

THE ISLES OF SCILLY LOCAL DEVELOPMENT FRAMEWORK

ANNUAL MONITORING REPORT (AMR2)

(APRIL 2007 – MARCH 2008)

DECEMBER 2008



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SUMMARY

The Planning and Compulsory Act 2004 requires every Local Planning Authority to prepare an Annual Monitoring Report. This Annual Monitoring Report is the third to be prepared for the Isles of Scilly and covers the period from 1st April 2007 to 31st March 2008.

In summary this report;

- Includes a series of indicators that highlight the key social, environmental and economic characteristics of the islands. These indicators have helped identify the key issues, challenges and opportunities that the planning system needs to address on Scilly.
- Assesses the progress towards the implementation of the proposed timetable for Local Development Documents identified in the Local Development Scheme.
- Contains Core Output Indicators to assess performance against national planning policy objectives. However, the size and unique characteristics of the islands means that some of the information in relation to these indicators is either unavailable or inappropriate.
- Contains Local Output Indicators that monitor the extent to which the policies and proposals in the Local Plan are achieving their purpose.
- Sets out the timetable for preparing the AMR for 2008/09.

1. INTRODUCTION

1.1 The Planning and Compulsory Purchase Act 2004, which came into force in September 2004, introduced fundamental changes to the planning system. In accordance with the provisions of this Act, the Isles of Scilly Local Plan, which was adopted in December 2005, will gradually be replaced with a series of Local Development Documents (LDD's). Collectively, each Local Development Document will make up the Local Development Framework (LDF) for the Isles of Scilly. The Local Development Scheme (LDS) sets out the timetable for the preparation of LDD's. Most of the policies contained in the Local Plan have been saved beyond the 3 year period since it was adopted by the Government through the powers of the Secretary of State. The Local Plan remains an up to date and relevant document and reflects the principles of the local development framework and current priorities on the islands. In this respect, it is considered that the Local Plan provides a clear spatial planning strategy for the islands in a concise and precise manner, reflecting its relatively small population and geographic area. The Local Plan has regard to the Sustainable Community Strategy for the islands and is in general conformity with the draft Regional Spatial Strategy for the South West.

1.2 Section 35 of the Act requires that every Local Planning Authority submit an annual monitoring report to the Secretary of State by the 31st December. Monitoring is central to sound spatial planning and the achievement of sustainable development. Monitoring is required to identify the impact of planning policies and proposals and assess whether or not they need adjusting or replacing to ensure they meet their purpose.

1.3 The Annual Monitoring Report (AMR) assesses the implementation of the LDS and the extent to which policies in the Local Plan and subsequent LDD's are achieving their purpose. This AMR covers the period from 1st April 2007 to 31st March 2008.

The Key Characteristics of the Isles of Scilly

Context

1.4 The Isles of Scilly is a geographically, socially and politically distinct entity located 28 nautical miles from the coast of Cornwall and comprising a group of approximately 200 low-lying granite islands and rocks. The 2001 Census identifies the resident population on Scilly as 2,153, with 1,607 people living on St Mary's. Most of these live within the administrative

centre of Hugh Town. In addition, there are small though significant communities on 4 of the off-islands: 83 residents on St Agnes, 78 on Bryher, 167 on Treasco and 113 on St Martin's. The population remains stable but is aging rapidly as the young leave for the mainland in pursuit of further education, jobs and homes and the elderly retire to the islands'. The majority of the Isles of Scilly is owned by the Duchy of Cornwall with some freehold land on St. Mary's, concentrated primarily in the Hugh Town. The whole of the island of Treasco is let on a long- term basis to the Treasco Estate.



Fig I – Map of the Isles of Scilly

1.5 The exceptional quality of the islands environment reflects its designation as an Area of Outstanding Natural Beauty (AONB), Conservation Area and Heritage Coast. The Conservation Area and the AONB boundaries are coincidental and cover the entire archipelago. In addition, there are 27 Sites of Special Scientific Interest, 236 Scheduled Ancient Monuments, 128 listed buildings (4 Grade 1 and 8 Grade 2*), a Special Area of Conservation (EU Habitats Directive), a Special Protection Area (EU Birds Directive) and a Ramsar site (i.e. a wetland of international importance). The unique quality of the environment is an asset both for the islands and for Cornwall, pulling thousands of visitors down through the south west peninsula every year.

1.6 The indicators set out in the table below provide a portrait of some of the social, economic and environmental characteristics of the islands with comparable information where available for the South West and the United Kingdom. These indicators provide the context that has helped to establish the key issues, challenges and opportunities that the planning system on Scilly needs to address.

Key Indicators for the Isles of Scilly (2008)

	The Isles of Scilly	South West	UK
Population (2001 census)			
Population Size	2153	4,928,434	58,789,194 (59.6 M)
Population Density (people per hectare)	1.3	2.1	2.4
% of population under 16 years	16.6%	19.0%	20.2%
% of population over 75 years	8.3%	9.2%	7.5%
% Ethnic Composition (2001 census)			
White	99.5%	~	90.9
Mixed	0.3%	~	1.3%
Black	0	~	2.1%
Asian	0	~	4.6%

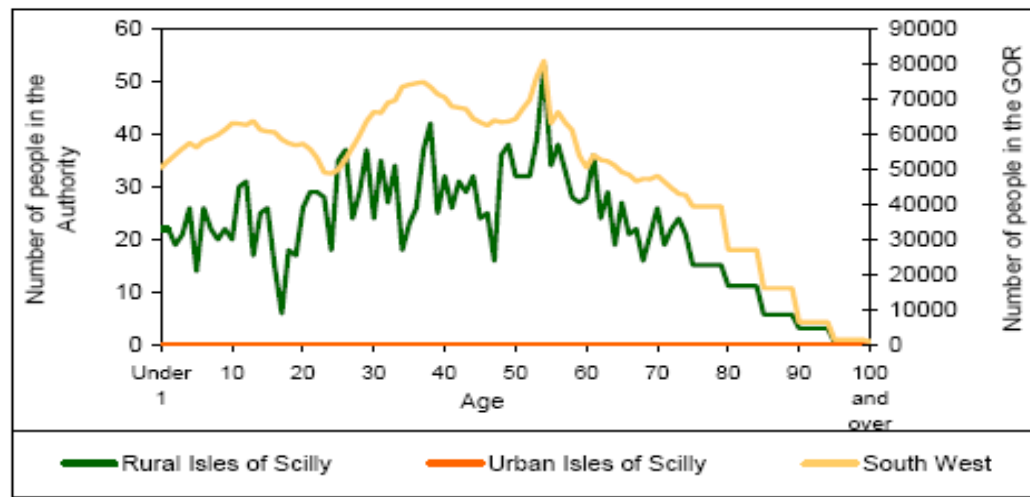
Chinese	0.2%	~	0.9%
Employment and the Economy			
Gross value £ added per head (2005)	£16,672	~	£19,049
% job seeker allowance	0.6%	1.6%	2.4%
% retired	13.4%	15.5%	13.6%
% employed	78.2%	62.4%	60.2%
Labour force as % of total population (2005)	73.9%	~	47.3%
Labour force per capita income (2005)	£22, 561	~	£38,165
Women as % of total employees (2005)	52.9%	~	48.9%
Self employed as % total labour force	35.5%	~	12.7%
Part time as % total employees	47.5%	~	25.7%
Housing			
Number of households	881	2,085,984	24,479,439
Average household size	2.29	2.31	2.36
% Living in Detached	32.6%	~	22.8%
% living in Semi-Detached	18.8%	~	31.6%
% Living in Terraced	17.8%	~	26%
% Living in Flats	30.6%	~	19.2%
Owner Occupied	40.3%	~	68.9%
Rent from Council	14.5%	~	13.2%
Rent from Housing Association	3.9%	~	6%
Private Rented	41.3%	~	11.9%
% Households Without central Heating	40.4%	~	8.5%
Transport/Accessibility			
% of households with no car	46.3%	20.2%	27.4%
Environment			
Distance from mainland	40km	~	~
Total Area of the islands	16 sq km	~	~

Length of coast (Heritage Coast designated 1974)	57km	~	~
% area within AONB designated 1975	100%	~	~
Number and Area covered by SSSIs	27 5.63Km (35%)	~	~
Special Area of Conservation	1.84 sq km	~	~
Special Protection Area	4.09 sq km	~	~
Ramsar	4.09 sq km	~	~
Voluntary Marine Park	Out to 50 metre contour	~	~
Number of listed buildings	128 (4 Grade 1 and 8 Grade II*)	~	~
% area within Conservation Area	100%	~	~
Number of Scheduled Ancient Monuments	236	~	~
Education			
% of 16 yr olds achieving 5 plus GCSE at A-C or above	82.6%	56.1%	56.3% (England)
Community Safety			
Crime rate per 1000 population	4.8	~	11.4

Economic Performance

1.7 The population of the Isles of Scilly remains numerically stable but is aging rapidly as the young leave for the mainland in pursuit of further education, jobs and homes and older people retire to the islands. There is a need to bring back younger people to create a sustainable community. This age structure will place pressure on service provision as well as leading to a decrease in the proportion of residents who are economically active, in a context where economic activity rates are below those in most other areas.

Age of the population in urban/rural parts of the Authority and totals for the Government Of Region.



Source table from the Census: UV04 Age

1.8 Protecting Scilly's unique and precious environment whilst sustaining the islands' community and economy through, for example, the provision of affordable homes to meet the acute housing needs, improving transport links and diversifying the economy and enhancing employment opportunities, continues to be a challenge. A series of constraints conflict with the

objective of ensuring the long-term viability of a sustainable community on Scilly. The main constraints to new development include:

- An acutely finite supply of land (just 4000 acres)
- The need to safeguard the outstanding environment which underpins the islands' economy
- The limited capacity of the islands' infrastructure, particularly in relation to sewage disposal, waste management and supplying sufficient drinking water
- A shortage of affordable properties to rent or buy reflecting the influence of tourism, the significant proportion of second homes and high construction costs.

1.9 The weaknesses of the Isles of Scilly economy are similar to those of other small-scale island communities:

- access costs are high, with a knock on effect in terms of goods and services;
- economic opportunities are limited, incomes are low as a consequence of the inevitable dependence on primary production and tourism; and
- local services are constrained by the compound effect of a small community, distance from main service centres and the costs of using external transport links.

1.10 High dependence on two seasonal industries – tourism and flower farming - is a major weakness. The consequence is the prevalence of low wages and underemployment, and the need for many individuals to hold down more than one job. However, of greater concern is the absence of higher paying part-time employment: that is, even where people have more than one job, the jobs tend to be low paid. The average wage identified in the 2005 National Wage Survey is £5.18, well below the national average.

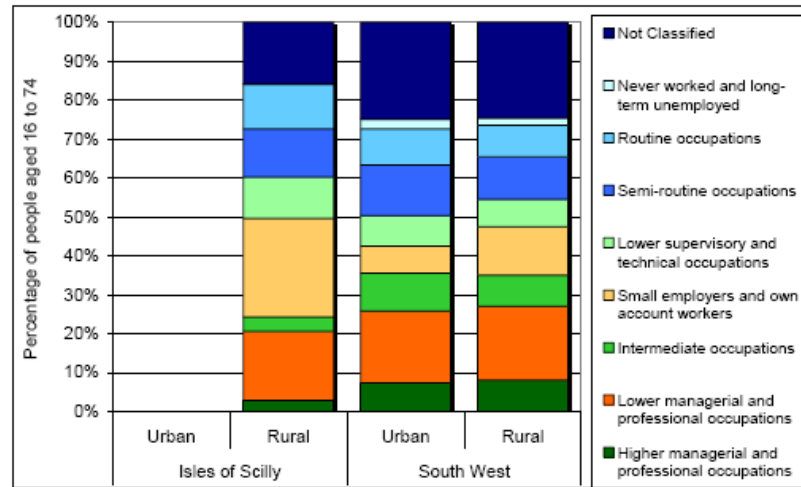
1.11 Tourism dominates the economy with, on average, around 100,000 tourists visiting the islands each year. Its share of total economic activity is much greater than other remote and rural areas in the United Kingdom, although this reflects in part the limited opportunities that exist to develop other sectors of the Scillonian economy. Even if diversifying the islands' economic base proves successful, tourism will remain vital to future prosperity - as the scale of any such diversification is very likely to be limited. From 1997 to 2004 the islands enjoyed a period of tourism growth created by world events and its impact

on international travel. The last two years has seen a decline in visitor numbers, a trend that can only be worsened by external factors like the credit crunch and economic uncertainty.

Visitor numbers (Source: Air figures from CIOS. Ship figures collected by TIC)											
	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007
Ship	47206	44664	45200	43236	42485	41192	47664	46676	45242	51350	43,339
Air	65932	70267	72458	71710	72699	81529	76295	78400	71790	53332	61,648
Total	113138	114931	117658	115694	113946	122721	123959	125076	117032	104682	104,987

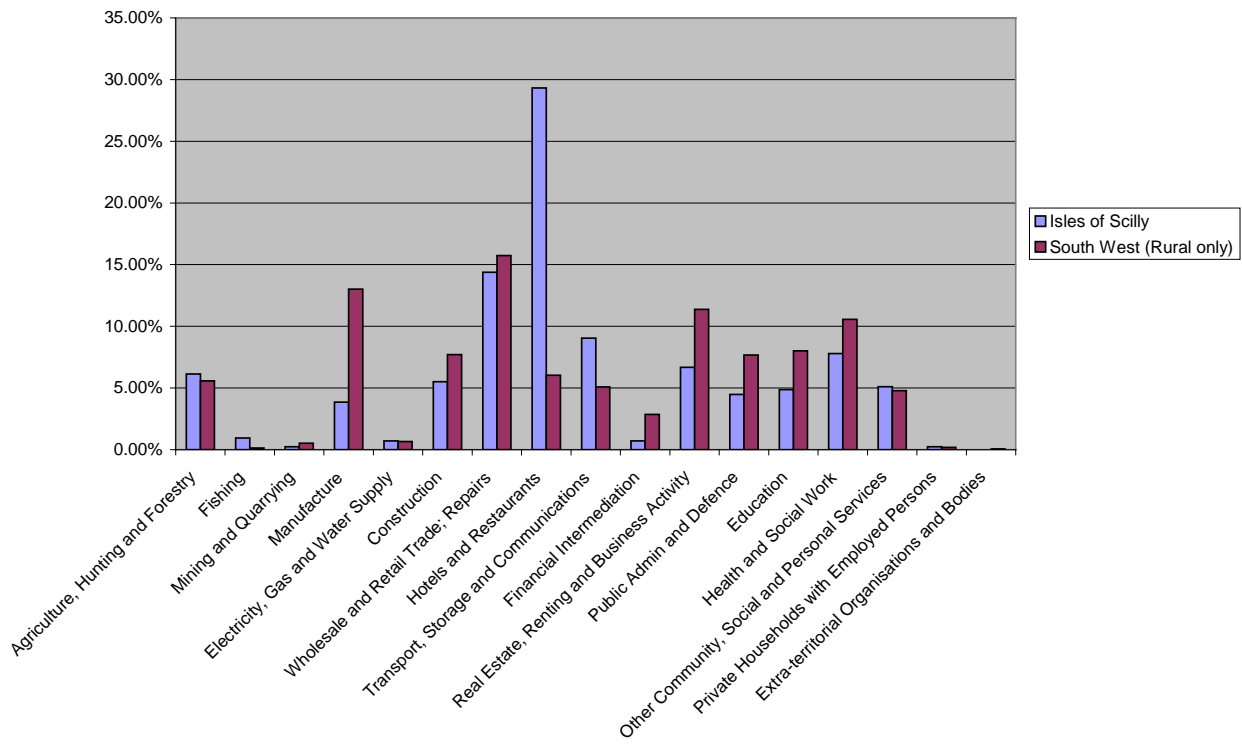
1.12 Flower farming and fishing remain important, although both these sectors have struggled in recent years. Employment on the islands is more likely to be 'lower ranking' than the South West average. One atypical feature, however, is the low rate of unemployment. This means that the main underlying theme of economic development is the safeguarding of existing employment levels while raising incomes. The low incomes on the island reflect the importance of particular sectors (agriculture and tourism), plurality of occupation, the high rate of self-employment, the very small scale of most business operations and under-employment. The latter tends to mean that businesses lack the time or resources to invest in development activities – particularly with regard to training, in a context where labour shortages can arise.

Percentage of people in the Authority aged 16 to 74 by NS-SeC classification



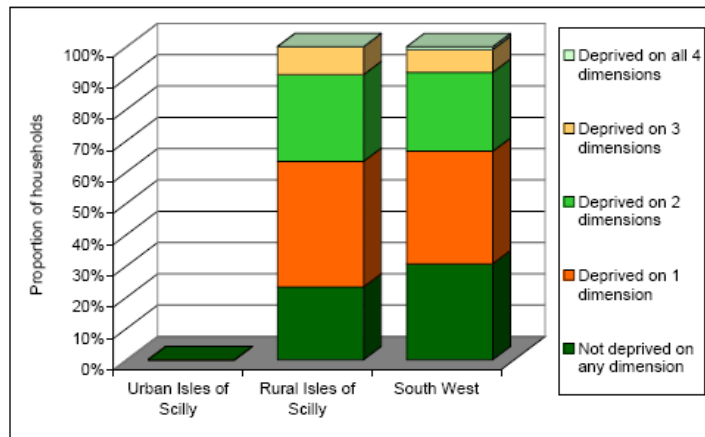
Source table from the Census: UV31 National Statistics Socio-economic classification

1.13 The Scillonian economy exhibits some of the features typical of some of the more remote/island communities in the United Kingdom. However, it is the exaggerated nature of some of these features which is the hallmark of the islands' economic base. The concentration of employment in a small number of sectors is typical of most similarly sized UK island communities. However, it is the degree of concentration which is distinctive, along with the overall importance of tourism within the economy as a whole and the very limited manufacturing base. The ability to diversify the economy is limited by: the population size; absence of a clear comparative advantage in many sectors; high transport costs; limited frequency of transport provision, especially in the winter, which can act as a constraint in serving/competing in particular markets; a lack of available labour supply; and the need to safeguard the existing environmental quality.



1.14 The cost of living on the islands is high, particularly in relation to accommodation, food and transport. Incomes on Scilly are significantly lower than the national and regional average and there is considerable under-employment, reflecting the limited career opportunities available and the seasonal nature of tourism. Household deprivation on the islands is greater than the South West average as indicated below.

Comparison of household deprivation in urban and rural parts of the Authority



Source table from the Census: UV67 Classification of household deprivation

Provision and Access to Services

1.15 The 28 miles of open water that separate the Isles of Scilly from Cornwall defines the experience of living and working on the islands. The islands are in the bottom 20% in terms of access to services, as illustrated by statistics at available at <http://neighbourhood.statistics.gov.uk/dissemination/NeighbourhoodSummary.do?width=1280&a=3&i=1001&m=0&s=1198157632734&enc=1&profileSearchText=TR21+0JD&searchProfiles=Search>

1.16 Issues of peripherality, access, and social exclusion are acutely felt on the islands. The access issues faced include access to transport and affordability of transport. The current return fares between the islands and Penzance/Lands End for an adult are as follows;

- Helicopter £163
- Plane £129
- Boat £ 95

1.17 To illustrate this point further a comparison of ferry travel costs between the Isles of Scilly and the mainland with other national marine courses clearly depicts the costs of travel from the islands:

Route/Mode	Fare (adult single)	Distance (miles)	Fare per mile
Penzance to St Mary's	£45	42	£0.93
Weymouth to Jersey	£55.00	96	£0.57
Liverpool to Isle of Man	£30.00	82	£0.37
Portsmouth to Isle of Wight	£5.05	12	£0.42
Kirkwall to Ronaldsey*	£5.40	35	£0.15
Scrabster to Stromness, Orkney	£16.50	25	£0.66

*subsidised service (Source: Fisher Associates, 2002, from various sources)

1.18 Other issues in relation to access to the provision of services are summarised below:

Affordable housing – ex-council houses are currently valued at approximately £300k+. The large amount of second homes, the high proportion of rented visitor accommodation and second homes, finite land and high building costs mean that there is an acute shortage of decent affordable homes. Commuting from a cheaper area is clearly not an option. This situation has a knock-on effect in the labour market, as employers continually experience problems in securing staff accommodation.

Local costs of living – local studies have estimated the cost of groceries to be 30% higher on the islands than on the mainland. Additionally any good purchased from the mainland incurs freight charges. Even more dramatically, construction costs on the islands are estimated to be over 100% higher than on the mainland.

Access to high quality skilled employment with higher wages is limited.

Access to workspace – the Cornwall and Isles of Scilly Employment Space Strategic Assessment 2007- 2017 concluded that ‘there is only limited employment space provision on these islands’.

Access to post-16 education - post-16 education is not provided on island, and educational grants do not cover the cost of sending students to mainland colleges.

Access to higher education – there are additional costs over and above those incurred by mainland students because attending university/college close to home is not an option.

Access to health care – the islands have good GP care and a cottage hospital but many hospital appointments involve trips to Penzance, Truro or even Plymouth not always achievable in a day and visits to relatives in hospital involve great cost.

Access to sport and culture – opportunities are limited with facilities such as a sports centre not being available on the islands.

Double disadvantage – the factors above apply to St. Mary’s where the majority of the population live, but there are communities on 4 other islands to whom these factors apply, but who have the additional cost and physical difficulty of accessing services via St. Mary’s.

Challenges and Opportunities

1.19 These negative factors as summarised above act as a drag on economic and social development. Indeed, some may be intractable and will continue to compound other disadvantages, such as high transport costs. These issues have implications for the range and location of development activities that should be pursued and it is particularly important that projects for the off-islands are developed as part of the overarching spatial planning strategy for the Isles of Scilly. Protecting the islands’ unique and precious environment, whilst ensuring a strong, sustainable and dynamic community, is a continual challenge for the local planning authority. In the face of these unique challenges, the policies and proposals set out in the Local Plan and the emerging Local Development Framework seek to provide a strategic and sustainable solution to meeting the development needs of the islands.

2. IMPLEMENTING THE LOCAL DEVELOPMENT SCHEME

2.1 The first Isles of Scilly Local Development Scheme (LDS) was approved in August 2005, having been submitted formally to the Government Office for the South West during March 2005. The LDS has subsequently been updated in July 2006, March 2007 and in June 2008. This report monitors the progress of the third version of the LDS (March 2007) as it covers the period up to March 2008.

2.2 The first key document to be prepared as part of the Local Development Framework has been the Statement of Community Involvement (SCI). In accordance with the key dates set out in the LDS, the draft SCI was published for consultation in June 2005. The SCI was adopted in January 2006 following an independent examination and binding Inspectors Report, a month ahead of the date indicated in the LDS.

2.3 The programme for preparing planning documents within the LDS approved in March 2007, indicates the Commencement of the preparation of the Core Strategy with the Issues and Options consultation scheduled for February and March 2008. Unfortunately this work has not commenced due in part to the slippage in the programme for adopting the Regional Spatial Strategy for the South West and the continuing objection of the Council to the strategic housing provision for the islands identified in the document. Since the LDS was approved in March 2007, the Secretary of State has confirmed that the policies and proposals contained in the Local Plan adopted in November 2005 have been saved until at least November 2009 (Policies 1 to 11 inclusive and Proposals A to D inclusive).

2.4 The LDS adopted in March 2007 indicates that the Development Briefs for the sites allocated for housing at McFarland's Down and Telegraph both on St Mary's were also scheduled for preparation during the period 2007/08. However, preparation of these documents did not commence mainly because there was no immediate demand for the residential use of these sites due to the amount of commitments and completions elsewhere and as indicated in the housing trajectory set out in this report.

Progress of Documents in the Local Development Scheme Programme from April 2007 to March 2008.

Development Plan Document and Key Stages Core Strategy	Target Date	Date Achieved
Issues and Alternative Options Consultation	February - March 2008	Date not achieved in part due to limited resources and other priorities and due to slippage in the preparation of the Regional Spatial Strategy

Supplementary Planning Document and Key Stages	Target Date	Date Achieved
1. Development Brief for Land at McFarland's Down, St Marys		
Community and Key Stakeholder Consultation	October - November 2007	Date not achieved in part due to limited resources and other priorities. Also, no immediate demand for the residential development of site due to commitments and build elsewhere as part of the plan, monitor and manage approach. Site may need to be reviewed as part of the preparation of the Core Strategy.
Adoption	March 2008	Date not achieved in part due to limited resources and other priorities. Also, no immediate demand for the residential

		development of site due to commitments and build elsewhere as part of the plan, monitor and manage approach. Site may need to be reviewed as part of the preparation of the Core Strategy.
2. Development Brief for Land Adjoining Coastguard Cottages, Telegraph, St Marys		
Community and Key Stakeholder Consultation	October - November 2007	Date not achieved in part due to limited resources and other priorities. Also, no immediate demand for the residential development of site due to commitments and build elsewhere as part of the plan, monitor and manage approach. Site may need to be reviewed as part of the preparation of the Core Strategy.
Adoption	March 2008	Date not achieved in part due to limited resources and other priorities. Also, no immediate demand for the residential development of site due to commitments and build elsewhere as part of the plan, monitor and manage approach. Site may need to be reviewed as part of the preparation of the Core Strategy.

2.5 To reflect the slippage in the time table set out in the LDS approved in March 2007, a revised version of the LDS was prepared in January 2008. This revised LDS also reflected changing priorities based on the funding opportunities to provide a new through school on St Mary's by September 2011 as part of the national Building Schools for the Future "One School Pathfinder" Scheme and the Primary Capital Programme. The revised schedule indicates that the public consultation period for the draft Development Brief for the new school would be undertaken in March and April 2008 prior to its adoption as a

Supplementary Planning Document. Although the draft Development Brief was approved for consultation in March 2008, the actual consultation period did not commence until the beginning of April 2008.

Document Title	Status	Description	Chain of Conformity*	Key Dates			
				Public Consultation	Submission to Secretary of State	Independent Examination	Adoption
SPD1: Development Brief for a new school base on St Mary's	Supplementary Planning Document	Provides a detailed spatial planning framework to guide the development of a new school on St Mary's in a comprehensive and coordinated manner.	With the core policies and proposals of the Local Plan and the Governments Planning Policy Statements.	March – April 08	N/A	N/A	July 08

3. OUTPUT INDICATORS AND POLICY PERFORMANCE

3.1 The purpose of the output Indicators is to assess the performance of the planning policies and proposals in the context of both national and local objectives and priorities.

3.2 **Core Output Indicators** are set by Central Government and will be monitored by Local Planning Authorities across the Country. The results of these indicators should provide a consistent and comparable data source to assess the impact of planning policies and proposals at the regional and national level.

3.3 **Local Output Indicators** are identified by the Council, to monitor the impact and effectiveness of particular focuses on issues and impacts that are considered to be important locally, without duplicating the core output indicators. However, given that most new development is generally small scale, coupled with the relatively low number of planning applications received and ultimately implemented each year (on average around 150 applications are received per annum with about 70% approved), it has been difficult to select meaningful local indicators in addition to the national indicators.

CORE OUTPUT INDICATORS

3.4 The Government has identified a series of Core Output Indicators and can generally be linked to specific plan policies. The national indicators set out in this report are considered to be the most relevant to the islands'.

Business Development

	Core Output Indicator	Measure for 2007/08	Related Policies
1a	Amount of floor space developed for employment by type. ¹	B1 - 483m ² B8 - 740m ²	Policy 4 and allocated sites in the Local Plan (November 2005) (Proposals B and E)
1b	Amount of floor space developed for employment by type, in employment or regeneration areas. ¹⁺²	None	Policy 4 and allocated sites in the Local Plan (Proposals B and E)
1c	Amount of floor space by employment type, which is on previously developed land. ¹	B1 - 333m ² B8 - 635m ²	Policy 4 and allocated sites in the Local Plan (Proposals B and E)
1d	Employment land available by type. ¹	Total Employment Areas: ² 15115m ²	
1e	Losses of employment land in (i) employment ² / regeneration areas and (ii) local authority area	None.	
1f	Amount of employment land lost to residential development.	None.	

1 Use Classes from the 2005 Use Classes Order: B1 (business); B2 (general industrial); B8 (storage or distribution)

2 Employment areas include the industrial areas identified in the Local Plan at Porthmellon, St Mary's and Abbey Farm, Tresco. There is no regeneration area specifically identified in the Local Plan, although the Council are working in partnership with the Regional Development Agency to prepare a Master Plan for the regeneration of the Porthcressa area in Hugh Town, St Mary's.

3.5 The Local Plan specifically identifies land for employment purposes at Porthmellon (See Proposal B of the Local Plan), which is the main industrial estate on the islands, and Abbey Farm on Tresco as part of a large mixed use redevelopment scheme (see Proposal E of the Local Plan). Most of the business development for the period was completed as part of the redevelopment of Abbey Farm during 2007/08. There was no recorded net loss of business premises resulting from their redevelopment or change of use.

Housing

	Core Output Indicator	Measure	Related Policies
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, ¹ whichever is the longer;	(April 2003 to March 2007) 55	Policies from the previous Local Plan and Policy 3 and allocated sites in the replacement Local Plan (November 2005) (Proposals A and E)
(ii)	Net additional dwellings for the year 2007/08;	17 ³	Policy 3 and allocated sites in the replacement Local Plan (November 2005) (Proposals A and E)
(iii)	Projected net additional dwellings up to the end of the relevant development plan document period or a ten year period from its adoption, whichever is the longer; ²	44	Policy 3 and allocated sites in the replacement Local Plan (November 2005) (Proposals A and E)

(iv)	The annual net additional dwelling requirement;	5	Policy HD1 of the draft RSS for the SW Policy 3 and allocated sites in the replacement Local Plan (November 2005) (Proposals A and E)
(v)	The annual average number of net additional dwellings needed to meet overall housing requirements, having regard to previous years' performances.	4	Policy 3 and allocated sites in the replacement Local Plan (November 2005) (Proposals A and E)
2b	Percentage of new and converted dwellings on previously developed land.	50%	Policies 2 and 3 and allocated sites in the replacement Local Plan (November 2005) (Proposals A and E)
2c	Percentage of new dwellings completed at:		
(i)	less than 30 dwellings per hectare;	5%	Policy 2 of the Local Plan
(ii)	between 30 and 50 dwellings per hectare; and	85%	Policy 2 of the Local Plan
(iii)	above 50 dwellings per hectare.	10%	Policy 2 of the Local Plan
2d	Affordable housing completions.	72	Policy 3 of the Local Plan

1 The replacement Local Plan – A 2020 Vision - was adopted in November 2005 and saved until 2010 although it covers the period to 2020.

2 The figure is an estimate based on the anticipated provision as set out in the Local Plan from 2004 to 2020 (i.e. approximately 100 dwellings) and not based on the strategic level of provision set out in the draft RSS.

3 The figure does not include staff or visitor accommodation subject to occupancy restrictions.

3.6 No strategic housing requirements have been identified for the Isles of Scilly in the Regional Planning Guidance for the South West (RPG10). Instead RPG10, through Policy H04, requires that any new housing on the islands should only be permitted where it meets the needs of the community. However, the Draft Regional Spatial Strategy (RSS) for the South West, produced by the South West Regional Assembly, sets out the average annual net increase in housing that should be delivered by the LDF for the period up to 2026. The proposed provision for the Isles of Scilly is set out below and is based on an estimate of provision against local needs only.

Housing Market Areas, Unitary Authorities and Districts: Housing Totals and Phasing

	2006-2026 Overall Annual Average Net Dwelling Requirement	2006-2016 Annual Average Net Dwelling Requirement	2016-2026 Annual Average Net Dwelling Requirement
ISLES OF SCILLY	5	5	5

3.7 In total, it is estimated that the policies and proposals contained in the Local Plan provides for around 100 new dwellings on the islands between the years 2004 to 2020. This indicative level of provision would mean that based on recent completions only 3 or 4 new dwellings will be required per year, which would be lower than the proposed strategic requirement set out in the draft RSS. However, it is evident that the average completions since 2003 have been significantly higher than the rate set out in the draft RSS - an average of 14 dwellings per annum were built between April 2003 and March 2008, with a peak of 21 completions in the year 2004/05. As such, the housing trajectory set out below indicates that a significant decrease in the number of dwellings will be required between 2009 and 2020 to ensure compliance with the anticipated level of provision established in the Local Plan and the proposed strategic requirement set out in the draft RSS.

The Isles of Scilly Trajectory 2007/08 - Housing figures as at 31 March 2008

	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	2016/17	2017/18	2018/19	2019/20
Past completions – Allocated Sites	0	0	0	0	8												
Past completions – Windfall Sites	16	21	13	5	9												
Projections – Allocated Sites						3	3	3	2	2	2	2	2	2	2	2	2
Projections – Windfall Sites						2	2	2	2	2	2	1	1	1	1	1	1

Total Past Completions	16	21	13	5	17												
Total Projected Completions						5	5	5	4	4	4	3	3	3	3	3	3
Cumulative Completions		37	50	55	72	77	82	87	91	95	99	102	105	108	111	114	117
PLAN - Strategic Allocation (annualised)		6	6	6	6	6	6	6	6	6	6	6	6	6	6	6	6
MONITOR - No. dwellings above or below cumulative allocation		15	22	21	32	31	30	29	27	25	23	20	17	14	11	8	5
MANAGE - Annual requirement taking account of past/projected completions						5	5	5	4	4	4	3	3	3	3	3	3

3.8 All of the new dwellings completed between the period April 2003 to March 2008 were in response to some form of need (i.e. specific local needs, key workers and staff). However, only those dwellings in relation to specific local needs or for key workers and subject to Planning Obligations through Section 106 of the Town and Country Planning Act have been classified as 'affordable'. The high proportion of affordable dwellings reflects the restrictive approach of Policy 3 of the Local Plan, which does not permit any new general open market housing.

3.9 The proportion of new dwellings built on previously developed land (50%) reflects the regional target of 50% set out in RPG10. However, as all of the housing sites identified in the Local Plan are on green-field land, (with the exception of Abbey Farm, Tresco), it is anticipated that these targets are unlikely to be achieved in future years although 16 completions for 2007/08 (94%) were on previously developed sites. In addition, the majority of dwellings built since 2003 (95%) have made efficient use of land and reflect the relatively high density of existing development, especially in Hugh Town. Those dwellings that have been built at relatively low densities have mainly involved the conversion of rural buildings and where the residential curtilage is not always strictly defined.

3.10 A more detailed breakdown of new dwellings completed for the period 2007/08 is set out in the Local Indicators.

Transport

	Core Output Indicator	Measure for 2007/08	Related Policies
3a	Percentage of completed non-residential development complying with car parking standards set out in the local development framework.	No standards set out in the Local Plan	Policy 5 of the Local Plan
3b	Percentage of new residential development within 30 minutes public transport time of a GP, hospital, primary and secondary school, employment and a major health centre.	No public transport exists on the islands	

3.11 The Council does not collect the data to report on these Core Output Indicators for the reasons explained.

Local Services

	Core Output Indicator	Measure for 2007/08	Related Policies
4a	Amount of completed retail, office and leisure development.	Retail: 1 Leisure: 0	Policy 6 of the Local Plan and Proposal E
4b	Percentage of completed retail, office and leisure development in town centres.	Retail: 0 Leisure: 0	Policies 4 and 6 of the Local Plan
4c	Percentage of eligible open spaces managed to green flag award standard.	None have been entered.	

3.12 A new restaurant was built as part of the redevelopment scheme at Abbey Farm on Tresco. As part of this scheme, works commenced on the construction of a swimming pool and fitness centre during this period. Planning permission was

approved during this year to convert a shop to a guest house on St Martins. No other leisure, retail or office developments were completed during 2007/08.

Flood Protection and Water Quality

	Core Output Indicator	Measure for 2007/08	Related Policies
7	Number of planning permissions granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality.	None	Policy 6 of the Local Plan

3.13 The Environment Agency is not consulted on planning applications as it does not have statutory responsibility in relation to flooding or water quality on the islands'. Indeed, the Council is the only remaining public water authority in the U.K. The Council has produced a Shoreline Management Plan which is used to inform planning decisions on those applications close or affecting the coast. The advice of the Councils' Chief Technical Officer is sought in relation to flooding and the supply and quality of water.

Biodiversity

	Core Output Indicator	Measure for 2007/08	Related Policies
8	Changes in areas and populations of biodiversity importance, including:		
(i)	change in priority habitats and species (by type);	None identified from available data.	Policy 1 of the Local Plan
(ii)	change in areas designated for their intrinsic environmental value including sites of international, national or sub-regional significance.	None identified from available data.	Policy 1 of the Local Plan

Renewable Energy

	Core Output Indicator	Measure for 2007/08	Related Policies
9	Renewable energy capacity installed by type.	Installation of solar panels on 3 residential properties. In addition ground source heat pumps and solar panels were installed in the 6 new housing association flats at Branksea Close, St Mary's, a ground source heat pump in a new dwelling at Pilots Retreat, St Mary's, with multi fuel boilers installed in the 8 new dwellings for staff built on Tresco.	Policies 2 and 6 of the Local Plan

3.14 During the period 2007/08, planning permission was granted for the installation of solar panels on three dwellings. Policy 2 of the Local Plan requires the incorporation of micro renewable energy generation in new developments where appropriate. As indicated above, the majority of new dwellings completed during this period included some form of micro renewable energy (72%). Those new dwellings constructed during the period that did not incorporate any micro renewable energy generation were granted planning permission prior to the adoption of the Local Plan. Policy 6 of the Local Plan promotes renewable energy projects that are in keeping with the scale and character of the islands. To supplement Policies 2 and 6, the Council has prepared a Design Guide that incorporates the principles of sustainability and a Sustainable Energy Strategy. Although no large scale renewable energy projects were approved or installed during this period, there is some interest in developing wave power off the islands.

LOCAL INDICATORS

3.15 The Local Plan does not identify specific indicators or targets to monitor the impact and effectiveness of its policies and proposals. However, some Local Indicators have been included to ensure that the core policies in the Local Plan can be effectively monitored and influence the development and direction of spatial plan policies and their implementation.

Policy 1 Environmental Protection

3.16 Policy 1 of the Local Plan reflects the various statutory duties that apply to the islands' which are designated an AONB, Heritage Coast and Conservation Area in addition to sites of international and national nature conservation interest and the relatively high proportion of listed buildings and Scheduled Ancient Monuments. It is recognised that additional indicators are required to monitor the effectiveness of Policy 1.

Local Output Indicator	2007/08
Number of planning applications approved contrary to the advice of English Heritage, Natural England and the Isles of Scilly Wildlife Trust.	None
Changes to the listed building register.	No buildings were de-listed or downgraded.
Number of Listed Building Consent applications granted.	17
Number of Listed Building Consent applications refused.	3

Policy 2 Sustainable Development

3.17 Policy 2 of the Local Plan complements Policy 1 by encouraging a high standard of design and the incorporation of sustainable measures so that natural resources are used more efficiently in the construction and use of a building. Policy 2 therefore encourages energy efficiency and renewable generation, the conservation and harvesting of water and the reuse of materials, land and buildings. To supplement Policy 2, a Design Guide has been produced to improve the quality and sustainability of development. It is recognised that an additional indicator is required to measure the quality of design.

Local Output Indicator	2007/08
% commercial development incorporating sustainable design measures (e.g. renewable energy, water conservation, waste minimisation)	None, as commercial developments built during the period were approved prior to the adoption of Policy 2.
% residential development incorporating sustainable design measures (e.g. renewable energy, water conservation, waste minimisation)	72% (See above)

Policy 3 Housing

3.18 To reflect RPG10 and the aim of promoting sustainable communities in the context of the significant housing difficulties (as indicated in the housing need assessment undertaken in 2005 and the Housing Register) and constraints on the islands, Policy 3 of the Local Plan does not permit any new general open market housing on Scilly. All new dwellings should therefore meet the specific needs of the community including key workers. In addition, some provision is permitted for staff accommodation and where it is required for the future viability of a business, no alternative provision is available and where it is not possible to recruit from those already housed on the islands.

3.19 The Local Plan allocates 3 housing sites on St Mary's (Telegraph (Proposal A1), McFarland's Down (Proposal A2) and Normandy Farm (Proposal A3), in addition to a site on Tresco as part of a mixed use redevelopment scheme at Abbey Farm (Proposal E). It is anticipated that collectively all of these sites would be capable of accommodating around 40 new dwellings. Planning permission was granted for the redevelopment of Abbey Farm in December 2005, following the adoption of the Development Brief for the site. During this period 8 new dwellings for staff were built as part of this redevelopment scheme. None of the allocated sites on St Mary's were built upon during this period, although 6 affordable houses for Cornwall Rural Housing Association at Normandy were under construction following the adoption of the Development Brief for the site in September 2006.

3.20 In addition to the specific allocations, Policy 3 permits limited housing opportunities to meet the needs of the community through the conversion or change of use of buildings and on sites within existing settlements. Specifically in relation to the off islands, the Local Plan indicates that 5 homes could be provided on Bryher, 3 homes on St Agnes, 5 homes on St Martin's and 7 homes on Tresco, in addition to the allocation at Abbey Farm.

3.21 During the period 2007/08, 6 affordable housing units were built for Devon and Cornwall Housing Association in Hugh Town on St Mary's following the demolition of a large house on the site. Single dwellings were built at Pilots Retreat, Hugh Town, St Mary's and on St Martins in response to the local needs of the community. In addition, two flats for key workers/staff were also completed in Hugh Town. During this period, individual dwellings to meet the specific needs of the local community were under construction on St Agnes and on St Mary's at Porthloo and Hugh Town.

Local Output Indicator	Measure for 2007/08
Number of dwellings built for specific local needs	8
Number of dwellings built for Key Workers	2
Number of units built for staff accommodation	8
Percentage of new and converted dwellings on previously developed land.	94%
Percentage of dwellings built on allocated sites	45%
Percentage of dwellings built on windfall sites	55%
Percentage of dwellings completed by bed size	1 bed – 11% 2 bed – 77% 3 bed – 11% 4 bed – 0%
Percentage of dwellings built on St Mary's	50%
Percentage of dwellings built on Bryher	0%
Percentage of dwellings built on St Agnes	0%
Percentage of dwellings built on St Martin's	6%
Percentage of dwellings built on Tresco	44%

Policy 4 Economic Development

3.22 Policy 4 of the Local Plan provides support for new development where it is based on the existing economy including agriculture, fishing and tourism. Specifically the policy supports proposals that would contribute to the further diversification of and essential modernisation of the islands economy. The approach of Policy 4 of the Local Plan is intended to be in response to Policy HMA9a of the Draft Regional Spatial Strategy for the South West 2006 – 2026, which emphasises the need to diversify the local economy (in recognition that it is heavily dependent on tourism) and protect the environment.

3.23 In December 2006 the Cornwall and Isles of Scilly Economic Forum published the draft Economic Strategy for Cornwall and the Isles of Scilly 2007-2021. This document reviews the existing strategy so that it is better aligned with the revised Regional Economic Strategy 2006 – 2015, and creates the foundations for the programme documents that will facilitate the delivery of EU funds from 2007 onwards (i.e. The Convergence Programme). The Strategy includes the economic development priorities for Cornwall and the Isles of Scilly. The section on the Isles of Scilly in the draft Economic Strategy 2007-2021, published in December 2006, recognises that the islands have an exaggerated economy with low incomes and limited employment opportunities resulting in underemployment. The Council is currently drafting its Strategic Investment Framework as part of the Convergence Programme. It is considered that the opportunities arising from the Convergence Programme and other funding sources such as the Rural Development Programme for England will have an influence on future economic development on the islands’.

3.24 As indicated in the core output indicators for business development, most of the new employment provision for 2007/08 has been as part of the redevelopment of Abbey Farm, Tresco. As part of this redevelopment scheme, 12 holiday units were completed in this period. Apart from the provision of a new agricultural building on St Mary’s, no other economic development was implemented during 2007/08.

Local Output Indicator	Measure for 2007/08
Number of new self catering visitor units	12
Number of additional guest houses	0
Number of hotels/guest converted to self	0

catering accommodation	
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Policy 5 Transport

3.25 Policy 5 of the Local Plan supports proposals that achieves and maintains an effective, affordable and accessible year round transport system on and between the islands and the mainland. During 2007/08, the refurbishment and improvement of various off-island quays on Agnes (Porthconger), Bryher (Church and Annekas Quays) and St Martins (Higher Town) was carried out.

3.26 As indicated in the following table, most of the new dwellings built in 2007/08 did not include provision for off- street parking.

Local Output Indicator	Measure for 2007/08
Average number of parking spaces per dwelling	0

Policy 6 Infrastructure for Sustainable Communities

3.27 Policy 6 of the Local Plan supports proposals that contribute to the maintenance and future provision of essential infrastructure and services. Although no additional community facilities were provided in 2007/08, planning permission was granted for a replacement community centre on Bryher and an all weather multi-use games area at the Carn Gwaval Primary School base on St Mary's. Planning permission was approved during this year to convert a shop to a guest house on St Martins.

Local Output Indicator	Measure for 2007/08
Additional community facilities	0
Loss of community facilities to other uses (e.g. shops, pubs, meeting halls)	1

Appeals

3.28 Appeal decisions for the period 2007/08 have been assessed as part of the monitoring of Local Plan policies and to provide an indication of the quality of planning decisions. As indicated in the table below, 75% of all planning appeals during this period were dismissed.

Appeal Decisions 2007/08

Site	Description of Development	Principle Policies and Issues in Refusing the Application	Appeal Decision
8 Lower Strand, St Mary's	Unauthorised changes to shop window (Enforcement Notice)	Policy 1 (Environmental Protection) – impact on Conservation Area Policy 2 (Sustainable Development) and Deign Guide – detailed design of window	Dismissed
Westward Ledge, Hugh Town, St Mary's	Extension of roof and installation of dormer windows	Policy 1 (Environmental Protection) – impact on Conservation Area and the AONB Policy 2 (Sustainable Development) and Deign Guide – detailed design of extension	Dismissed
Westward Ledge, Hugh Town, St Mary's	Raise roof of garage for additional living space	Policy 1 (Environmental Protection) – impact on Conservation Area and the AONB Policy 2 (Sustainable Development) and Deign Guide – detailed design of extension	Allowed
Porthcressa Filling Station, Hugh Town, St Mary's	Demolition of existing garage and replacement with new building incorporating two retail outlets on ground	Policy 3 (Housing) – occupancy restrictions for key workers/staff	Dismissed

	floor and two flats for key workers/staff on first floor (Enforcement Notice)		
Peninnis Farm, St Mary's	The change of use of agricultural land to a serviced campsite	<p>Policies 1 and 2 (Environmental Protection) – impact on Conservation Area and the AONB</p> <p>Policy 4 (Economic Development) - creation of new and additional visitor accommodation</p> <p>Policy 5 (Transport) – potential conflict between, and safety hazards to, pedestrian and vehicular traffic</p> <p>Policy 6 (Infrastructure for Sustainable Communities) – impact on essential infrastructure</p>	Dismissed on grounds of impact on the environment
Lower Town Barns, St Martins	Construction of timber building to provide a storage unit	<p>Policy 1 (Environmental Protection) – impact on Conservation Area and the AONB</p> <p>Policy 2 (Sustainable Development) as would not contribute to the sustainability of the islands environment or economy</p>	Allowed
Land adjacent to Freds Barn, Lower Town, St Martins	Erection of three family holiday suites in connection with St Martin's Hotel	<p>Policies 1 and 2 - (Environmental Protection) – impact on Conservation Area and the AONB</p> <p>Policy 4 (Economic Development) - creation of new and additional visitor accommodation</p>	Dismissed

		Policy 6 (Infrastructure for Sustainable Communities) – impact on essential infrastructure	
High Barn, Higher Town, St Martins	Construction of boatshed/store/workshop	Policies 1 and 2 - (Environmental Protection) – impact on Conservation Area and the AONB	Dismissed

4 SUMMARY OF INDICATORS

4.1 The indicators would suggest that the policies and proposals set out in the Local Plan are achieving their intended purpose. Given the relative infancy of the Local Plan, it would be premature to conclude that its policies and proposals require adjusting or replacing to meet national, regional and local planning objectives and targets. Furthermore, the influence of the Local Plan will increase over the next few years with its effects becoming more apparent. Based on the indicators set out in this report, it is considered that the main issue will be the need to carefully monitor, manage and plan the number of new dwellings being completed by controlling the amount of planning applications granted permission.

5. TIMETABLE FOR THE 2008/09 ANNUAL MONITORING REPORT

5.1 Although this year’s Annual Monitoring Report is the most comprehensive document produced to date, it is recognised that additional indicators could be developed to monitor the Local Plan and the emerging LDF. Indeed, national guidance indicates that it is acceptable for AMRs to develop gradually to take account of on-going discussions and the development of tools to assist in monitoring which are currently being formulated by statutory bodies and through research and best practice. Work to develop the AMR has already begun through the development of a comprehensive database to record all permissions and completions.

5.2 Whilst there is no opportunity for the Council to amend the Core Output Indicators, the Local Output Indicators will be amended as required subject to regular review. The intention is that in future Annual Monitoring Reports, additional targets will be established to ensure that the policies and proposals can be readily measured. With the preparation of new LDDs identified in the LDS, new indicators will be prepared as new policies and proposals are introduced. In future Annual Monitoring Reports, it is proposed to drop the local indicators where information is unavailable and to introduce new local indicators where appropriate.