceptable on each of the individual sites. If circumstances change then the policy can be reviewed
- 2.2 It is considered that the two sites that need to be reviewed are WTC2 (Mark House/Night Club) and WTC4 (bus depot/garage).

- 2.3 There is a need for a good quality business/tourist hotel in Whitehaven. This was confirmed initially by a 1997 study “Market Demand for Hotels in West Cumbria (MJN Associates and CMA Ltd)”. This case has been bolstered by further work by retail consultants working for Whitehaven Development Company which makes a strong business case. In terms of location the Mark House/Night Club site is the most attractive in Whitehaven for a hotel with a waterside site overlooking the marina and with excellent access to the town centre shopping area. It is proposed to strengthen the application of Policy TCN 7 to this site to allocate it specifically for a comprehensive development the focal point of which will be a hotel. In other words the policy does not allow the development of the site unless it is for a hotel.
- 2.4 Site WTC4 (Bus Depot/Garage) is suitable for a range of uses and it is proposed to add retail and upper floor residential uses to the permitted uses
- 2.5 For all Town Centre Opportunity Sites the quality of the building design is of the highest importance. From a policy point of view this is covered by the reference to Policy TCN 10 in Policy TCN 7 but it is something to emphasise in relation to the harbourside sites.
- 2.6 The changes referred to above result in the following amendments to Table TC2

	Site	Potential use or mix of uses	Area (ha)
WTC1	Quay Street Car Park West	Leisure/retail/office	0.3
WTC2	Mark House and The Park nightclub	<i>Comprehensive development of the site as a hotel</i>	0.25
WTC3	Old tyre depot and Harbour Commissioners Office	Leisure/office/residential	0.10
WTC4	Bus depot and old garage	Hotel/office/retail/ upper floor residential	0.18

END OF ANNEXES TO SECTION 2

### 3. THE MONITORING FRAMEWORK

- 3.1 Annual Monitoring Reports are required to incorporate an “objectives – policies – targets – indicators” approach. The idea is to use a number of easily identifiable relevant core output indicators based on policy themes (usually the same indicators being tracked to monitor Regional Spatial Strategy and, if useful, some local output indicators. Over time, as the LDF progresses, the Council’s overall planning objectives will develop, policies will become more sharply defined and targets can be properly established/refined to suit. This will take place in association with partners e.g. through a Cumbria-wide local authority monitoring group and the Local Strategic Partnership for West Cumbria.
- 3.2 At this stage we have prepared a monitoring framework or matrix which represents best fit against current objectives. Since the 2004 Act requires policy performance to contribute to sustainable development we feel it is appropriate to base the matrix on the Copeland Local Plan 2001 – 2016 objectives which were developed during 2004/05 in response to representations on the 1<sup>st</sup> Deposit Version. There are 17 Objectives collected within 4 Aims, principally developed to fit the government’s national sustainability aims under “Quality of Life Counts” and the North West Regional Assembly’s “Action for Sustainability”. The objectives were specifically tailored to fit local concerns e.g. dealing with population decline and the need for economic regeneration and diversity.
- 3.3 The Aims and Objectives are set out in sections 2.7 and 2.8 of the Local Plan 2<sup>nd</sup> Deposit Version. This and a separate report on the Plan’s Sustainability Appraisal is available on the Council’s web-site or from the Council’s Whitehaven offices. The latter also includes a discussion on how the indicators were arrived at and a start on developing suitable targets. Such targets which have been developed thus far appear in the matrix otherwise baseline information only is recorded or there are gaps which indicate additional work required in future years.

**Output (O) and Local (L) Indicators 2004/05**

AIM	OBJECTIVES	INDICATORS	TYPE	BASELINE	PROGRESS
Secure a stable and balanced population whilst improving public health, safety and quality of life	Stabilise and maintain population levels within communities in the plan area	<ul style="list-style-type: none"> <li>• Borough population (with age / sex breakdown)</li> <li>• Key service centre population</li> <li>• Percentage over 60</li> </ul>	L © L © L ©	70600 46599 15922	+1200
	Ensure that local facilities and services are available to everyone	<ul style="list-style-type: none"> <li>• Number of new dwellings (&gt;5's) within 500m of a public transport route / cycleway</li> <li>• Provision of cycleways</li> </ul>	O  L	36 km	
	Ensure that housing needs of the community are met locally and that decent, good quality affordable homes are available to all.	<ul style="list-style-type: none"> <li>• Proportion of new housing development on PDL</li> <li>• Proportion new housing that is affordable</li> <li>• Unfit dwellings (made fit/demolished)</li> </ul>	O O L	45.6%	
	Increase community participation in decisions regarding the future of development in the planning area	<ul style="list-style-type: none"> <li>• Number of projects/initiatives involving community groups and the LPA</li> <li>• Responses to Local Plan revisions</li> <li>• Attendance at Planning Panel</li> </ul>	L L L	1143	

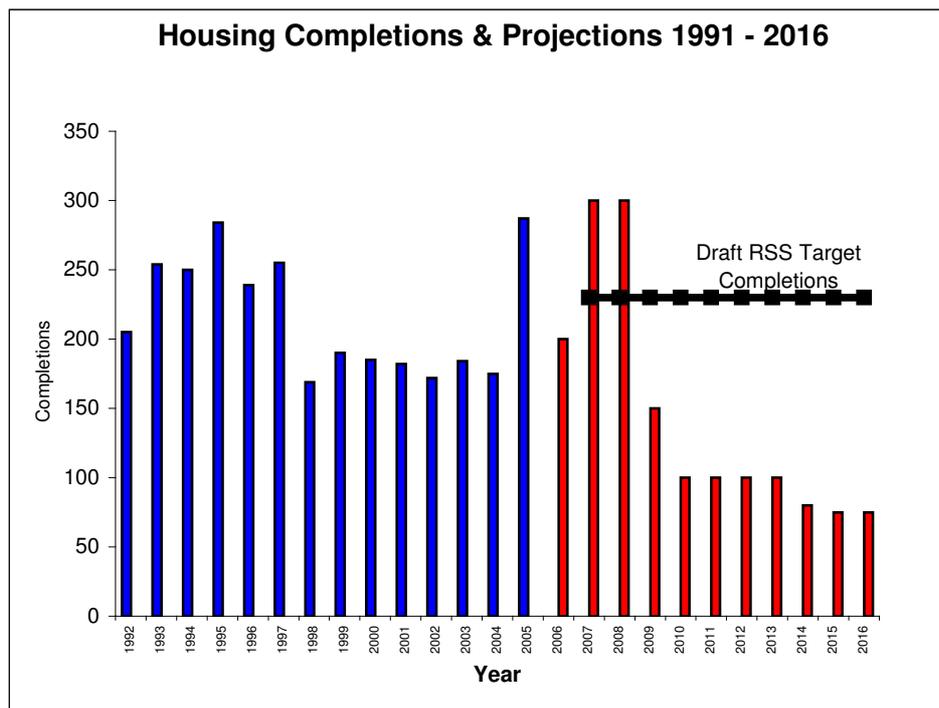
AIM	OBJECTIVES	INDICATORS	TYPE	BASELINE	PROGRESS
Effective protection of the environment	Protect and enhance landscapes and townscapes	<ul style="list-style-type: none"> <li>• Number of TPO's</li> <li>• Number of TPO trees felled</li> <li>• %age of new housing development built at over 30 dwellings per hectare</li> <li>• Average density in new housing development</li> <li>• Area covered by Conservation Areas</li> <li>• Area covered by Ancient Woodlands</li> <li>• Area covered by urban greenspace / landscape importance</li> </ul>	L L O O L L L	76 2 33.8% 21.3 per ha 10199 ha 118.05ha 247.8ha 324.8ha	
	Protect and enhance biodiversity	<ul style="list-style-type: none"> <li>• Number of/area of land within designated sites of Nature Conservation Value (International, National, Regional, Local)</li> <li>• Number of/area of land within Local Nature Reserves</li> <li>• Achievement of Biodiversity Action Plan (BAP) targets</li> </ul>	O L O	21.0ha	
	Protect and enhance features of historical and archaeological importance	<ul style="list-style-type: none"> <li>• Percentage of Listed Buildings and archaeological sites lost to development</li> <li>• Number of buildings at risk</li> <li>• Public sector investment in listed buildings/ conservation areas</li> </ul>	L L L	0	
	Ensure that development is not at risk from flooding and does not cause flooding elsewhere.	<ul style="list-style-type: none"> <li>• Number of planning applications permitted contrary to the advice of the Environment Agency where the objection was made on flood defence grounds</li> <li>• Built development in the floodplain'</li> </ul>	L L		

AIM	OBJECTIVES	INDICATORS	TYPE	BASELINE	PROGRESS
Make effective use of existing buildings and infrastructure, previously developed land and natural resources	Reuse existing buildings and previously developed land before greenfield sites	<ul style="list-style-type: none"> <li>• Area of derelict and contaminated land within settlement boundaries</li> <li>• Development on brownfield/greenfield sites carried out during last year</li> <li>• Split between greenfield and brownfield sites in stock of outstanding planning permissions at year-end</li> </ul>	L  O  L	201.05 ha  g 54.4% b 45.6% g 43.4% b 56.6%	
	Protect and improve ground, surface and marine water quality	<ul style="list-style-type: none"> <li>• Number of SUDS implemented</li> </ul>	L		
	Ensure that air quality is not adversely affected by development	<ul style="list-style-type: none"> <li>• Average Nitrogen Dioxide Concentrations</li> </ul>	L		
	Promote recycling, waste minimisation and renewable energy	<ul style="list-style-type: none"> <li>• % domestic recycled waste</li> <li>• Number/capacity of renewable energy schemes approved</li> <li>• Amount of waste composted</li> </ul>	L O L		
	Reduce number of journeys made by private car	<ul style="list-style-type: none"> <li>• Distance travelled to work (over 10k)</li> </ul>	O	34%	

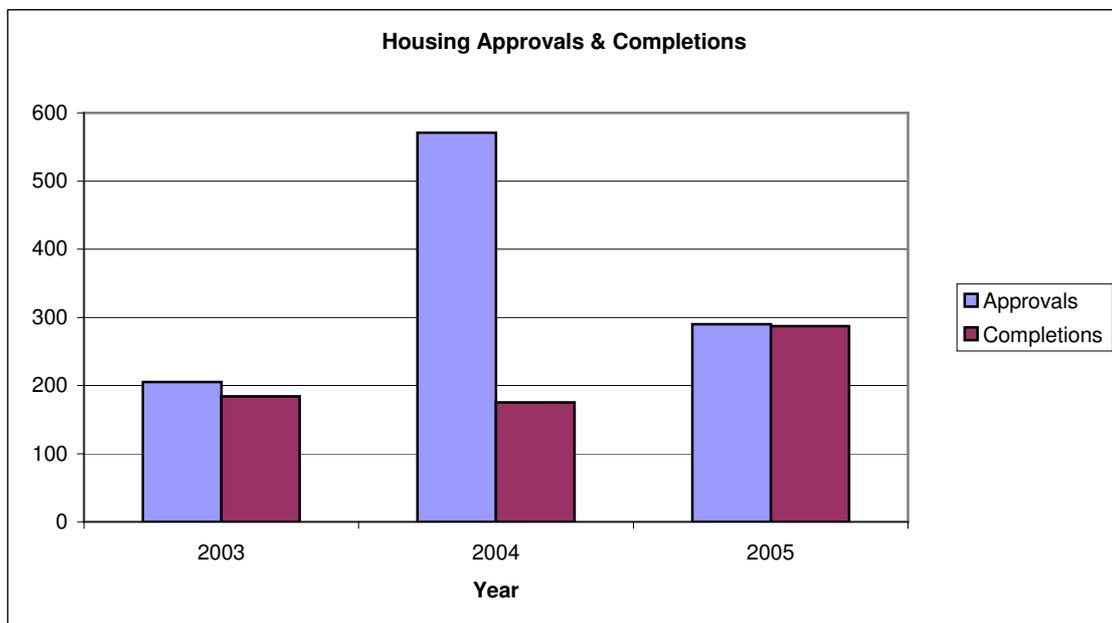
AIM	OBJECTIVES	INDICATORS	TYPE	BASELINE	PROGRESS
Promote and facilitate economic regeneration to achieve stable, diverse and self sustaining employment	Encourage economic growth and development	<ul style="list-style-type: none"> <li>• % Economic development by type on PDL</li> <li>• Increase in gross floorspace for industrial and commercial use (B1, B2 &amp; B8)</li> <li>• % New office/business floor space within town centres (A1, A2, B1a &amp; D2)</li> </ul>	<p>O</p> <p>O</p> <p>O</p>	<p>46.1%</p> <p>9021 sq m</p> <p>40.0% (6000 sq m)</p>	
	Encourage diversification of urban and rural economies	<ul style="list-style-type: none"> <li>• Total number of VAT businesses</li> <li>• New businesses (VAT registered) per 10000 adult pop</li> </ul>	L	2200	
			L	24.9%	
	Improve opportunities and access to jobs	<ul style="list-style-type: none"> <li>• Unemployment levels</li> <li>• Total new jobs created</li> <li>• Number of jobs in borough</li> <li>• IMD Income Domain</li> <li>• total output of the local economy (GDP per Capita)</li> </ul>	L ©	2.7%	
			L	413	
		L	29601		
		L ©	192		
		L	£15,580		
Promote leisure and tourism and increase visitor numbers	<ul style="list-style-type: none"> <li>• Visitor numbers</li> <li>• Number of attractions / facilities/events attracting over 20k people pa</li> </ul>	L	1.7 million		
		L			

## 4. HOUSE BUILDING RATES AND PERMISSIONS

- 4.1 Monitoring of house-building performance necessarily involves a range of factors. Issues such as whether a site involves greenfield or previously developed (brownfield) land, high densities to make better use of land or a proportion of affordable house types are becoming extremely important alongside the traditional requirements as regards design, access and safety.
- 4.2 The rate at which new housing is supplied has always been a subject of interest for all parties in the development process. In recent years, through PPG3 in particular, the government has introduced a new plan – monitor – manage approach and the new Regional Spatial Strategies are adopting completion targets for Districts. For Copeland the draft target set through the Joint Structure Plan was for about 190 dwellings a year – not dissimilar to the rate of annual completion since 1998 achieved by the local building sector. The bar chart shows this rate up to the monitoring year 2004/05 with a trajectory for the remainder of the Replacement Local Plan period to 2015/2016. The future trajectory is shown in terms of average annual planning permissions since it is the Council's view that it can only influence the rate of house building by the rate at which planning permissions are granted. (This is an issue which will be clarified as part of the Inspector's Report on the Replacement Plan's Inquiry which was held in September/October 2005).

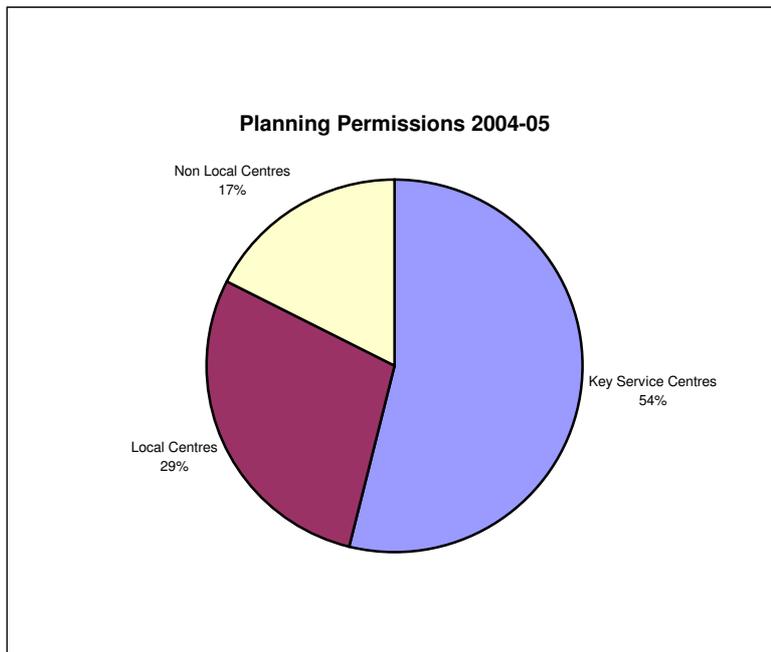


4.3 The much higher rate of approvals during 2003/04 was a consequence of greater interest in property development. There were a number of factors involved but the relatively sharp increases in general property prices during 2002/03 were mainly responsible. This had followed many years of depressed markets locally. The increasing supply of planning permissions led to a much higher completion rate during 2004/05 compared to previous years but the effect of the Interim Housing Policy, the Replacement Local Plan and a dampening down of the local markets anyway should bring the figures more in line with the Regional Spatial Strategy requirements next year. These appear to be pitched at around 230 dwellings a year in current drafts of the new Regional Spatial Strategy.



4.4 The pattern of housing consents granted during 2004/05 reflects the transition in planning policies. The Copeland Local Plan (2001) which was adopted in 1997 allows for general needs housing development in a range of settlements. Although requiring the lion's share of new housing to be in the four main towns of Whitehaven, Egremont, Cleator Moor, and Millom, 31 villages were also included in the Settlement Classification. As a consequence there were a number of relatively large developments accepted under the provisions of the Adopted Plan in the earlier parts of the year which would be unlikely to be approved now. This includes 15 dwellings granted in Sandwith village, south of Whitehaven which also involved a greenfield site.

<i>PLANNING PERMISSIONS 2004 - 2005</i>			
	Total	Green	Brown
Whitehaven	60	13	47
Egremont	17	12	5
Cleator Moor	27	1	26
Millom	53	5	48
North Area LC	77	43	34
North Area non LC	30	25	5
Mid Area LC	1	1	0
Mid Area non LC	16	4	12
South Area LC	6	1	5
South Area non LC	5	2	3
	292	107	185
		37%	63%
Key Service Centres	157	31	126
Local Centres	84	45	39
Non Local Centres	51	31	20



4.5 In the Replacement Local Plan, which is obviously more in line with latest national, regional and sub-regional policy requirements a greater concentration of development is required in the 4 main settlements now designated as Key Service Centres. Only 14 Local Centres are identified as suitable for general needs housing development and there are additional sustainability requirements in terms of accessibility to

public transport, higher densities and an increasing proportion of brownfield subjects over greenfield.

- 4.6 These factors were also covered in the Interim Housing Policy which was applied to all new applications submitted after August 2004. The effect was to slow down the rate of new planning consents – the overall total for 2004/05 being substantially lower than the previous year. By the last quarter there were also less non Key Service and Local Centre based developments being approved and the overall proportion of 63% brownfield development was reasonable given a new 70% target flagged up in the Cumbria Joint Structure Plan. Unfortunately this was not matched by performance on the ground – only 45.6% of completions during the year involved brownfield land.
- 4.7 In the next AMRs the Council will be monitoring the rate of housing completions related to the number of planning permissions granted. Also included in the data will be progress with achieving higher densities and other police requirements likely to follow publication of a new government Planning Policy Statement on housing.