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# Planning Cumbria

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Cumbria and Lake District Joint Structure Plan 2001 – 2016

## Technical Paper 7

### Monitoring and Implementation



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## 1. INTRODUCTION

- 1.1 The development plan system should provide a framework for rational and consistent decision making (PPG12 Development Plans). All Local Planning Authorities are required to keep under review matters which may be expected to affect the development or planning of their area.
- 1.2 The Cumbria and Lake District Joint Structure Plan forms part of the statutory Development Plan for Cumbria, which also incorporates Local Plans and Regional Planning Guidance. Information is needed not only to monitor the effectiveness of the Structure Plan but to assist, where it is relevant to do so, in the monitoring process for regional and local planning. Monitoring is an essential part of the Structure Plan process as it enables Cumbria County Council and the Lake District National Park Authority to assess whether the Structure Plan is achieving its aims and allows the two Authorities to identify whether policies need to be strengthened, maintained, changed in some way, or removed from the Plan.
- 1.3 The purpose of this paper is to identify a monitoring and implementation framework for the Structure Plan. This will enable judgements to be made as to the effectiveness of policies and of the plan as a whole. Targets and indicators contained within the monitoring framework will provide a measure of progress in implementing the Plan and inform the decision making process on the need for, and scope of, a plan review.

## 2. RESOURCES

- 2.1 The framework below sets out the monitoring aspirations of the two Structure Plan Authorities. This is important, as these aspirations can form the basis for working with other partners to secure the best possible monitoring results within the resources available. Monitoring may need to be prioritised in the light of the resources available and

the extent of information available from other sources. The level of monitoring undertaken will need to provide a reasonable degree of confidence as to whether the Plan and specific policies and suites of policies are, or are not, working. Monitoring priorities may also be affected by national, regional and other local monitoring requirements.

## 3. MONITORING FOCUS

- 3.1 The focus of the proposed Structure Plan monitoring is on suites of policies and topics rather than on individual policies. This is designed to achieve a more holistic view, which is particularly important when monitoring the overall Strategy of the Plan. The overall assessment of the delivery of the Structure Plan's overarching strategy will be informed, at least in part, by the outcomes of the indicators being measured throughout the rest of the Plan. However, in some cases it is necessary to monitor individual policies. For instance, Policy H14 which sets out the proposed distribution of housing will need to be monitored to ensure permissions come forward in line with Regional Planning Guidance.
- 3.2 The framework below identifies what sources of data and information will be collected to undertake the monitoring. Effective use will be made of information collected and published by a range of organisations and this will be utilised in order to achieve consistency and avoid duplication. This includes information already being regularly collected by, and readily available from, Cumbria County Council, Lake District National Park Authority, and the District Councils. The provisions made for monitoring in Regional Planning Guidance (RPG 13, March 2003) and the Regional (Economic) Strategy (April 2003) will also assist the Structure Plan authorities.
- 3.4 The decision as to when particular indicators are to be measured is based on a number of factors, such as

- Ease of acquiring or collecting robust information
- Cost of acquiring data
- Resources available, and
- Timescales over which meaningful trends can be measured.

#### **4. IMPLEMENTATION**

4.1 Many organisations and individuals will be affected by the statutory content of the Structure Plan but will also play a major role in supporting the aspirations it holds. Successful implementation will depend on a wide range of organisations including local planning authorities, private businesses, Government agencies and local communities. It is considered important that the key organisations are identified as partners in the implementation of the Plan's policy objectives. This will help to highlight how the aims of the Plan and its policies can be achieved and to influence organisations' future activity, policy and resource programmes.

#### **5. OUTPUTS**

5.1 Regular monitoring reports will be published for specific topics. Some results will be published annually. This will include annual Housing and Employment Land Availability Surveys which will review and assess the rate at which land has been brought forward for these uses, the progress of development and how much of this is on previously developed land. These surveys will provide the data to inform a range of indicators included in the monitoring framework. Others will be published at more infrequent intervals to ensure that policies are continuing to be relevant and will make use of initiatives and information from other agencies and groups of organisations.

5.2 Other reports will bring together relevant information on social, economic and environmental trends to assess the performance of the whole Structure Plan. These will provide opportunities to assess the effectiveness of policies from a wider perspective, and help ensure that the Development Plan is kept up to date. This will incorporate the continuing commitment to achieve a more sustainable pattern of development.

5.3 Furthermore, reports on specific issues of concern that emerge during the period covered by the Structure Plan may also be required. Decisions on how best to monitor such issues will be taken at the appropriate time, in light of information available and resource constraints.

#### **6. SUSTAINABILITY APPRAISAL**

6.1 A Sustainability Appraisal of the Structure Plan has taken place. This was undertaken independently of the Structure Plan officers working teams. It is proposed to continue the appraisal process at key stages through to publication of the final revised Plan to ensure the core strategy of the Plan continues to be to promote a more sustainable pattern of development.

#### **7. CONCLUSION**

7.1 Monitoring is an integral part of the Structure Plan process, essential to ensure the Plan's continued relevance and its implementation. Monitoring by the two Authorities together with the help of key partners will be ongoing. The Government's planning reforms proposed in the Planning and Compulsory Purchase Bill will have an influence on future monitoring arrangement

Chapter	Objective	Target or Outcome	County	National Park	AONB	Indicator	Source	Baseline	Frequency	Monitoring Partners	Implementation Partners
Strategy	Sustainable Development: Social progress which recognises everyones needs Prudent use of natural resources Maintainence of high and stable economic growth Secure environmental protection	A more sustainable pattern of development is achieved by focusing development in key service centres or where it can help sustain rural communities.	x	x	x	Proportion of developments that meet criteria set out in Policy ST1	Planning Applications Monitor	2003	5 years	DCs, CCC, LDNPA	CCC, LDNPA, Local Planning Authorities, ODPM, DfT, Government Agencies, LSPs, Local community, Private developers and commercial interests NWRA, URC, RRC Private Utilities Parish/Town Councils DEFRA, RRC Voluntary sector Government, HSE
			x	x	x	Contextual indicators covering social, economic and environmental themes	CEIP, NW Action for Sustainability, etc		5 years	CCC, LDNPA, CEIP, etc	
			x		x	Proportion of new land allocated for development in key service centres	Local Plans	2003	Annual	DCs, CCC	
			x		x	% of housing/employment/retail developments in key service centres	Planning Applications Monitor			DCs, CCC	
		Development Reduces the risk of flooding	x	x	x	Proportion of development within Flood Risk Areas.	EA, LPAs				
		Increase amount of development utilising previously developed land	x	x	x	Indicators from Housing, Economy and Quality of Life chapters to inform	ELA/HLA/TCHC monitoring		2 years	DCs, CCC, LDNPA	
		Achieve an appropriate mix of employment and residential uses to contribute to sustainable development and reduce the need to travel	x	x	x	Location and mix of residential/employment and other uses permitted. Indicator for reducing the need to travel within Transport and Communtictions chapter.	Planning Applications Monitor, HLA, ELA		5 years	DCs, CEIP, CCC, LDNPA	
		Quality Development	x	x	x	Planning refusals based on design grounds (and upheld at appeal)	Planning Applications Monitor		5 years	DCs, CCC, LDNPA	
		Development addresses the key issues highlighted for each sub-area	x	x	x	Indicators within subject chapters	see chapter specific setions below		5 years	DCs, CCC, LDNPA	
All major development meets criteria of Policy S9	x		x	Proportion of applications for major development approved contrary to policy S9	Planning Applications Monitor		5 years	LPAs			
Supporting the Economy	To encourage a broad sustainable economic base for Cumbria	Maintain supply of viable employment land in accordance with policy EM10.	x	x	x	Amount of land taken up for employment uses by category/area	Employment Land Availability Survey	Previous years survey	Annual	DCs, CCC, LDNPA	CCC, LDNPA, Local Authorities, NWDA, CIAA, URC, RRC, Private developers, Land and commercial interests, LSPs, Business & industry, Business/Farm Link, DEFRA, ERDF, NFU, Cumbria Tourist Board, Tourism industry
			x	x	x	Amount of employment land available by catergory/area	Employment Land Availability Survey	Previous years survey	Annual	DCs, CCC, LDNPA	
			x	x	x	% of key service centres with available local employment site	Employment Land Availability Survey	Previous years survey	Annual	DCs, CCC	
		Employment sites which are needed are protected	x	x	x	Number of Local Planning Authorities that have undertaken a comprehensive review of their employment land allocations	Local Plans, Employment Land Availability	2003	Annual	DCs, CCC	
			x	x	x	Number of applications refused/permitted that seek to change employment sites to alternative uses	Local Plans, Planning Applications, Appeals	2003	3 years	DCs, CCC, LDNPA	
		Increased diversity of opportunities for employment in rural areas	x	x	x	Number and range of business applications (inc farm diversification) received/permitted	Local Plans, Planning Applications, Appeals	Previous survey	Annual	DCs, CCC, LDNPA	
			x	x	x	Proportion of employment in key employment sectors	Census, SIC	2001 Census	5 years	DCs, CCC, LDNPA	
		Tourism developments is in accordance with policy EM13	x	x	x	Number of tourist developments approved/refused by size, type and location (inc change of use to and from tourism)	Planning Applications Monitor	2003	3 years	DCs, CCC, LDNPA	
Providing Housing	To meet the housing needs of Cumbria.	Housing distribution is in accordance with policy H14	x		x	Number of housing units completed/available by area and time period	Housing Land Availability Survey	Previous years survey	Annual	DCs, CCC	CCC, LPAs, NWDA, Government Agencies, URC, House building industry, Commercial/property interests, Local communities, Private utilities, LSPs, Housing Authorities and other social landlords, Parish/Town Councils, Voluntary sector
		50% of houses constructed should be on previously developed land and buildings	x		x	Number of dwellings built on previously developed land or which re-use existing buildings meet local targets	Housing Land Availability Survey	Previous years survey	Annual	DCs, CCC	
		The affordable housing needs of the locality are met	x	x	x	Proportion and number of affordable housing units built (or contributions) in relation to assessed need	Housing Land Availability Survey, Housing Needs Assessments	Previous years survey	Annual	DCs, CCC, LDNPA, RHT	
			x	x	x	Number of units built on exception sites	Housing Land Availability Survey	Previous years survey	Annual	DCs, CCC, LDNPA	
				x		Number of units of unfettered housing allowed within the National Park	Housing Land Availability Survey	Previous years survey	Annual	LDNPA	
				x		sites allocated for social housing in Lake District National Park Local Pla	LDNP Local Plan		When local plan is adopted	LDNPA	

		Reduce unfit housing stock	x			% of housing stock unfit by tenure/area	HIP programmes, District Housing Strategies	2003 Strategies	Annual	CCC, DCs	
			x			Number of Empty Homes	Empty Homes Strategy				
			x			Number of houses cleared	HIPs and NDC Plans				
Improving Transport and Communications	Reducing the need to travel, promoting more sustainable modes of travel, improving transport and communications infrastructure	Increase opportunities for non-car modes of travel	x	x	x	Number of developments (excluding householder applications) making provisions for access by pedestrian, cyclist, disabled people, public transport-	S106 agreements, planning permission conditions and other evidence submitted to support applications	2003	Three years	DCs, CCC, LDNPA	CCC, NWRA, DFT, LPAs, LSPs, SRA, Highways Agency, Railtrack, Private Developers, Cycling Groups, Local communities, Stagecoach, Virgin Trains, Network North West, Private Business, Freight Haulage Association, Commercial property/land interests, Telecommunications Industry, Environmental interest groups
			x	x	x	Number of travel plans and transport assessments submitted with planning applications	Local Planning Authorities	2004	Annual	DCs, CCC, LDNPA	
			x	x	x	Employees travelling to work by mode	Local Transport Plan Monitoring, 2001 Census	2001	5 years	CCC	
		Improve and maintain the strategic transport network	x	x	x	Number of network improvement schemes	Local Transport Plan Monitoring		3 years	CCC	
			x	x	x	Length of cycle network	Local Transport Plan Monitoring		3 years	CCC	
		Ensure new development does not exceed identified car parking standards	x	x	x	Number of local plans which include maximum car parking standards which accord with Policy T29	LP Monitoring	2003	Annual	CCC	
		Increase tonnage of freight carried by rail and sea	x			Tonnage of freight carried by rail and sea.	Local Transport Plan Monitoring		3 years	CCC, Freight operators	
		Telecommunications developments are located to meet proven needs	x	x	x	Level of coverage by telecommunications and broadband facilities	Telecommunication Operators, Cumbria Broadband Initiative			Telecoms Industry, CCC, LDNPA	
			x	x	x	Number of proposals for telecommunications in accord/contrary to policy T30	Planning Applications, Appeals		3 years	DCs, CCC, LDNPA	
		Caring for the Environment	Protect, conserve and enhance the environment and cultural heritage of the County	Reduce amount of development detrimental to designated areas and features	x	x	x	Number of designated sites, features and habitats threatened or lost as a result of development	Local Planning Authorities, EA, EH	Planning Appeals, CA	
Maintain protection of historic environment	x			x	x	Number of conservation areas, listed buildings, SAMs, Historic Parks and Gardens and Historic Battlefields threatened or lost as a result of development	LPAs, EH		5 years	DCs, CCC, LDNPA, EH	
Reduce number of listed building at risk	x			x	x	Number of listed buildings at risk	EH Registers	Previous register	5? Years	EH, CCC	
Poor environments are enhanced	x				x	Amount and location of remediated land	Land Recovery Programme, NLUD				
Development and land use change is compatible with defined landscape character and features	x			x	x	Number of Local Plans that include policy reference to the Cumbria Landscape Map and/or Historic Landscape Characterisation Programme.	Local Plan Monitoring	2003	Annual	DCs, CCC, LDNPA	
Managing Cumbria's Coast	Develop and where necessary protect the coastal zone in a sustainable way	Development which could jeopardise coastal defences is not permitted	x		x	Number of applications refused because they jeopardise coastal defences	Local Planning Authorities			CCC	CCC, Local Authorities, DEFRA, Environment Agency NWDA, URC, Countyside Agency, LDNPA, English Nature, English Heritage, FOLD, LSPs
		Inappropriate development does not take place within the undeveloped coast	x		x	Number of relevant local plans that identify developed and undeveloped coast	Relevant Local Plans				
Utilising Resources	Efficient use of Resources	National targets are met for renewable energy generation	x	x	x	Number of applications for renewable energy received by type and location	Local Planning Authorities	2003	3 years	DCs, CCC, LDNPA	CCC, National Parks, DTI, SNW/RNW, NWRA, NWDA, Renewables industry, BWEA, Environmental organisations, Country Guardians, FOLD, Government Agencies, RAWP, Minerals industry. RETAB, Waste industry Local communities, Local Authorities, Environment Agency, Countyside Agency, Land owners/commercial interests
			x		x	Contribution made by renewable energy development in Cumbria	Local Planning Authorities	2003	3 years	DCs, CCC, LDNPA	
		Maintain adequate land bank for minerals and aggregates outside the LDNP.	x		x	Amount, type and location of reserves available for sand and gravel, general crushed rock, and higher specification aggregate	Minerals and Waste Local Plan Monitoring	2003	Annual	CCC, RAWP	
		Increase the use of secondary mineral resources	x		x	Amount of secondary resources used	Minerals and Waste Local Plan Monitoring	2003	Annual	RAWP, Minerals industry	
		Reduce amount of waste and proportion going to landfill	x		x	Volume of waste dealt with by alternatives within the Waste Hierarchy	Minerals and Waste Local Plan Monitoring	2003	3 years	CCC, LAs, EA	
x			x	Location, type and capacity of new waste handling and recycling facilities	Minerals and Waste Local Plan Monitoring	2003	3 years	CCC, LAs, EA			

Contributing to the Quality of Life	Meet community needs for facilities and services	Maintain vitality and viability of Town Centres	x	x	x	Proportion of floorspace vacant	Town centre healthcheck indicators	2001 Town Centre Health Check	bi-ennial	CCC, DCs, LDNPA	CCC, LPAs, NWDA, Countryside Agency, Commercial sector, Local community, Retail industry, Town Councils, LSPs, Highways Agency, Capita, Retail industry/commercial sector, Stagecoach, Chamber of Trade, Town Centre Managers, Cycling groups, Freight Haulage Association, Private developers, Parish and Town Councils, RRC, Health Authorities, Private Education Trusts, Voluntary sector, Sports Council, URC, Environment Agency, Countryside Agency, English Nature, English Heritage, Forestry Commission
			x	x	x	Proportion of all retail floorspace used for charity shops.	Town centre healthcheck indicators	2001 Town Centre Health Check	bi-ennial	CCC, DCs, LDNPA	
			x	x	x	Proportion of retail and leisure applications approved that are in accordance with the sequential test in policy L50	Planning Applications Monitor				
		Maintain services and facilities in rural areas to meet local needs	x	x	x	Number of parishes with key services/facilities	CA Rural Services Survey	2001 Rural Services Survey	bi-ennial	CCC, DCs, LDNPA, CA	
		Recreation needs are met	x	x	x	Assessment of provision against need	Recreation Audit and Strategy			DCs, Sport England	
Monitoring the Whole Plan	Policies in the plan are sustainable	Achieve a more sustainable pattern of development	x	x	x	Undertake Sustainability Appraisal on any revision of SP	Reference will be made to whole plan	Sustainability Appraisal of policies in the emerging Deposit Plan	Key stages of plan preparation and review	CCC, LDNPA	
	Monitoring social, economic and environmental trends	Preparation of a Full Monitoring Report to secure overview of the extent of success the Structure Plan has achieved	x	x	x	Quantitative and qualitative assessment of a wide range of indicators relating to economic, social and environmental issues, as set out elsewhere in this table and from other available sources	Numerous but including, SP monitoring, LTP monitoring, CA, EA, CEIP, etc		5 years	CA, EA, CEIP, DCs, CCC, LDNPA	
	Increasing Participation in the Planning Process	Increase the engagement and understanding of partners and public in the planning process and issues	x	x	x	Website hits, formal meetings, logged enquiries, formal consultation responses, informal networking opportunities	CCC, LDNPA, LPAs	Planning Cumbria consultation	key stages in the planning process	CCC, LDNPA	

#### Abbreviations

CA	Countryside Agency
CCC	Cumbria County Council
CEIP	Cumbria Economic Intelligence Partnership
DCs	District Councils
EA	Environment Agency
EH	English Heritage
ELA	Employment Land Availability
HIP	Housing Investment Programme
HLA	Housing Land Availability
LA	Local Authority
LDNP	Lake District National Park
LDNPA	Lake District National Park Authority
LPAs	Local Planning Authorities
LSPs	Local Strategic Partnerships
LTP	Local Transport Plan
NDC	New Deal for Communities
RAWP	Regional Aggregates Working Party
RHT	Rural Housing Trust
SAM	Scheduled Ancient Monument
SIC	Standard Industrial Classification
SP	Structure Plan
TCHC	Town Centre Health Checks

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Strategic Planning Team  
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and the

Lake District National Park Authority  
Murley Moss  
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Kendal  
LA9 7RL

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