

# WIGAN LOCAL DEVELOPMENT FRAMEWORK

## FIRST ANNUAL MONITORING REPORT

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# 1. Introduction

- 1.1 Monitoring is crucial to the successful delivery of local development frameworks. It helps authorities to understand the main social, environmental and economic issues affecting their areas and the key drivers of spatial change. Regular monitoring will help to show if local development frameworks are achieving their objectives or if they should be changed in response to changing circumstances.
- 1.2 The Planning and Compulsory Purchase Act 2004 and associated regulations require authorities to produce Annual Monitoring Reports (AMRs) in which they are required to undertake the following tasks:
- Review actual Local Development Framework (LDF) progress in terms of local development document preparation against the timetable and milestones in the Local Development Scheme;
  - Assess the extent to which policies in local development documents are being implemented;
  - Where policies are not being implemented, explain why and set out what steps are being taken to ensure that the policy is implemented, or whether the policy is to be amended or replaced;
  - Identify the significant effects of implementing policies in local development documents and whether they are as intended; and
  - Set out whether policies are to be amended or replaced.
- 1.3 The annual monitoring report is therefore a key mechanism for assessing the performance and effects of the LDF and for putting into practice the concept of 'plan, monitor and manage' whereby the findings of monitoring feed directly into any review of policy that may be required.
- 1.4 In particular, AMRs are required to consider:
- Whether the timetable and milestones for the preparation of documents set out in the local development scheme have been met or progress is being made towards meeting them or, where they are not being met or not on track to being achieved, the reasons why;
  - Whether policies and related targets in local development documents have been met or progress is being made towards meeting them; or,
  - Where they are not being met or not on track to being achieved, the reasons why;
  - What impact the policies are having in respect of national and regional targets and any other targets identified in local development documents and not covered by the above;
  - What significant effects implementation of the policies is having on the social, environmental and economic objectives by which sustainability is defined and whether these effects are intended;

- Whether the policies in the local development document need adjusting or replacing because they are not working as intended;
  - Whether policies need changing to reflect changes in national or regional policy; and
  - If policies or proposals need changing, the actions needed to achieve this.
- 1.5 This is Wigan's first annual monitoring report since the introduction of the new planning system and is required to be prepared and submitted to the Government Office for the North West by the end of December 2005. Although it is only required to address the period from October 2004 to the end of March 2005 (i.e. since the commencement of the Act) it actually relates to the full year from 1 April 2004 to 31 March 2005, in line with good practice. Where it has not been possible to provide as full a picture as possible in this first monitoring report, in particular for the Core Output Indicators required by national guidance, as full an analysis as possible has been provided. However the problems of providing the data have been clearly set out in the report along with an explanation of how they will be overcome for the next report in December 2006.
- 1.6 The report format is in 4 broad sections, the first being this introduction which, in addition to dealing with the purposes and aims of the document, includes material setting out the key contextual characteristics of the Borough. The second section deals with the implementation of the Local Development Scheme and compares the timetable and milestones set out in that document with what has been actually achieved in practice during the year. It then goes on to consider any need to revise the LDS in the light of that information or for other reasons. The third section deals with planning policy implementation which is assessed against both the core output indicators laid down in national guidance and against other local indicators. In practice these other local indicators are, in the main, those indicators laid down in the emerging Replacement Unitary Development Plan and which were considered by the Council in an Interim Annual Monitoring Report in June 2005. It also includes commentary on the need for development of future monitoring systems to fill any shortfalls in data collection. The final section pulls out the main conclusions derived from the monitoring.

### **Key Contextual Characteristics of the Borough**

#### **1.7 Demographic characteristics**

##### **Population size**

Wigan has a resident population of 301,417 (source: 2001 Census), of which 147,862 are men and 153,555 are women. Over 76,000 are under 20 years of age; over 43,436 are over 74 years of age. Further details are on the council's website.

### **Household Types**

There are 125,096 households (source: 2001 Census) at an average of 2.39 people per household. 90,293 (72%) are owner occupied; 22,110 (17.7%) are tenants of Wigan and Leigh Housing; 2,746 (2.2%) are housing association tenants; and 9,947 (7.9%) are other tenants.

### **Ethnic composition**

294,149 people (97.6%) are white: British; 1,1744 (0.6%) are white: Irish; 1,613 (0.5%) are white: other white. The other 3,909 people resident in the Borough are of 13 other ethnic groups but no more than 700 people in any one other single ethnic group. Further details are on the council's website (source: 2001 Census).

## **1.8 Socio-cultural issues**

### **Index of multiple deprivation**

In the Indices of Deprivation 2004, Wigan was ranked at 53 out of 354 local authorities in England, where 1 was the most deprived area and 354 the least deprived. This rank was derived from the average deprivation score of the Local Super Output Areas in the local authority (source: National Statistics, 2005).

### **House prices**

The average house price in Wigan in 2002 was £67,170, compared to £88,382 in the North West and £138,370 in England and Wales. Prices by house type in Wigan were £125,466 for detached houses; £64,862 for semi-detached; £41,083 for terrace houses; and £64,720 for flats (source: National Statistics, 2005).

### **Unemployment**

At March 2005 Wigan Borough had an unemployment rate of 3.1% (source: Nomis, Manchester Enterprise).

### **Life expectancy**

The male and female life expectancies for Wigan during the period 2001-2003 were 74.4 and 78.6 years respectively. This compares to 74.8 and 79.5 for the North West and 76.1 and 80.7 for England and Wales (source: National Statistics, 2005).

### **Long term illness**

22.3% of people in Wigan have a limiting long term illness, compared to 20.7% in the North West and 18.2% in England and Wales. (source: 2001 Census).

## **1.9 Environment**

### **River water quality**

There are 7 rivers (including the River Douglas in 3 parts) which have been assessed against the Water Framework Directive. Each one is categorised as 'at risk' (source: Environment Agency, 2005).

**Condition of SSSIs**

100% of SSSIs in the Borough (176 hectares, all in the Council's ownership) are in good condition (source: Wigan Council, 2005).

**Woodland Cover**

The last comprehensive survey of woodland cover in the Borough in 1995 recorded 6.2%. It has been increased since to around 8%. A figure will be confirmed for future AMRs (source: Wigan Council, 2005).

**1.10 Housing and built environment****Empty dwellings**

At 1 April 2005, there were 4865 empty dwellings in the Borough, of these 2206 were dwellings in the private sector empty for over 6 months (source: Wigan Council 2005).

**Amount of derelict land**

The latest confirmed figure for derelict land in the Borough is 563 hectares in 1998 (source: Wigan Council, 2005).

**1.11 Transport****Car ownership**

34,407 households (27.5%) do not have access to a car (source: 2001 Census).

## **2. LDS Implementation**

### **a) LDS Milestones**

2.1 In Wigan's first Local Development Scheme (LDS), four Local Development Documents had milestones in the year ending March 2005, each one a Supplementary Planning Document (SPD). These were:

- Provision of Open Space in New Housing Development, Adoptions and Financial Contributions from Developers SPD
- Landscape Design SPD
- Design Guide to Residential Development SPD
- Shop Front Design Guide SPD

2.2 These SPDs were originally under preparation as SPG under the old planning system and were rescheduled for preparation as SPD in the Local Development Scheme (under preparation itself between late 2004 and March 2005).

#### **Provision of Open Space in New Housing Development, Adoptions and Financial Contributions from Developers SPD**

2.3 The LDS timetable for this SPD is:

Issues, options and evidence gathering:	Sept - Nov 2004
Prepare draft:	Dec 2004 - Feb 2005
Public participation on draft:	March - April 2005
Consider representations and finalise:	May - July 2005
Adoption:	October 2005

2.4 As a result of advice that SPDs have to be approved by Council, public participation on the draft SPD commenced early on 7 February 2005 and ran for 6 weeks until 18 March 2005. Work on the SPD commenced on time and all milestones to the end of March 2005 were met.

2.5 The SPD was subsequently approved for adoption in October 2005 but cannot be adopted because it is supplementary to Policy R1E in the draft Replacement UDP. The LDS will need to be modified in this regard.

#### **Landscape Design SPD**

2.6 The LDS timetable for this SPD is:

Issues, options and evidence gathering:	Sept - Nov 2004
Prepare draft:	Dec 2004 - Feb 2005
Public participation on draft:	March - April 2005
Consider representations and finalise:	May - July 2005
Adoption:	October 2005

- 2.7 Work on the SPD commenced on time. As a result of advice that SPDs have to be approved by Council, public participation on the draft SPD commenced early on 7 February 2005 and ran for 6 weeks until 18 March 2005. All milestones to the end of March 2005 were met.
- 2.8 The SPD was subsequently adopted in October 2005 in line with the milestone.

### **Design Guide to Residential Developments SPD**

- 2.9 The LDS timetable for this SPD is:
- |   |                   |
|---|-------------------|
| Issues, options and evidence gathering: | Jan - March 2005  |
| Prepare draft:                          | April - June 2005 |
| Public participation on draft:          | July - Aug 2005   |
| Consider representations and finalise:  | Sept - Nov 2005   |
| Adoption:                               | Dec 2005          |
- 2.10 Only the first milestone for this SPD fell within the year to March 2005. . Work on the SPD commenced on time and this milestone was met. The following milestones up to 'finalise' have also been met. However, the SPD will not be adopted in December. Following public participation the document has been extensively reformatted and a small number of substantive changes have been made. Therefore we will publish the revised draft for further public participation early in 2006 and will report back to Council on 26 April for adoption. The LDS will be modified accordingly.

### **Shop Front Design Guide SPD**

- 2.11 The LDS timetable for this SPD is:
- |   |                     |
|---|---------------------|
| Issues, options and evidence gathering: | Nov 2004 - Jan 2005 |
| Prepare draft:                          | Feb - April 2005    |
| Public participation on draft:          | May - June 2005     |
| Consider representations and finalise:  | July - Sept 2005    |
| Adoption:                               | October 2005        |
- 2.12 The first two milestones for this SPD fell within the year to March 2005. Work on the SPD commenced on time and these milestones were met. All subsequent milestones have also been met and the SPD was adopted in October 2005.

## **b) Review of the Local Development Scheme**

- 2.13 In accordance with the approved Local Development Scheme three other SPDs and the Statement of Community Involvement (SCI) have commenced since the beginning of April 2005 and are on target with their milestones. However, having now had initial experience of working with the new Local Development Framework (LDF) planning system the Council is currently in the early stages of reviewing the LDS for approval in 2006.

2.14 A number of issues have given rise to the need for this review:

- In putting together the initial LDS, it had been expected that the Replacement UDP would be adopted by December 2005. However, the Inquiry closed later than initially anticipated on 25 February 2005, such that the Inspector's Report was not received until 9 September and Proposed Modifications could not be placed on deposit until January 2006. In order to ensure that the Council has an up-to-date statutory development plan, adoption of the Replacement UDP before 21 July 2006 is a short term priority for the Council.
- The Inspector's Report for the Replacement Plan Inquiry has recommended that we need to identify and allocate additional employment land. Due to the need to adopt the Plan before 21 July 2006, the Council has proposed that this land be identified through a new development plan document. This needs to be scheduled in the LDS.
- The Council's legal advice is that that all Local Development Documents have to be approved by full Council at draft stage for public participation as well as at adoption. With full Council meeting every second month and having to report to Cabinet two weeks prior to Council, with agenda papers required up to 2 weeks before that, there is a lengthy approval process that has to be undertaken twice within a calendar year for SPD production. This was not anticipated at the time of producing the first LDS.
- The Council is at an advanced stage in producing its SCI and needs to be realistic in its scheduling of LDD production in order to ensure that it can meet its obligations in the SCI as one of the tests of soundness.
- Emerging detailed proposals for production of a Greater Manchester Waste DPD are being firmed up and need to be taken into account.
- The Council has to respond positively to the more rigorous monitoring requirements of the new planning system and renew its monitoring systems to ensure that data can be produced efficiently across the range of core and supplementary indicators, including for sustainability appraisal.

2.15 As such both of the DPDs and the SPD on Planning Obligations that are scheduled in the LDS for commencement in late 2005 / early 2006 will not commence as stated, but will be reviewed as part of the overall review of the LDS. In the first instance key officers are taking part in a workshop on 14 December and a meeting will be sought soon thereafter with the Government Office for the North West. It is the current intention to report the revised LDS to Cabinet on 16 February and Council on 1 March. However, progress on the GM Waste DPD may delay this.

### 3. Planning Policy Implementation and Monitoring Issues

#### a. LDF Core Output Indicators

3.1 The following LDF core output indicators are for the whole of Wigan Borough from 1<sup>st</sup> April 2004 to 31<sup>st</sup> March 2005.

#### Business Development

**Table 1: Business Development Core Indicators**

LDF Core Indicator	Local Authority Position	
1a: Amount of floorspace developed for employment by type.	B1(a)	7,051 Sqm*
	B1(b)	-
	B1(c)	-
	B2	6,580 Sqm*
	B8	5,704 Sqm*
1b: Amount of floorspace developed for employment by type, in employment or regeneration areas.	As above	
1c: Amount of floorspace by employment type, which is on previously developed land.	B1(a)	5,279 Sqm*
	B1(b)	-
	B1(c)	-
	B2	6,580 Sqm*
	B8	5,704 Sqm*
1d: Employment land available by type;		
(i) sites identified and allocated in the LDF.	B1/B2/B8	212.75 ha
	B1/B2 only	21.62 ha
	B1 only	0.52 ha
	B2 only	1.9 ha
(ii) sites within the above for which planning permission has been granted	B1/B2/B8	24.98 ha
	B1/B2 only	-
	B1 only	0.52 ha
	B2 only	-
1e: Losses of employment land to (i) employment/regeneration areas and (ii) local authority area.	Nil	
1f: Amount of employment land lost to completed residential development.	Nil	

(\*Gross internal floorspace (calculated at 2.5% of the gross external floorspace))

#### Definitions:

B1 Business

(a) Offices

(b) Research and development studios, laboratories, high tech

(c) Light industry

B2 General Industry

B8 Storage or Distribution

- 3.2 Business development information is currently set out in our 'UDP allocated employment land availability update' April 2005 and is monitored annually for RSS requirements. We currently only monitor development over 1,000 Sqm floorspace and this is reflected in table 1 above.
- 3.3 The information for all development (sites below 1,000 Sqm) is not currently available. In order to make this information available for future AMRs, we are looking at ways to make better use of the suite of modules for development planning that form part of the CAPS Uniform applications and data processing system used in development control / building control at Wigan Council.

## Housing

**Table 2: Housing Core Indicators**

<u>LDF Core Indicator</u>	<u>Local Authority Position</u>
2a Housing Trajectory showing:	
(i) net additional dwellings over the previous five year period or since the start of the relevant development plan document period, whichever is the longer;	3307 dwellings
(ii) net additional dwellings for the current year;	628 dwellings
(iii) projected net additional dwellings up to the end of the relevant development plan document period or over a ten year period from its adoption, whichever is the longer;	6389 dwellings
(iv) the annual net additional dwelling requirement; and	510 dwellings
(v) annual average number of net additional dwellings needed to meet overall housing requirements, having regard to previous years performance.	468 dwellings
2b Percentage of new and converted dwellings on previously developed land.	66.5%
2c Percentage of new dwellings completed at:	
(i) less than 30 dwellings per hectare;	27.7%
(ii) between 30 and 50 dwellings per hectare; and	52%
(iii) above 50 dwellings per hectare.	20.3%
2d Affordable housing completions. <sup>(see 3.4)</sup>	-

- 3.4 At present Wigan Council does not have a UDP policy requiring affordable housing. However this has been identified as an issue in the Borough, and it is anticipated that from around May 2005 with the adoption of the UDP, a policy and SPD will be in place requiring affordable housing on appropriate sites. This will be monitored on our residential land database for inclusion in future monitoring reports.

- 3.5 The housing trajectory table and graph, included at Appendix 1, illustrate the housing position in Wigan at April 2005. The trajectory is set within the framework of RPG13 'The Regional Spatial Strategy for the North West', the 'Replacement Wigan UDP' (RUDP), and the most recent figures returned to The Regional Assembly in April 2005 as part of annual RPG monitoring.
- 3.6 Regional Spatial Strategy for the North West (RSS) requires that the Borough makes provision for an annual average build rate of 410 dwellings per year. This rate is net of clearance; therefore an allowance of 100 has been made to give a gross housing requirement for the Borough of 510 dwellings per year. This figure has been used for core indicator 2a (iv). In the UDP it is stated that this annual rate of provision will apply to 2016 until such time as a different rate is adopted through a review of RSS.
- 3.7 In relation to core indicator 2a(i) and (ii), over the past five year period a total of 3307 net additional dwellings were provided in the Borough, equating to an annual average of 661. In the present AMR year (2004/05) the rate was 628 net additional dwellings, indicating a slight reduction in overall build rates in the Borough.
- 3.8 The RUDP indicates that over the plan period average windfalls will be around 258 per annum. The windfall rates for the previous 3 years (2002/3 – 521, 2003/4 – 427, 2004/5 – 493) have been taken into account and the annual average for the remaining plan period subsequently altered to 185 per annum to reflect these higher rates at the start of the plan period.
- 3.9 Looking ahead for the period 2005/06 to 2015/16, RSS requires the provision of 5610 dwellings in the Borough. On the basis of housing land supply and current development activity it is projected that around 6389 dwellings could be provided in that time (2a[iii]). Taking these figures into account, as well as the results from the previous five years, it is established that over the remaining plan period, the annual average number of net additional dwellings needed to meet overall housing requirements is 468 per annum (2a[iv]).
- 3.10 Much of the housing land supply for the first five years of projected completions comes from the build out of identified sites, either not started or with planning permission, and allocated sites. As at April 2005, there were 2897 dwellings not started or with planning permission in the Borough. A slippage rate of 10% was applied for the period 2005/6 to 2009/10, and a further 10% for the period 2010/11 to 2015/16. This reflects the nature of many of the more difficult sites where planning permissions may not be implemented, or may not be renewed in line with changed government guidance.

- 3.11 The projected build dates for the allocations have been accurately gauged using developer information. It is anticipated that once the build-out of these sites is complete in around 2010/11, the total build rate for the Borough will drop slightly below RSS figures, reflecting the completion of allocated sites and the slower rate of windfall sites coming forward.
- 3.12 In summary, the housing trajectory exercise indicates that actual housing provision in Wigan Borough has gone beyond the annual average requirement in the three years since the figures were issued. Moreover it would appear that this trend could continue for the next five years. This is based on the amount of dwellings not started on sites under construction, as well as dwellings with planning permission and allocated sites. This fact has been picked up by the North West Regional Assembly, who in the recent Interim Draft Review of RSS (October 2005) proposed to amend annual housing figures for Wigan from 410 to 900 per annum.
- 3.13 The housing position in the Borough will continue to be monitored on a regular basis. At present the Borough has a good supply of housing land, although it is anticipated that this will not be the case over the whole plan period as allocated sites are built out and windfalls sites slow down in coming forward. This will be dealt with as part of the monitoring and review process to ensure a continuing supply of housing land as intended in the 'plan, monitor and manage' approach.
- 3.14 To conclude on housing, all relevant housing core output indicators were collected as part of the AMR process although some deficiencies in the procedure for gathering information were detected while compiling the report. An improved database for housing data is currently being developed and it is hoped that this will allow for easier access to information. Particular issues were noted in how projected housing completions should be allocated over the plan period; it is proposed that the new database will allow information to be inserted in relation to projected build completion dates.
- 3.15 The CAPS system currently used in the Planning Department could also be better utilised for monitoring purposes. It is proposed that on a weekly basis, policy staff will analyse new data inputted on CAPS to ensure all relevant information is inputted into the database for ease of monitoring.

## Transport

**Table 4: Transport Core Indicators**

<u>LDF Core Indicator</u>	<u>Local Authority Position</u>
3a. Amount of completed non-residential development within UCOs A, B and D complying with car parking standards set out in the local development framework.	3
3b. Amount of new residential development within 30 minutes public transport time of: GP; a hospital; a primary school; a secondary school; areas of employment; and a major retail centre(s).	Not available

3.16 There were no completions under Use Class Order (UCO) A, retail as defined in the paragraphs below on local services. Five developments were completed during 2004/2005 under UCO B of which 2 met Regional Transport Strategy Parking Standards and there has been one completion under UCO D as set in the paragraphs below on local services which met the car parking standards.

3.17 The calculation of public transport times from all the locations identified is a major exercise that needs to be undertaken with the help of GMPTC and the Greater Manchester Transportation Unit (GMTU).

## Local Services

**Table 5: Local Services Core Indicators**

<u>LDF Core Indicator</u>	<u>Local Authority Position</u>	
4a Amount of completed retail, office and leisure development.	B1(a)	-
	A1	-
	A2	-
	D2	2,284 Sqm*
4b Amount of completed retail, office and leisure development in town centres.	B1(a)	-
	A1	-
	A2	-
	D2	2,284 Sqm*
4c Amount of eligible open spaces managed to Green Flag Award standard.	Not available	

(\*Gross internal floorspace (calculated at 2.5% of the gross external floorspace)

### Definitions:

B1(a) Offices

A1 Shops

A2 Financial and Professional Services

D2 Assembly and Leisure

3.18 Local Service information is monitored annually for RSS requirements for development over 500 Sqm floorspace and this is reflected in table 5 above.

- 3.19 We currently monitor Local Service information in a variety of ways. Retail and Leisure commitments (over 929 Sqm) are set out in our 'summary of retail and leisure commitments' last updated June 2004. We also record information on all town centre uses within our Town Centre Database. This has recently been revised to take account of our needs, but still requires some further work.
- 3.20 The information for all development (sites below 500 Sqm) is not currently available. In order to make this information available for future AMRs, we are looking at ways to make better use of the CAPS Uniform suite of modules described in paragraph 3.3 and our town centres database to refine the monitoring of this core output indicator.
- 3.21 We have no figures for the 2004-05 financial year for the amount of eligible open spaces managed to Green Flag Award standard. However we are currently undertaking an open space assessment for the Borough and will use this information when completed, together with CABE's Green Flag Award criteria to collate data for the 2006 AMR. Wigan Leisure and Culture Trust currently have plans to prepare a parks strategy and aspire to secure actual Green Flag status for the core parks for the Borough.

## Minerals

**Table 6: Minerals Core Indicators**

<u>LDF Core Indicator</u>	<u>Local Authority Position</u>
5a. Production of primary land won aggregates	Not available
5b. Production of secondary/recycled aggregates	Not available

- 3.22 For both aggregate production and secondary/recycled aggregate production and re-use the most up to date figures available are for 2003. The information is set out in the Regional Aggregate Working Party (RAWP) 'Annual Monitoring Report 2004 (AM2004)' Unfortunately the survey for the 2004 data (AM2005) is not yet available due to issues arising from the Freedom of Information Act and commercial sensitivity.
- 3.23 Greater Manchester Geological Unit (GMGU) have provided us with an aggregated figure for Greater Manchester which is taken from the RAWP AM2004. The production of primary land won aggregates for Greater Manchester in 2003 is 1.9 million tonnes. Figures cannot be assigned to individual boroughs for confidentiality reasons.
- 3.24 GMGU have also provided us with information on the production of secondary/recycled aggregates (taken from RAWP AM2004). However, the information available is not comprehensive. Arisings and re-use of road planings, clay/shales/pulverized fuel ash, slate and blast furnace slag and other for the North West are 758,569 tonnes; reserves for the same materials stand at 17,191,716 tonnes.

- 3.25 Unfortunately these figures are not available at sub regional or district level and do not cover other materials such as construction and demolition waste. Information on construction and demolition waste is very difficult to obtain and it is something that is being discussed at the regional level as to how they can obtain more accurate information.
- 3.26 The most up to date information on this waste stream is available from the Symonds Report on 'Survey of Arisings and Use of Construction, Demolition and Excavation Waste (CDEW) as Aggregate in England in 2003'. The results of this survey are also only available at the regional level, and cannot be broken down to sub-regional level, therefore represent the position for the whole of the North West in 2003.
- 3.27 In 2003 the NW produced 5.62 million tonnes of recycled aggregate and soil. This consisted of 4.68 million tonnes of recycled aggregate and 0.93 million tonnes of soil. Re-use, recycling and disposal of CDEW for the northwest was 11.11 million tonnes.

## Waste

**Table 7: Waste Core Indicators**

<u>LDF Core Indicator</u>	<u>Local Authority Position</u>	
6a. Capacity of new waste management facilities by type.	Nil	
6b. Amount of municipal waste arising, and managed by management type, and the percentage each management type represents of the waste managed.	Composted (2%)	5660 tonnes
	Recycled (28%)	71,678 tonnes
	Landfilled (70%)	180,0717 tonnes
	Total	258,055 tonnes

- 3.28 There was no new capacity for waste management facilities approved or completed in the Borough during the year 2004/05.
- 3.29 GMGU are in the process of preparing a waste facility database which will include information on the capacity of waste management facilities by type to assist us with future monitoring.

## Flood Protection and Water Quality

**Table 8: Flood Protection and Water Quality Core Indicators**

<u>LDF Core Indicator</u>	<u>Local Authority Position</u>
7a. Number of planning permissions granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality.	Nil

- 3.28 Out of 8 planning applications raising issues regarding flood defence or water quality, 5 applications were withdrawn, one refused and two amended to meet Environment Agency requirements.

## Biodiversity

**Table 9: Biodiversity Core Indicators**

<u>LDF Core Indicator</u>	<u>Local Authority Position</u>
8a. Change in areas and populations of biodiversity importance, including:	
i) change in priority habitats and species (by type); and	Not available
ii) change in areas designated for their intrinsic environmental value including sites of international, national, regional, sub-regional or local significance.	20.3 ha increase

3.29 In terms of the change in priority habitats and species, the Biodiversity Strategy and first three Action Plans were approved by Cabinet on 17 November 2005. This will allow us to carry out more targeted monitoring of specific habitats and species in the future. Action has also been taken to allow us to gather more information on Wigan's contribution to biodiversity at a regional level.

## Renewable Energy

**Table 10: Renewable Energy Core Indicators**

<u>LDF Core Indicator</u>	<u>Local Authority Position</u>
9. Renewable energy capacity installed by type.	Nil

3.30 There is a nil return for renewable energy development (completed and available for operation) in 2004/2005. Renewable energy types include bio fuels, onshore wind, water, solar energy and geothermal energy.

### b. Other Local Indicators

3.31 Chapter 4 of Wigan's Replacement UDP deals with monitoring and review and specifies the Council's commitment to producing an annual monitoring report. In this chapter a table of indicators and targets outlines the ways in which monitoring of the UDP will be measured.

3.32 The indicators and targets, which are not covered in the Core Indicators at section 3a), are included here. Each section is headed by an extract from the table in Chapter 4 of the Replacement UDP showing the particular policy along with the output indicator selected for it. The table then shows the target for that indicator and the actual values achieved for the year 2004/05. A brief commentary follows, where appropriate, to provide a background or explanation to the figures.

Policy and Indicator	Target	Actual
<b>GB1 – Green Belt</b>		
<ul style="list-style-type: none"> <li>% appeals allowed against refusal of development in the Green Belt</li> </ul>	Nil	12.5% (One)

3.33 There have been 8 appeals against refusals on Green Belt grounds during the year. Of these, all but one were dismissed.

Policy and Indicator	Target	Actual
<b>GB2 – Safeguarded Land</b>		
<ul style="list-style-type: none"> <li>% appeals allowed against refusal of development in Safeguarded Land</li> </ul>	Nil	Nil

3.34 There have been no appeals against refusal in Safeguarded Land.

Policy and Indicator	Target	Actual
<b>GB3 – Agricultural Land</b>		
<ul style="list-style-type: none"> <li>Approvals on Grade 1,2 or 3A land</li> </ul>	Nil	42.

3.35 There have been some 42 planning permissions granted in areas designated as being of high quality agricultural land. Closer examination of the location of these consents however presents a rather different picture. A large proportion of them are on land at Hope Carr and Stone Cross Park employment areas, both of which have long been allocated for development through the development plan system. Other consents relate to minor domestic extensions on existing housing estates at Rectory Lane and Almond Brook Road, Standish which have therefore not led to the loss of any agricultural land. This highlights the need to exclude areas of land which have been developed from the agricultural land quality records. Others appear to be extensions to and conversions of existing buildings which therefore also do not result in the loss of agricultural land.

Policy and Indicator	Target	Actual
<b>EM2 – Tourism</b>		
<ul style="list-style-type: none"> <li>People employed in tourism</li> </ul>	28% increase from 2002 to 2009	-1% 2002/2003
<ul style="list-style-type: none"> <li>Tourism visits per year</li> </ul>	32% increase from 2002 to 2009	-3% 2002/2003
<ul style="list-style-type: none"> <li>Visitor spend per annum</li> </ul>	16% increase from 2002 to 2009	-1% 2002/2003

3.36 3,070 people were employed directly in tourism in 2002 with a further 1,563 people counted as being employed indirectly. Both figures are full time equivalent positions. The figures for 2003 were 3,031 and 1,547 respectively. Of the tourism visits per year the majority were day visitors, the remainder being visits for business purposes. Visitor spend remained in proportion to visitor numbers.

Policy and Indicator	Target	Actual
<b>EV1 – Environmental Protection and Enhancement</b>		
<ul style="list-style-type: none"> <li>Hectares of derelict land reclaimed</li> </ul>	23 named sites (plus others)	1.85 hectares
<ul style="list-style-type: none"> <li>Improvements in Air Quality</li> </ul>	Number of days when air pollution exceeds national air quality standard for particles: below 35 days per year. Nitrogen dioxide concentration: annual average below 40 ug/m3.	<ul style="list-style-type: none"> <li>Numerous predicted exceedances of the 2005 Nitrogen Dioxide annual average objective.</li> <li>No predicted exceedances of the one hour objective.</li> <li>Areas of exceedance all related to major roads and junctions.</li> </ul>

3.38 The 1.85 hectares of derelict land reclaimed were at Broomfield Tip, Standish. Resource restrictions have prevented any other sites from being reclaimed.

3.39 It is clear that the predicted exceedances of the national air quality standard for nitrogen dioxide relate principally to road traffic increases rather than directly to the effects of new development, which Policy EV1B seeks to control. The Council, (using other powers, outside the planning system) is reviewing it's air quality management area boundaries to cover the new areas predicted by the most recent air quality modelling work.

Policy and Indicator	Target	Actual
<b>EV2 – Nature Conservation</b>		
<ul style="list-style-type: none"> <li>• Damage to designated areas, arising from development: <ul style="list-style-type: none"> <li>- Special Area of Conservation</li> <li>- Site of Special Scientific Interest</li> <li>- Site of Biological Importance</li> <li>- Local Nature Reserve</li> <li>- Wildlife Corridor</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Nil</li> <li>Nil</li> <li>Nil</li> <li>Nil</li> <li>Nil</li> </ul>	<ul style="list-style-type: none"> <li>Nil</li> <li>Nil</li> <li>Nil</li> <li>Nil</li> <li>Nil</li> </ul>
<ul style="list-style-type: none"> <li>• Ecological Assessments undertaken</li> </ul>	100% of schemes where relevant	
<ul style="list-style-type: none"> <li>• Adverse impact on Protected Species arising from development</li> </ul>	Nil	Nil

3.40 Although there have been a small number of planning approvals granted within or adjacent to Sites of Biological Importance, there has been no direct impact or loss of protected area as a result of these proposals, in line with the policy. The majority of the proposals have been for extensions or works to existing properties or are for proposals adjacent to the SBI boundary and therefore do not affect the wildlife habitat of the sites.

3.41 Planning approvals granted within Wildlife Corridors are for development on existing developments, involve extensions to properties or changes of use. They will therefore have no impact whatsoever on the wildlife corridor. None of them have caused severance of a Wildlife Corridor. The only area to be lost is in relation to Leigh Sports Village but where features have been incorporated within the development to maintain linkages to adjacent areas. Leigh Sports Village is, of course, also an allocation in the Replacement UDP.

Policy and Indicator	Target	Actual
<b>EV3 – Design</b>		
<ul style="list-style-type: none"> <li>• Design Guidance produced as SPG</li> </ul>	To be determined	(See commentary)

3.42 The Council's approved Local Development Scheme (LDS) includes 3 Supplementary Planning Documents dealing with Design Guidance. These are those dealing with Landscape Design, Residential Design and Shop Front Design. All 3 documents are in course of production, according to the timetable set down in the LDS.

Policy and Indicator	Target	Actual
<b>EV4 – Conservation</b>		
• Appeals allowed against Conservation Area and Listed Building Consent refusal	No more than one per year	Nil
• Demolition or significant detrimental change to buildings in Conservation Areas	Nil	3.
• Listed Buildings at Risk (national and local lists)	Maintain or reduce number	No change
• Demolition or significant detrimental change to Listed Buildings	Nil	Nil
• Demolition or significant detrimental change to Buildings of Local Interest	Nil	Nil
• Schemes with adverse impact on Historic Parks and Gardens approved	Nil	Nil
• Archaeological investigations undertaken	100% of schemes requested by GMAU	11.

3.43 There have been no appeals against refusal of Conservation Area or Listed Building consent reported during the year.

3.44 Three buildings in conservation areas have been demolished but in all these cases, the demolition was in line with recommendations and was judged to produce an overall gain to the local environment. There has been no change to the local and national lists of Buildings at Risk.

3.45 There have been no demolitions or significant detrimental changes to Listed Buildings or to Buildings of Local Interest and there have been no schemes approved which would have an adverse impact on Historic Parks and Gardens.

3.46 There have been 11 archaeological investigations undertaken in connection with development schemes.

Policy and Indicator	Target	Actual
<b>A1 - Accessibility</b>		
<ul style="list-style-type: none"> <li>Travel Plans approved</li> </ul>	100% of those required	(See commentary)
<ul style="list-style-type: none"> <li>General traffic on A and B roads</li> </ul>	To restrict traffic growth on A & B from 12,619 average 12 hour weekday traffic flow (all motors) in 2002 to 5% by 2010	12 hour weekday traffic flow (all motors) in 2004: 12,033
<ul style="list-style-type: none"> <li>Increase in number of cycling trips</li> </ul>	100% from 2002 - 2010	
<ul style="list-style-type: none"> <li>Increase in number of walking trips</li> </ul>	43% from 2002 - 2010	
<ul style="list-style-type: none"> <li>Quality Bus Corridors Implemented</li> </ul>	4	3
<ul style="list-style-type: none"> <li>Leigh Guided Busway Implemented</li> </ul>	Yes	No
<ul style="list-style-type: none"> <li>Golborne Railway Station Implemented</li> </ul>	Yes	No
<ul style="list-style-type: none"> <li>Wigan Rail Stations Integrated</li> </ul>	Yes	No
<ul style="list-style-type: none"> <li>Major Highway Schemes Implemented</li> </ul>	4	None

3.47 Work was undertaken on seven School Travel Plans and a number of Workplace Travel Plans including those for the Wigan Hospitals, Wigan and Leigh College and Wigan Council, during the year. Amongst the Travel Plans prepared in conjunction with planning applications was one for Leigh Sports College.

3.48 All transport targets are subject to review as part of Greater Manchester Local Transport Plan 2 process and are currently being refined.

Policy and Indicator	Target	Actual
<b>S1 – Hierarchy and Role of Centres</b>		
<ul style="list-style-type: none"> <li>Vitality and viability of town and local centres: <ul style="list-style-type: none"> <li>retailer representation (town centres PSAs)</li> <li>local centre uses (local centres)</li> <li>rentals and yields (4 town centres)</li> <li>vacancy rates (all centres inc. in &amp; outside PSAs)</li> <li>pedestrian flows (5 town centres)</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>At or above 2001 levels</li> <li>At or above 2001 levels</li> <li>At or above 2001 levels</li> <li>Reduction on 2001 rates</li> <li>At or above 2001 levels</li> </ul>	
<ul style="list-style-type: none"> <li>Development of allocated sites</li> </ul>	3	1 site under construction, 1 with planning permission and 1 deleted.

3.49 Of the 3 sites allocated for shopping development in the UDP, that at Station Road, Wigan is currently under construction, that at Leigh East has planning permission and the Ashton-in-Makerfield site was deleted from the Plan.

Policy and Indicator	Target	Actual
<b>C1 – Leisure and Community Facilities</b>		
<ul style="list-style-type: none"> <li>Loss/gain of recreation land</li> </ul>	Overall progress to meet standards	
<ul style="list-style-type: none"> <li>Reduce deficit in target areas identified in Playing Pitch Strategy</li> </ul>	Overall progress to meet standards	

Policy and Indicator	Target	Actual
<b>MW1 – Mineral Working</b>		
<ul style="list-style-type: none"> <li>Appeals allowed for mineral working</li> </ul>	Nil	Nil
<ul style="list-style-type: none"> <li>Permissions for peat extraction on remnant mossland</li> </ul>	Nil	1.

3.50 There have been no appeals against refusal of permission for mineral working.

3.51 There has been one planning permission for peat extraction on remnant mossland.

Policy and Indicator	Target	Actual
<b>WM1 – Waste Management</b>		
<ul style="list-style-type: none"> <li>Waste management facilities provided other than landfill</li> </ul>	Facilities in line with Waste Hierarchy	
<ul style="list-style-type: none"> <li>Increase in recycling activities</li> </ul>	26% of all waste in Borough recycled by 2005 (national targets thereafter)	11% of all Household Waste recycled in 2003/04.

Policy and Indicator	Target	Actual
<b>G1B – Planning Obligations</b>		
<ul style="list-style-type: none"> <li>Benefits gained through Section 106 Agreements</li> </ul>	(number of approvals)	

## **4. Key Findings**

- 4.1 This is the first annual monitoring report for Wigan Borough required under the Planning and Compulsory Purchase Act 2004. It applies to the year from 1 April 2004 to 31 March 2005. Although it is only the first of such annual reports, it demonstrates that we have made reasonable progress in implementing the Local Development Framework and that we are implementing the 'saved policies' of the UDP satisfactorily.
- 4.2 However, in common with most other councils, we have experienced a steep learning curve in adapting our working practices and procedures to the demands of the new development planning system. The annual monitoring report has proved challenging, as the number of gaps or shortcomings in our available data illustrate. We need to improve our internal monitoring systems further to ensure that these gaps and shortcomings can be addressed and that data can be provided efficiently. We are actively developing our monitoring processes to ensure that this happens.
- 4.3 The Council is also intent on learning from its experiences to date in bringing forward Supplementary Planning Documents and the Statement of Community Involvement. We will ensure that our work on development plan documents will meet the tests of soundness required by the Act. We also need to schedule a new Development Plan Document to meet a shortfall in employment land identified by the UDP Inspector. Therefore, we will be reviewing our Local Development Scheme over the next two to three months to set out a revised programme for the LDF.
- 4.4 In addition we are prioritising our work on the final stages of the UDP review process. The existing adopted UDP dates from 1996 and is out-of-date relative to national and regional planning policy and development and conservation requirements. Adoption of the Replacement UDP will ensure that the Borough has a strong up-to-date statutory development plan to guide development and conservation. It will also enable four Supplementary Planning Documents that we have been prepared, or are at an advanced stage of preparation, to themselves be adopted, further strengthening our policy framework.

# APPENDIX 1

## Housing Trajectory

	2000/1	2001/2	2002/3	2003/4	2004/5	2005/6	2006/7	2007/8	2008/9	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	TOTAL
Past Net Completions	820	497	590	772	628												3307
Projections - identified sites						429	218	218	218	218	218	196	196	196	196	196	2499
Projections - Allocated Sites							153	300	262	216	99						1030
Projections - Unallocated Sites						185	185	185	185	185	185	185	185	185	185	185	2035
Projections - Conversions/change of use						75	75	75	75	75	75	75	75	75	75	75	825
<b>Total Past Completions</b>	<b>820</b>	<b>497</b>	<b>590</b>	<b>772</b>	<b>628</b>												
<b>Total Projected Completions</b>						<b>689</b>	<b>631</b>	<b>778</b>	<b>740</b>	<b>694</b>	<b>577</b>	<b>456</b>	<b>456</b>	<b>456</b>	<b>456</b>	<b>456</b>	6389
<b>Cumulative Completions</b>			590	1362	1990	2679	3310	4088	4828	5522	6099	6555	7011	7467	7923	8379	
<b>PLAN - Strategic Allocation (annualised)</b>			510	510	510	510	510	510	510	510	510	510	510	510	510	510	7140
<b>MONITOR - No. dwellings above or below cumulative allocation</b>			80	342	460	639	760	1028	1258	1442	1509	1455	1401	1347	1293	1239	
<b>MANAGE - Annual requirement taking account of past/projected completions</b>			510	504	482	468	446	426	382	330	270	208	146	43	-164	-783	-1239

