

# Report to Executive

Agenda  
Item:

**A.1**

Meeting Date: 15th July 2013  
Portfolio: Economy and Enterprise  
Key Decision: Yes: Recorded in the Notice Ref:KD  
Within Policy and Budget Framework YES  
Public / Private Public

Title: CARLISLE DISTRICT LOCAL PLAN - LAND ALLOCATIONS  
Report of: Director of Economic Development  
Report Number: ED 19/13

## Purpose / Summary:

This report sets out the Preferred Options for land allocations for development in Carlisle District over the period 2015 – 2030. Together with the planning policies brought before Executive on 1<sup>st</sup> July it will form the Carlisle District Local Plan.

## Recommendations:

That Executive:

1. consider feedback from Economy and Environment Overview and Scrutiny Panel of 25<sup>th</sup> June and the list of minor amendments included in Appendix 3;
2. refer the draft land allocations Carlisle District Local Plan (and supporting documents) to Council on 16<sup>th</sup> July for approval for public consultation.

## Tracking

Executive:	
Overview and Scrutiny:	
Council:	

## **1. BACKGROUND**

- 1.1** Preparation of the CDLP has been ongoing since 2010, during which time an extensive evidence base has been produced, covering topics as diverse as flooding, travellers, renewable energy and the viability of affordable housing requirements. There has also been extensive engagement with local communities and stakeholders, and two consultation exercises on the Key Issues, and the Issues and Options.
- 1.2** At that time, officers were working on producing a Local Development Framework, (a suite of separate documents including a Core Strategy, Development Control policies and Site Allocations), each with its own time frame. However, a change to the planning system was brought about by the Government in March last year in the form of the NPPF. This resulted in the requirement for local planning authorities to produce a local plan.
- 1.3** The CDLP will therefore set out a strategy and policies for the long-term vision for Carlisle, detailed development management policies and site allocations for a range of uses including housing.
- 1.4** The Development Management and strategic policies and vision were brought to Executive on 31<sup>st</sup> May 2013, and O & S Panel on 13<sup>th</sup> June, and Executive on 1<sup>st</sup> July. Together with the site allocations for development in this report, (which have been to special Exec on 17<sup>th</sup> June and special O & S on 25<sup>th</sup> June) they will form the CDLP 2015 – 2030. The Plan will provide a statutory planning policy framework for Carlisle District which will provide developer and community confidence in decision making. This framework will enable the development and expansion of quality homes and businesses, the delivery of infrastructure, and help to foster a wider cultural and leisure offer.
- 1.5** The previous reports and presentations all made reference to the production of a single Local Plan that contains strategic and non strategic development management policies as well as site allocations. The timetable of this production process has been discussed at these previous meetings and as such the Local Development Scheme, which is a timetable of the Plan Production process for Carlisle has been updated and added to the report as Appendix 5 for approval alongside the consultation draft Carlisle District Local Plan.
- 1.6** The previous reports and presentations at Executive on 31<sup>st</sup> May, 17<sup>th</sup> June and 1<sup>st</sup> July, and Overview and Scrutiny on 13<sup>th</sup> and 25<sup>th</sup> June all made reference to the

production of a single Local Plan that contains strategic and non strategic development management policies as well as site allocations. The timetable of this production process has been discussed at these previous meetings and as such the Local Development Scheme, which is a timetable of the Plan Production process for Carlisle has been updated and added to the report as Appendix 5 for approval alongside the consultation draft Carlisle District Local Plan.

## **2. PROPOSALS**

- 2.1** This report identifies the Preferred Options for sites to be allocated for a range of development including housing, employment and community uses up to 2030. The allocations will help to meet the objectives of the strategic housing and employment policies. Work is also currently being undertaken on a City Centre Masterplan, following the findings in the retail study that by 2021 Carlisle could accommodate an additional 16 900sq m of retail floorspace.
- 2.2** The attached maps show preferred locations for a range of housing to meet the needs of current and future population, employment sites and a health centre at Brampton. These allocations will form part of the Local Plan Policies Map, which will also show existing established land uses such as areas of housing, employment, retail etc, and areas of land which are protected such as parks, playing fields, other protected landscapes and sites which are important for nature conservation.
- 2.3** The Preferred Options Site Allocations have been identified through a variety of sources including:
- sites previously assessed and consulted on through the SHLAA;
  - sites recently submitted to the Council;
  - a review of land allocations in the current Local Plan;
  - a review of sites in other corporate strategic documents such as the Asset Management Plan.
  - Carlisle Employment Land Study
  - Carlisle Retail Study
- 2.4** In terms of housing, all of the Preferred Options site allocations put forward in this report are required in order for the Council to meet its proposed annual housing target of 550-650 per year, with a urban/rural split of 70/30%. The effect of removing a site will be the need to allocate an equivalent alternative elsewhere.

- 2.5** Some of the sites are part of much larger sites put forward through the SHLAA process, particularly in the rural area, where a number of large sites were submitted for assessment. Given the need to ensure that rural allocations reflect the scale, form, character and function of a village and landscape in which they are located, a number of rural housing allocations are small sections of much bigger sites which were originally submitted.
- 2.6** Within and around the urban area of Carlisle, the sites have been allocated taking into account infrastructure capacity issues such as highways, the potential of the sites to integrate with the existing urban form, and in the case of the two sites adjacent to the former NCTC in Harraby, the need to deliver a reconfigured and enlarged primary school and associated community facility.
- 2.7** Within the rural area, the sites reflect a move away from a hierarchical approach to settlements, and respond to policy in the NPPF which recognises that villages work in clusters, with development in one village having the potential to sustain services in a village nearby.
- 2.8** As the Council can currently demonstrate a five year housing supply with an additional buffer of 20%, it has not been considered necessary to allocate sites for development in the first five years of the Plan period.
- 2.9** The Preferred Options site allocations are intended to come forward in years 6 – 10 of the plan period. For years 11 – 15, i.e. 2025 – 2030, a broad location for growth has been identified in the area of Carlisle south, spreading westwards from junction 42 of the M6 to Durdar, with potential to expand further in a later plan period. The ultimate aim of this area of development would be to enable the construction of a southern relief road, linking junction 42 with the newly opened western relief road, (CNDR).
- 2.10** The following sets out the Strategic Housing policy for the Local Plan, (the first part of which was brought to Executive on 31<sup>st</sup> May and 1<sup>st</sup> July), together with a table setting out the housing allocations for the District, including site size and indicative yield. The reasoned justification which will explain the policy in the Local Plan is also included. The maps at Appendix 2 set out the locations of the sites together with a brief description.
- 2.11** When the Preferred Options site allocations are released for consultation, a number of assessments, required to be undertaken alongside the Local Plan, will be published at the same time. These will include a Sustainability Appraisal, a



Habitats Regulations Assessment, and Equalities Impact Assessment and a Health Impact Assessment.

- 2.12** Following on from the Preferred options, the next stages in the plan preparation are:  
**Publication** - winter 2013 (comments can only be made on the 'soundness' of the plan, not general comments about the content and wording of policies)  
**Submission** - Spring 2014 (plan submitted to the Secretary of State)  
**Examination** - summer 2014 (independent examination by Inspector)  
**Adoption** - winter 2014.

### **3. CONSULTATION**

- 3.1** A seven week consultation is proposed between 29<sup>th</sup> July and 16<sup>th</sup> September 2013. A consultation strategy has been drawn up with the Communications Team to ensure that a range of opportunities are available to engage the public and stakeholders. For Parish Councils the consultation period is being extended to October.
- 3.2** The consultation strategy has built upon an updated version of the Council's Statement of Community Involvement (SCI). This document sets out how the Council will engage with the public in respect of the planning process for both planning applications and the production of policy documents. The SCI has been updated in cooperation with the Council's Communication and Development Management teams. It is included as Appendix 4 to the report for approval as it provides fullness of the consultation approach for the Local Plan which has been agreed at Executive 17<sup>th</sup> June and Overview and Scrutiny 25<sup>th</sup> June.

### **4. CONCLUSION AND REASONS FOR RECOMMENDATIONS**

- 4.1** Approval for the Preferred Options Site Allocations will enable the whole Local Plan, (policies and allocations), to meet the timescale set out in the Planning Service Project Plan. Having an up to date Local Plan is a central requirement of Government Planning policy, and provides an effective policy framework to guide development over the plan period, and on which to make decisions on planning applications. It also gives certainty and confidence to developers and the community.

### **5. CONTRIBUTION TO THE CARLISLE PLAN PRIORITIES**

**5.1** The Local Plan will enable the delivery of key elements of the vision within the Carlisle Plan, in particular:

- support the growth of more high quality and sustainable business and employment opportunities;
- address Carlisle's current and future housing needs;
- develop vibrant sports, arts and cultural facilities.

**Contact Officer:** Jillian Hale Ext 7191 **Ext:**

**Appendices attached to report:** **Appendix 1** – Strategic Policies, Site Allocations and Viability.  
**Appendix 2** – Site Maps.  
**Appendix 3** – Draft amendments from Overview and Scrutiny.  
**Appendix 4** – Statement of Community Involvement.  
**Appendix 5** – Local Development Scheme.

**Note:** in compliance with section 100d of the Local Government (Access to Information) Act 1985 the report has been prepared in part from the following papers:

- Executive Report ED 14/13 O & S Report ED 15/13

#### **CORPORATE IMPLICATIONS/RISKS:**

**Chief Executive's** - The Local Plan will help to deliver the objectives of the Carlisle Plan.

**Community Engagement** – The Local Plan policies will help deliver the housing strategy and address community issues when development proposals are considered.

**Economic Development** – The Local Plan provides the basis for delivering economic growth and guiding development proposals throughout the District.

**Governance** – The Local Plan is prepared under the Planning and Compulsory Purchase Act 2004 and the Planning Act 2008 (as amended by the Localism Act 2011).

**Local Environment** – the Local Plan has policies to protect and enhance both landscape and biodiversity in the local environment, in both built up areas and the wider countryside.

**Resources** - The preferred options report is produced within the Council's own planning policy resources with the use of existing budgets to undertake the required evidence base.

**Appendix 1** – Strategic Policies, Site Allocations and Viability.

**1.0 Introduction**

- 1.1 The Local Plan has to identify specific sites that are suitable for housing, employment and other uses such as retail or health, in order to meet the identified needs of the area and deliver the Plan's strategy. The NPPF states that pursuing sustainable development requires careful attention to viability.

**2.0 Viability of the Plan**

- 2.1 The Local Plan should be deliverable. The NPPF states that the allocated sites and the scale of development identified in the plan should not be subject to such a scale of obligations and policy burdens that their ability to be developed viably is threatened. To ensure viability, the costs of any requirements likely to be applied to development, such as requirements for affordable housing, standards, infrastructure contributions or other requirements should, when taking account of the normal cost of development and mitigation, provide competitive returns to a willing land owner and willing developer to enable the development to be deliverable.
- 2.2 Current advice on viability testing of Local Plans concentrates mainly on the costs of providing affordable housing. As such the Council has undertaken an Affordable Housing Economic Viability Assessment, which is part of its evidence base and available on the web site. The purpose of the study was to establish the appropriate level of affordable housing to be required on sites across the District, having regard to the likely economic viability of land for housing within the area.
- 2.3 To assess affordable housing viability across the District, the study used a traditional residual appraisal method, which is widely recognised as the preferred method to assess viability.
- 2.4 The evidence in this study has been used to inform Policy 24 – Affordable Housing, which makes provision for different requirements across different zones. The map which accompanies this policy was omitted from the Local Plan preferred options policies report currently progressing through the committee cycle, and is therefore attached at the end of the allocated housing sites.
- 2.5 It is recognised that further work will be required on viability as the Plan progresses through Preferred Options to publication, in particular a more detailed examination of policies other than the affordable housing policy, to determine whether there is likely to be a cost implication for development. In particular, Policy 35 – Delivering Infrastructure, Policy 38 – Broadband Access, Policy 42

### **3.0 Site Allocations**

- 3.1 Proposed sites for development will be shown as allocations on the Local Plan policies map. The map will also show existing land uses such as areas of housing, employment and the City Centre, and areas of protected land such as parks and playing pitches, amenity open space, nature conservation sites and the two Areas of Outstanding Natural Beauty in the District.
- 3.2 In relation to existing land uses, some designations will not be transferred over to the new Local Plan Policies Map, as follows:

### **3.3 Offices**

- 3.4 In relation to existing offices in the City Centre, they are currently shown as Primary Office Area. The current Local Plan has a policy relating to office development within this area. Discussions with Development Management officers have highlighted that there is an issue with vacant offices which are for sale or to let. It is considered beneficial to allow a wider range of uses in these circumstances, to increase the vibrancy of these areas.
- 3.5 Within the NPPF offices are defined as a main town centre use. It is considered that policy within the NPPF relating to commercial development is sufficient to decide any planning applications, and that a separate local plan policy and map designation is not required.
- 3.6 Within the rural area, small scale rural offices are not subject to a sequential approach, i.e. they are not subject to a 'town centre first' approach. Provision for rural offices is made in Policy 15 – Rural Diversification. This approach complies with Government policy in the NPPF.

### **3.7 Urban Fringe Landscape**

- 3.8 The Urban Fringe Landscape definition on the current Local Plan proposals map was intended to protect the open character of the area and protect them from pressure from development. Feedback from the Issues and Options stage of the Plan indicated community support for a criteria based landscape policy that would protect and enhance all landscapes, not just those covered by specific designations.
- 3.9 Therefore Policy 64 – Landscape, sets out an approach whereby all proposals for development are assessed against the surrounding landscape's key characteristics, local distinctiveness and capacity for change, using the Cumbria

Landscape Character Assessment and Toolkit. This provides decision makers with the means to assess the impact of a development on any of the different landscape character areas in the district.

- 3.10 As such, Urban Fringe Landscape will not be shown on the new Local Plan Policies Map.

### 3.11 Settlement boundaries

- 3.12 The current adopted Local Plan shows settlement boundaries for Carlisle, Brampton, Longtown and 20 rural villages. In the rural areas in particular, settlement boundaries were very tightly drawn, resulting in limited scope for new development.

- 3.13 Feedback received so far, in particular through the Issues and Options consultation, and the Rural Masterplanning consultations has highlighted that many communities consider that settlement boundaries are too restrictive.

- 3.14 The NPPF advocates a significant shift away from a hierarchical approach, and does not advocate the use of settlement boundaries, stating that:

*“to promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. For example where there are groups of smaller settlements , development in one village may support services in a village nearby”.*

- 3.15 National policy also states that in rural areas local planning authorities should be responsive to local circumstances and plan housing development to reflect local needs, particularly for affordable housing.

- 3.16 As such settlement boundaries will not be shown on the Local Plan Policies Map.

### 3.17 New allocations

- 3.18 The allocations form part of the overall Local Plan for Carlisle District, which will cover the period 2015 – 2030. The allocations need to be read in conjunction with the relevant policy which will set out criteria that any planning applications will need to comply with. (The policies were previously presented to JMT on 30<sup>th</sup> April).

- 3.19 By setting out specific land allocations in this way, the Plan will provide local communities, land owners, developers and infrastructure providers with a clear indication of the future pattern of development across the district. They indicate that the principle of development on such sites is acceptable.

- 3.20 With reference to the proposed housing allocations, it has been important to ensure that the sites are deliverable over the Plan period. To be considered deliverable, sites should be available and offer a suitable location for development now, and be achievable with a realistic prospect that housing can be delivered on the site within five years. In particular, development of the site must be viable.
- 3.21 The Council can currently demonstrate at least a five year supply of housing land + 20%, and therefore there is no requirement to allocate sites for housing for the first five years of the Plan period. The allocations are therefore intended to be brought forward in years 6 – 10.
- 3.22 The table below sets out the proposed sites, the site size and the indicative yield. The yield has been calculated using a net density of 30/ha as a baseline, and then taking into account any site constraints such as site shape, topography and permanent features.
- 3.23 The table needs to be read in conjunction with the following plans which show the preferred allocations, alternative options, and also recently submitted SHLAA sites, (which have not yet been subject to a site assessment).

*The following text is as it will appear in the Local Plan and has therefore not been paragraph numbered.*

## **Policy 21- Housing Strategy and Delivery**

### ***Planning permission will be granted for housing proposals that will:***

- 1. Contribute to achieving an average annual district housing target of 550 - 650 houses per year;***
- 2. 70% of all new housing development will be located in the urban area of Carlisle, and 30% in the rural area;***
- 3. Provide a mix of dwelling types, sizes and tenures which help meet identified local housing need and contribute to the development of mixed and sustainable communities;***
- 4. Provide specialist housing for vulnerable people including for the ageing population such as extra-care accommodation in sustainable locations, taking account of the need to provide for a variety of care needs and flexibility to accommodate differing requirements of ageing care;***
- 5. Contribute to the development of brownfield sites which are in sustainable locations;***

## Housing Allocations for Carlisle District

Overall District target:	550/650 per year	
Windfall allowance @ 50/year	750	
Net planning permissions outstanding:	3471	
Less 2 year's potential completions:	900	
Sites to be allocated:		
Urban:	Area: (hectare)	Yield:
Land to the south east of junction 44 – Carl 01	8.03	217
Site of Pennine Way Primary School – Carl 02	3.57	112
Land south of Edgehill Road, adjacent to former NCTC – Carl 03	4.37	130
Land north of Moorside Drive/Valley Drive – Carl 04	4.96	140
Land between Carlton Road and Cumwhinton Road – Carl 05	1.47	204
Land at Garden Village, west of Wigton Road – Carl 06	5.05	139
Land at Newhouse Farm, south-west of Orton Road – Carl 07	30.19	509
Land north of Burgh Road – Carl 08	2.83	66
Former Belah School site, Eden Street – Carl 09	2.34	59
Land off Windsor Way – Carl 10	10.60	300
Allocations carried forward from previous Local Plan		
Laings site, Dalston Road – Carl 11	2.56	90
Harraby Green Road – Carl 12	1.05	45
Durranhill Road – Carl 13	3.32	65
Land at Carlton Clinic – Carl 14	4.19	100
Total urban:		2 176
Rural:	Area:	Yield:
<u>Brampton</u>		
Land south of Carlisle Road – Bram 1	10.9	200
Land west of Kingwater Close – Bram 2	2.31	65
Land east of Gelt Rise – Bram 3	0.77	25
Land north of Greenfield Lane – Bram 4	5.66	153
<u>Longtown</u>		
Site of former Lochinvar School – Long 1	5.04	136
<u>Cummersdale</u>		
Land east of Cummersdale Road – Cumm 1	0.38	14

<u>Cumwhinton</u>		
Land west of How Croft – Cumw 1	0.76	25
<u>Dalston</u>		
Land at Buckabank – Dals 1	2.68	15
<u>Linstock</u>		
Linstock North – Lins 1	1.28	10
<u>Rockcliffe</u>		
Rockcliffe East	0.89	20
<u>Scotby</u>		
Land to the west of 37-65 Scotby Road	1.26	44
<u>Warwick Bridge</u>		
Warwick Bridge/Little Corby North – Warw 1	1.55	66
<u>Wetheral</u>		
Wetheral South – Weth 1	3.49	98
<u>Wreay</u>		
Land west of Wreay School – Wrea 1	1.16	10
<b>Total rural:</b>		<b>881</b>
<b>Total district:</b>		<b>2 892</b>

Development of allocated sites will have to be compliant with other relevant policies in the Local Plan.

The sites allocated under this policy are detailed in Appendix 2

### **Alternative Option allocated sites**

The allocated sites for years 6 – 10 in the Plan period have been selected as they are considered to be the best option in terms of suitability, achievability and availability, i.e. they are deliverable. Through this consultation we would encourage comments on the location of these sites, and any alternative sites that you consider would be more suitable.

In particular we would also welcome comments on the yield for each allocated site.



## Broad location for growth 2026 -2030

For years 11 – 15 the preferred option is for the Local Plan to identify a broad location for growth in the area of Carlisle South, as identified on the Local Plan policies map. The justification for this preferred approach is set out below.

## Population growth

The Carlisle HNDS shows that Carlisle's population has been growing at a faster rate than the County or the Region, growing by 3.5% between 1999 – 2009. The City is a key centre for services and employment in Cumbria, has above average jobs density and strong labour market self containment. The City's role will therefore continue to be as a centre for housing, employment and services for a wide hinterland.

It is therefore expected that population and demographic dynamics as well as employment growth will drive demand for housing over the longer term to 2030.

The Strategic Housing Land Availability Assessment as of March 2012 shows housing potential for approximately 8212 houses over the next 15 years which averages 533 houses/year. This is subject to change as more sites come forward.

## National Policy

The NPPF states that the supply of new homes can sometimes be best achieved through planning for larger scale development, such as new settlements or extensions to existing villages and towns that follow the principles of Garden Cities.

*Working with the support of their communities, local planning authorities should consider whether such opportunities provide the best way of achieving sustainable development. In doing so, they should consider whether it is appropriate to establish Green Belt around or adjoining any such new development. (NPPF para.52).*

## Summary of benefits of approach

The benefits of delivering a large scale urban extension can be summarised as follows:

- opportunity to comprehensively shape the physical form and social fabric of an area to create a sustainable place in an area-based as opposed to piecemeal approach;
- meet housing shortage and provide range of types and tenures to meet need and demand;
- help realise economic potential of an area and create new jobs;
- provide strategic public transport provision and highways network to support the development and the wider area;

- effective way of capturing uplift in land value and funding infrastructure;
- create comprehensively planned and owned green infrastructure;
- maximise low carbon living and effective use of resources
- secure better community engagement, governance, stewardship and ownership.

### Environmental sustainability

Environmental sustainability can be delivered by less dense and greener urban development, even if this means developing on green fields as part of an urban extension. This can bring increased opportunity to create quality urban greening and better places to live, which will contribute to the climate change, health and biodiversity agenda. Attractive green areas created as part of a strategic urban extension can encourage active behaviour, and trees and other vegetation can help to reduce carbon dioxide and particulates.

### Biodiversity

Opposition to the development of greenfield sites, especially one on this scale, is often based on the loss of biodiversity. However, biodiversity is frequently higher in urban areas than in green fields. This is largely due to farmland being intensively managed resulting in a very little diversity of species and habitat. However, urban habitats tend to be of a larger variety – residential gardens, allotments, parks, verges, railway land, community gardens.

A strategic site has the potential to integrate biodiversity into the overall layout of open spaces and wildlife corridors.

### Better design opportunities

Prior to the NPPF, national policy was to pursue a ‘brownfield first’ approach. Within Carlisle district a target of % development on brownfield sites was achieved between \*\*\* Whilst this brought many benefits, including regeneration of vacant and previously used land, the classification of gardens as brownfield and the drive for higher densities resulted in town cramming and a reduction in urban green space. In addition, some new development did not respect the character of the neighbourhood in which it was located.

The recent focus on building flats in the city, whilst bringing redundant buildings back into use, does not provide versatile enough accommodation to adapt to changing households, especially growing families, or provide people with gardens.

### Infrastructure needs

The allocation of this site is required to deliver infrastructure which is central to the delivery of the Local Plan and its objectives.

There are critical capacity issues within Carlisle for the highways network, the waste water network and the provision of primary and secondary education. In relation to the highways network, there are significant road capacity issues for Carlisle both within the road network and at motorway junctions. A strategic allocation can deliver an accessible environment with integrated transport being planned from the outset of the development.

The NPPF states that planning policies for large scale residential developments should promote a mix of uses in order to provide opportunities to undertake day to day activities including work on site. In addition key facilities such as primary schools and local shops should be located within walking distance of most properties.

The utilities network for waste water within the City of Carlisle is also limited in capacity and will require upgrading to facilitate sporadic new development. This can lead to disruption to the public. A strategic allocation can provide an integrated water network for both clean and waste water, and a dedicated sewerage treatment works.

United Utilities preferred approach is to see a brand new supply line brought into the city, as would be triggered by a large development focused in a single area, such as the proposals for south Carlisle. This would be more preferable to attempting to upgrade existing pipelines to accommodate smaller developments scattered across the edges of the city.

### Education

One of the biggest challenges to planning for infrastructure relates to education provision. The policy landscape for schools is changing with the Academy Programme and the Free School Programme having the potential to change how new school places are funded in the future. Currently all of the primary schools within Carlisle are at capacity. Whilst there is limited capacity within secondary schools, they will also be full by 2020.

The NPPF states that the Government attaches great importance to ensuring that a sufficient choice of school places is available to meet the needs of existing and new communities. Local planning authorities are encouraged to take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education. In particular, great weight should be given to the need to create, expand or alter schools.

A strategic allocation will enable the building of new primary schools, and a new secondary school, with associated playing fields.

## **Alternative options for meeting required level of growth in the district.**

The alternative approach to a strategic allocation is to have sporadic development within and on the edge of the city, as no other strategic sites were submitted as part of the SHLAA process.

This alternative option of spreading the development around the City on smaller sites was supported by the majority of respondents to the earlier Issues and Options Consultation. However, this option has been rejected due to the difficulties of providing for the required levels of infrastructure, which could have adverse environmental, economic and social implications.

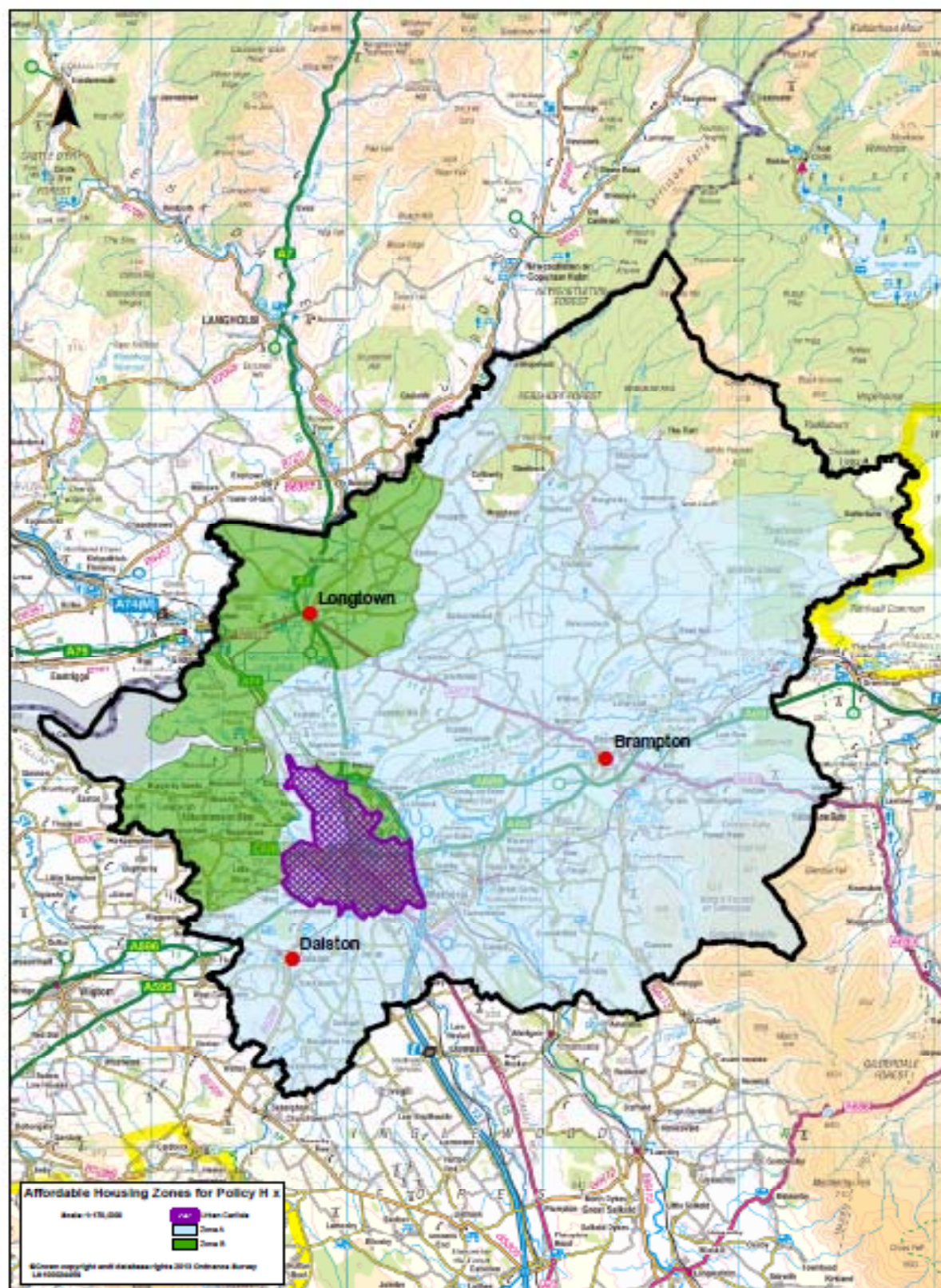
It is considered that smaller allocations would not have the critical mass to provide the necessary community and educational infrastructure on site. Financial contributions towards off-site provision from smaller sites spread around the City are considered unlikely to provide a timely sustainable alternative to on site-provision.

The cumulative impact of sporadic growth is also likely to be greater than that of a comprehensively planned single large development. In particular there would be considerable localised impacts on the highways network in parts of the City which are currently at capacity.

In terms of green spaces, any housing development will generate additional demand for public open space and bring additional pressure on existing city parks and open spaces. It is unlikely that smaller housing developments would be able to provide anything other than local open space to meet the demand generated by the new development.

Furthermore, a dispersal strategy leading to a large number of development sites spread around the edges of the City, required to meet the annual housing target, is also likely to have significant landscape and other environmental impacts.

In conclusion, the scale of the strategic allocation is determined by the need to achieve the critical mass to meet the main infrastructure needs, especially in respect of primary school facilities, for which there is currently an acute shortage of places in the town, and secondary education provision, which will be at capacity by 2020.





## Policy S2 - Spatial Strategy

### Consultation so far/What you told us:

During consultation on the Core Strategy Issues and Options consultees were invited to comment on various approaches to the spatial distribution of growth across the district. The majority of responses felt that the development plan should look beyond its 15 year plan period and set a long term direction for growth that would exceed the lifetime of the plan.

Over the course of the plan's lifetime, opinion was evenly split regarding the location and character of growth with 24 responses believing that growth should be focussed within the existing built extent of Carlisle's urban area and a further 24 wanting development to extend to make use of the new highway improvements brought about by the opening of the Carlisle Northern Development Route (CNDR).

A number of key messages received during consultation included:

- Growth should take account of sustainable transport options to ensure that walking, cycling and the use of public transport is always the easiest option for people and thus reduce reliance on the private car
- Growth must not neglect rural areas – the smaller settlements in the district should be allowed to grow, not just the city, to ensure that local services can remain viable.
- There should be a focus on the south of the city, particularly to find ways to alleviate problems with traffic driving through Dalston and rural roads to access Junction 42 of the M6.
- The city centre should be protected and allowed to grow sustainably

There was also recognition of the current imbalance between employment areas in the north of the city and residential areas in the south. Most responses called for a focus on the south of the city to improve transport links and the employment offer around J42 of the M6; however a number also called to channel growth into the north to support the industrial estates at Kingstown and Kingmoor. Other responses were keen to utilise the new corridors opened up by CNDR, though, to counter this, a number of responses warned about developing along new road links, as this could lead to an unsustainable pattern of development that moves people away from more central and better connected areas.

## Policy S2 – Spatial Strategy

When considering development proposals across the City, the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. The Council will work proactively to find solutions which mean proposals that accord with planning policies can be approved wherever possible and to secure development that improves the economic, social and environmental conditions in the area.

Carlisle City Council will support the delivery of new housing, economic growth and diversification through the strategy:-

- Deliver at least 9000 dwellings over the next 15 years, 70% will be located in the urban area of Carlisle, and 30% in the rural area which averages 600 houses/year. Sites have been allocated for years 6 – 10 in the Plan period. For years 11 – 15 the preferred option is to identify a broad location for growth in the area of Carlisle South;
- Strengthen and protect the city centre and other existing centres to help create sustainable centres where adequate services and facilities would be provided by balanced growth;
- Develop a high value employment area to attract high value jobs in a location which utilises the M6 corridor, and an employment facility at the Harker Industrial Estate that requires a major electricity supply due to its proximity to Harker substation;
- Strengthen the City as a focus of high educational achievement with primary, secondary, college and University facilities that support future economic growth;
- Develop employment land at Kingmoor Park (including Brunthill), and south west of Morton, whilst also improving the overall qualitative offer of employment land within Carlisle.
- Maintaining and enhancing the importance of environmental, heritage and landscape assets;
- Make the use of public transport, walking and cycling easy, to reduce non-essential car use;
- Address the impact on climate change, renewable energy, air quality, green infrastructure, recycling/waste, flooding issues and the water environment.
- Contribute to individual and community wellbeing, health and safety and social inclusivity;
- Achieve high standards of design and sensitivity to character, setting and cultural heritage;

## Justification

In taking the Local Plan forward the Council recognises the importance of the Spatial Strategy closely matching the main objectives of the corporate “Carlisle Plan”, which sets out key priorities for the City Council (2013-16).

The Local Plan will enable the delivery of key elements of the vision within the Carlisle Plan, in particular:

- support the growth of more high quality and sustainable business and employment opportunities;
- address Carlisle’s current and future housing needs;
- develop vibrant sports, arts and cultural facilities.

The Carlisle Housing Needs and Demands Study (HNDS), 2011, shows that Carlisle’s population has been growing at a faster rate than the County or the Region, growing by 3.5% between 1999 – 2009. To deliver the strategy, the Plan focuses housing delivery on the City of Carlisle, whilst also allowing a proportion of housing to come forward in the rural areas. The Plan aims to achieve this through allocating specific sites for housing across the district, and setting out a policy based approach for housing on non-allocated sites. The Local Plan housing strategy aims to meet the housing needs for the District for both open market, affordable and special needs housing. It does this with reference to the evidence set out in the HNDS on current and future demographic trends, market trends and the needs of different groups in the community.

The Carlisle Employments Sites Study along with work on the Local Economic Assessment and Economic Potential identify the strengths of the local economy along with indicators of where improvements are required to sustain economic growth. One of the key issues has been the quality and choice of employment locations for companies to invest. The strategy sets out the key areas to address the longer term needs and ensure that appropriate sites are brought forward to strengthen the local economy as well as providing for investment and redevelopment for existing businesses.

The Carlisle retail Study 2012 found that there was limited spare capacity in the initial years of the plan period and therefore any development should aim to reinforce the city centre as the prime retail location. This is in accordance with section 2 of the NPPF to ensure that the vitality of town centres remains. For Carlisle this means that the city centre should remain the main focus of retail development.

Carlisle’s heritage is central to its attractiveness as a tourist location with Hadrian’s Wall Path crossing the District. The City Council recognises the value of its heritage assets and their importance in giving the area a strong, distinctive identity and real sense of place. Tourism, arts and cultural development is of major importance to Carlisle as a generator of economic prosperity and employment. It is essential that the tourism



potential of the District is promoted and exploited to maximise the benefits it can bring to the area.

Carlisle City Council recognises the importance of protecting our environment and using the natural resources available to us to their fullest through renewable energy generation and energy efficient design and materials. Central to this is ensuring that the District is resilient to the effects of climate change through ensuring that new development is directed away from areas at risk of flooding and that new development manages its potential effects responsibly. Carlisle Green Infrastructure Strategy: The Big Green City, which recognises the fundamental role green infrastructure and the natural environment play in creating an identity for the district and for Carlisle as a green city. Biodiversity, landscape and green spaces are to be protected, ultimately for the sake of their own natural value, but also for the well being and good health of the district's citizens and visitors.

### **Policy S5 – Regeneration and Strategic Retail in the City Centre and Botchergate**

Carlisle City Centre will be the principal focus for high quality comparison retail, supported by a range of leisure, tourism, heritage and other main town centre uses. In particular there will be opportunities for future development between the railway station and the pedestrianised area of the City Centre.

Proposals for development should be able to demonstrate:

- enhancements to the public realm;
- preservation and enhancement of the character, appearance and wider setting of the City Centre, and Portland Square/Chatsworth Square Conservation Areas;
- potential for use of upper floors as residential.
- delivery of the City Centre Masterplan

Within Botchergate, proposals which focus on the consolidation and improvement of the leisure and retail uses, or can demonstrate diversification into other uses such as office, residential, cultural and other services will be acceptable, subject to meeting the above criteria.

This policy has the aim of proactively planning for the enhancement of Carlisle as a vital and vibrant city centre destination for both retail and leisure.

Carlisle is a sub-regional centre serving a large hinterland with little competition from other sub-regional or regional centres. It is located in relative geographical isolation, and has relatively high levels of expenditure retention.

The Carlisle Retail Study 2012 shows that there is no immediate need to allocate a site for new comparison provision in the City Centre in the early phase of the Local Plan, up to 2018. However, whilst there is relatively limited short term quantitative need, there is substantial quantitative need in both the City Centre, and on a City wide basis, in the latter phases of the Local Plan. This growth in need is mainly due to projected population and expenditure growth.

It is recognised that a 'do nothing' scenario would lead to a relative decline in the overall competitiveness of the City Centre. In response to this a City Centre Masterplan is being prepared which will identify where the retail need can be accommodated, whether any uses can be relocated, and if necessary, where else retail uses can be accommodated. The Masterplan will also look at current constraints such as lack of available modern floorspace, retailers in constrained units, and unsatisfied retail requirements etc.

The Masterplan may identify suitable sites to accommodate new substantial retail development within the City Centre.

## Employment Allocations

### **Policy 1 – Employment and Commercial Growth Land Allocations**

Undeveloped land at Kingmoor Park (including Brunthill), (30 ha) and land to the south west of Morton (8 ha) is allocated for the development of B1 (Business), B2 (General Industrial) and B8 (Storage and Distribution).

Develop a high value employment area to attract high value jobs in a location which utilises the M6 corridor

Land is allocated at the Harker Industrial Estate for employment development that would require a major electricity supply due to its proximity to Harker substation.

In the rural area, within the boundary of Carlisle Airport, development that is related to airport activities will be acceptable. In addition, enabling employment development that would facilitate the further operational development of the airport will be acceptable. In the case of the latter, applicants will have to provide evidence of how their proposals will facilitate retention and/or expansion of aviation related activities.

## **Justification**

The current adopted Local Plan identifies three employment allocations to meet the differing needs and demands of a range of employment sectors. One of these sites, land south of Park Road at Durranshill, was allocated in response to the need for a premier pedigree livestock centre. However, this is no longer an identified need, and therefore the site has been deleted.

The Carlisle Employment Land Study identified that whilst there was sufficient land for employment in Carlisle there were qualitative issues with the sites which were available for employment uses. In addition there were also issues with limited opportunities given the dominance of key parties in the property market for employment sites.

The study recognised that in order to address these concerns there was potential to improve the employment sites offer in Carlisle but this needed to react to special circumstances rather than continue with generic B class uses.

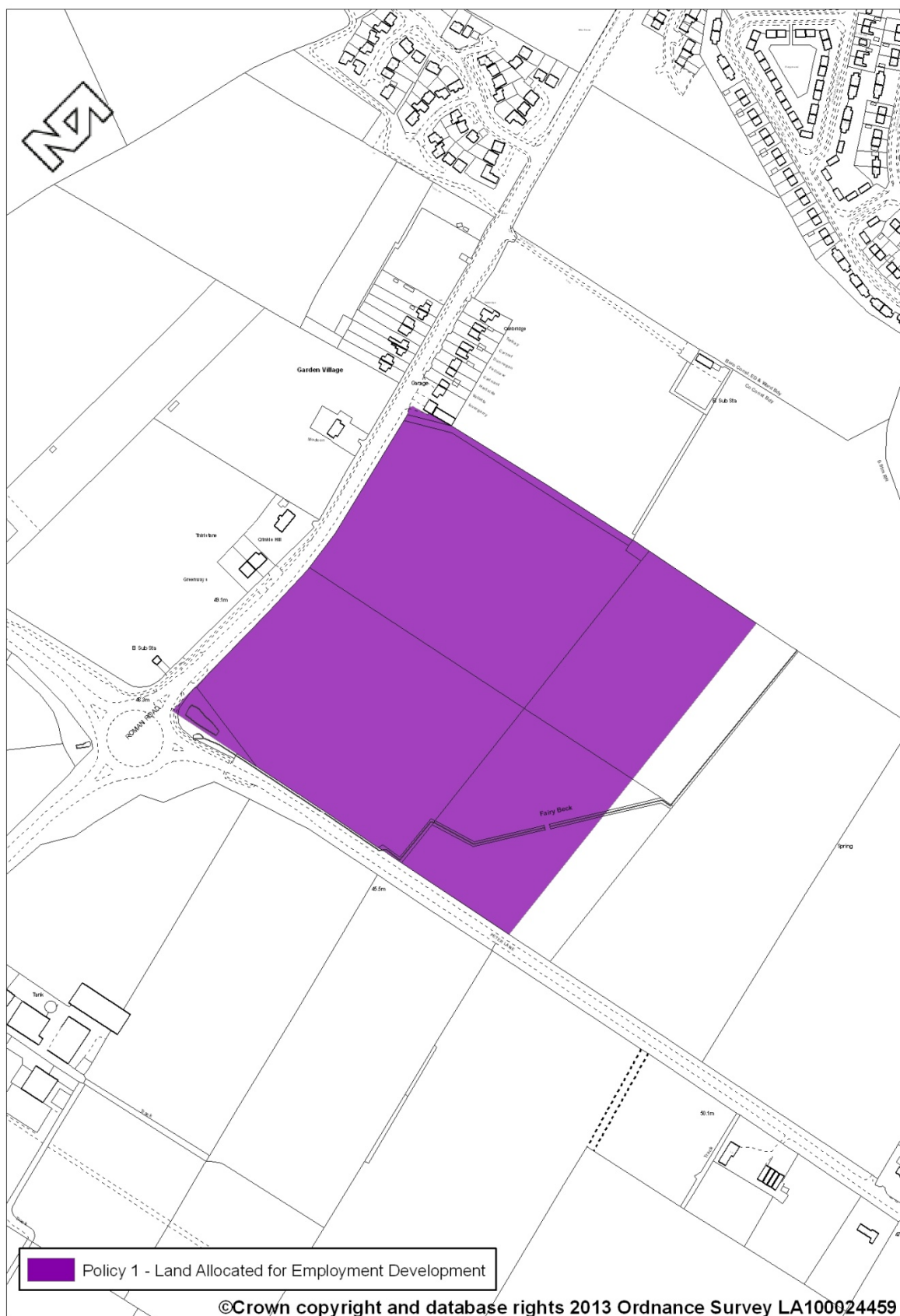
The study saw little potential to expand outside the M6 corridor although it did not consider the full context of future growth which this local plan seeks to achieve. The

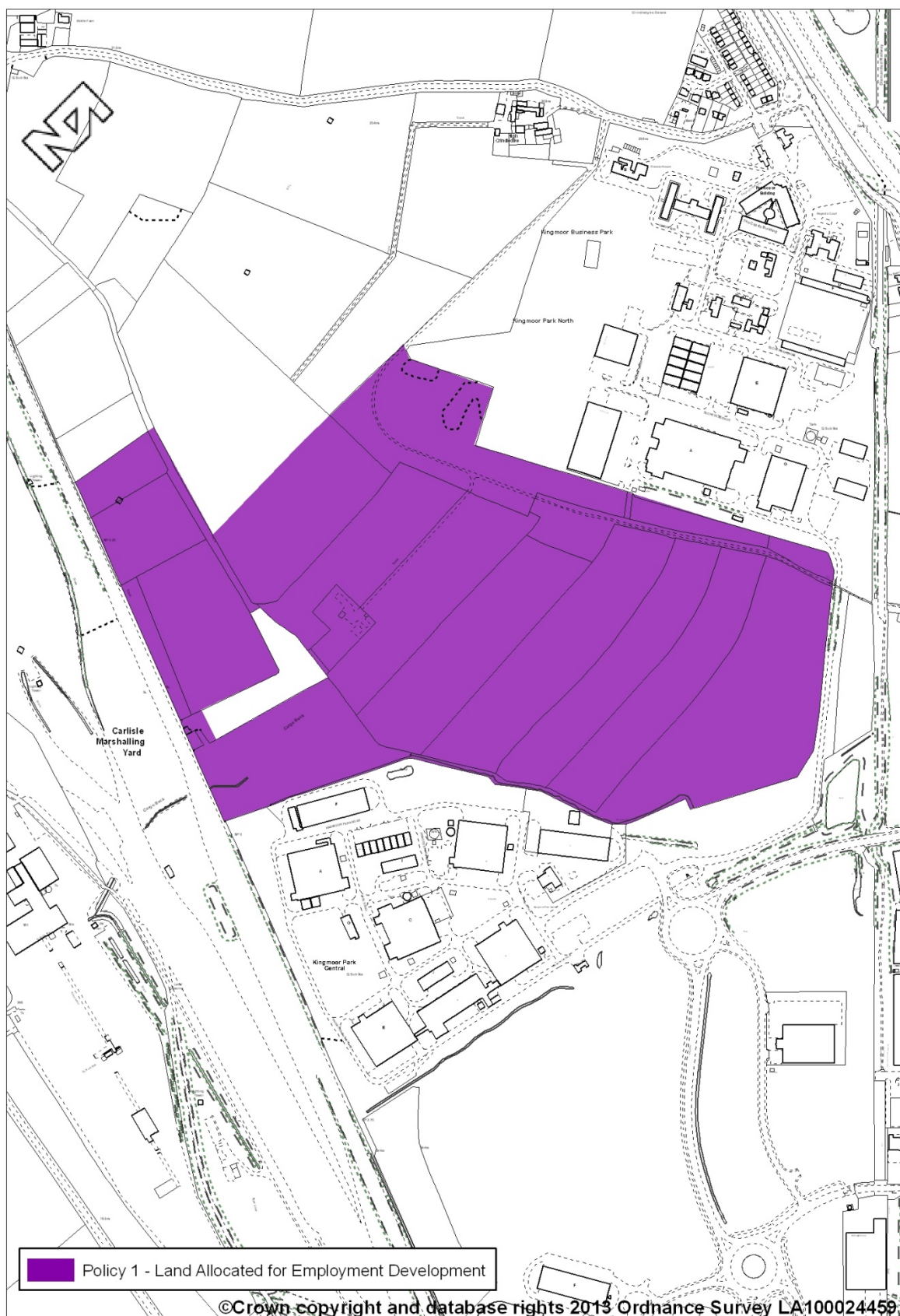
Local Plan has a commitment to ensuring opportunities for maximising the economic potential of the M6 corridor.

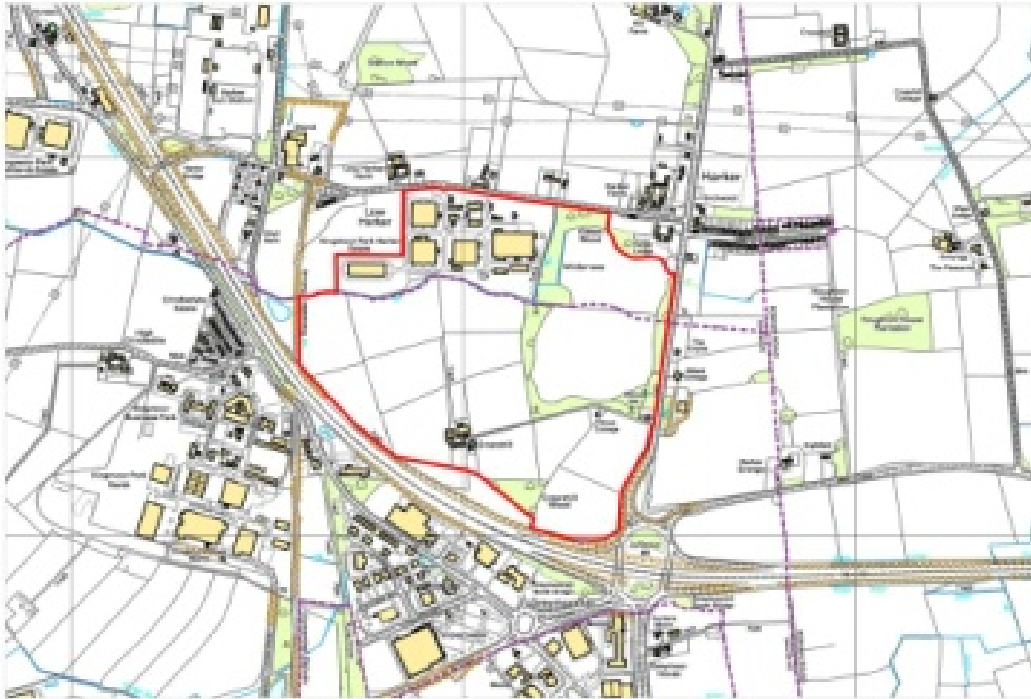
It is recognised that specific economic needs may not be met by existing employment allocations, for example developments in storage of information and data requirements such as data centres. Such uses have specific requirements including close access to a power supply. In order to provide adequate land for such uses a new site is allocated to the north near to the power supply at Harker Sub Station. However, any use would have to minimize any increase in traffic levels due to the capacity of the existing highway network and Junction 44 of the M6.

Within the rural area, the Council has a continuing requirement to support the development of the airport for aviation and associated business uses. It is considered that merging Policy S6 within this policy is considered more appropriate as they are related issues and provide a clear rationale to support sustainable economic development in the Local Plan. The NPPF states that when planning for airports, plans should take account of their growth and role in serving business, leisure, training and emergency service needs. The location of the airport in open countryside between Carlisle and Brampton would make it unlikely that development that would generate significant traffic movement would be acceptable. Such developments should be located where the need to travel would be minimised and the use of sustainable transport nodes maximised.

Enabling development, i.e. development that would facilitate further development that is essential or conducive to the efficient operation of the airport, will be acceptable, provided that the scale of such development is appropriate to the operation of the airport and the surrounding environment.







**Land at Harker, north of Junction 44 of the M6**



## Retail development

### **Policy 9 – Morton District Centre**

Land is allocated at Morton for a District Centre to accommodate a foodstore with a capacity of 8 175sq m gross.

Any other foodstore applications elsewhere in the City will be required to demonstrate that they would not undermine the planned delivery of the Morton scheme, or impact on its trading viability, or impact on the viability of other committed or operational foodstores in the City.

### **Justification**

The Carlisle Retail Study August 2012 recommends that the District Centre allocation for Morton should be retained through the emerging Local Plan in order to provide sufficient policy protection to ensure that the foodstore anchor is delivered.

However, it is recognised that there is potential to introduce a wider range of comparison retail and service uses as part of the Morton District Centre to meet the wider needs of existing and future residents.

A capacity assessment of current foodstore commitments across the City shows that there is no requirement for new convenience provision in the City over the emerging Local Plan period through to 2030. This position will be monitored when committed foodstore schemes are trading, and regular main food shopping patterns established.

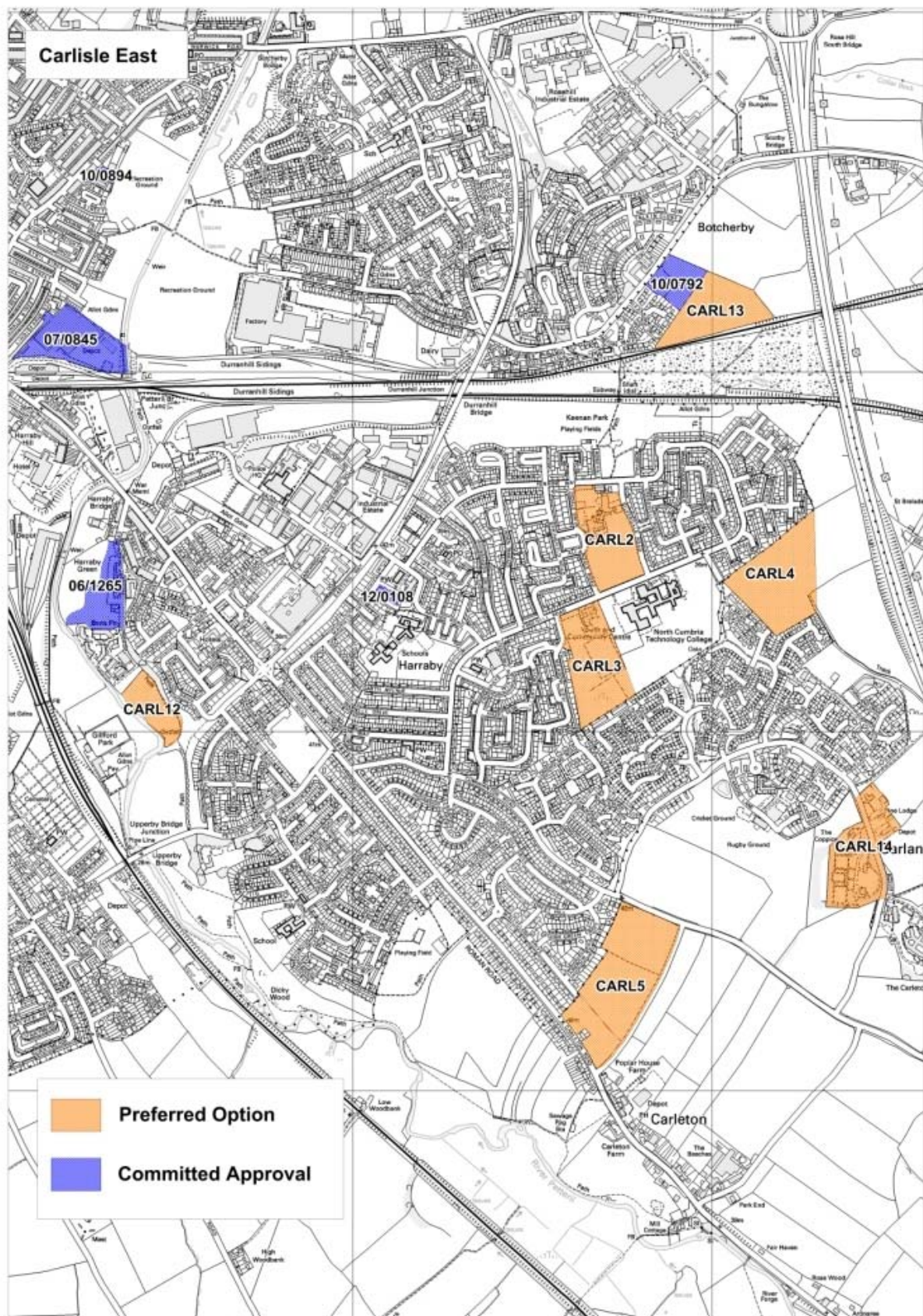




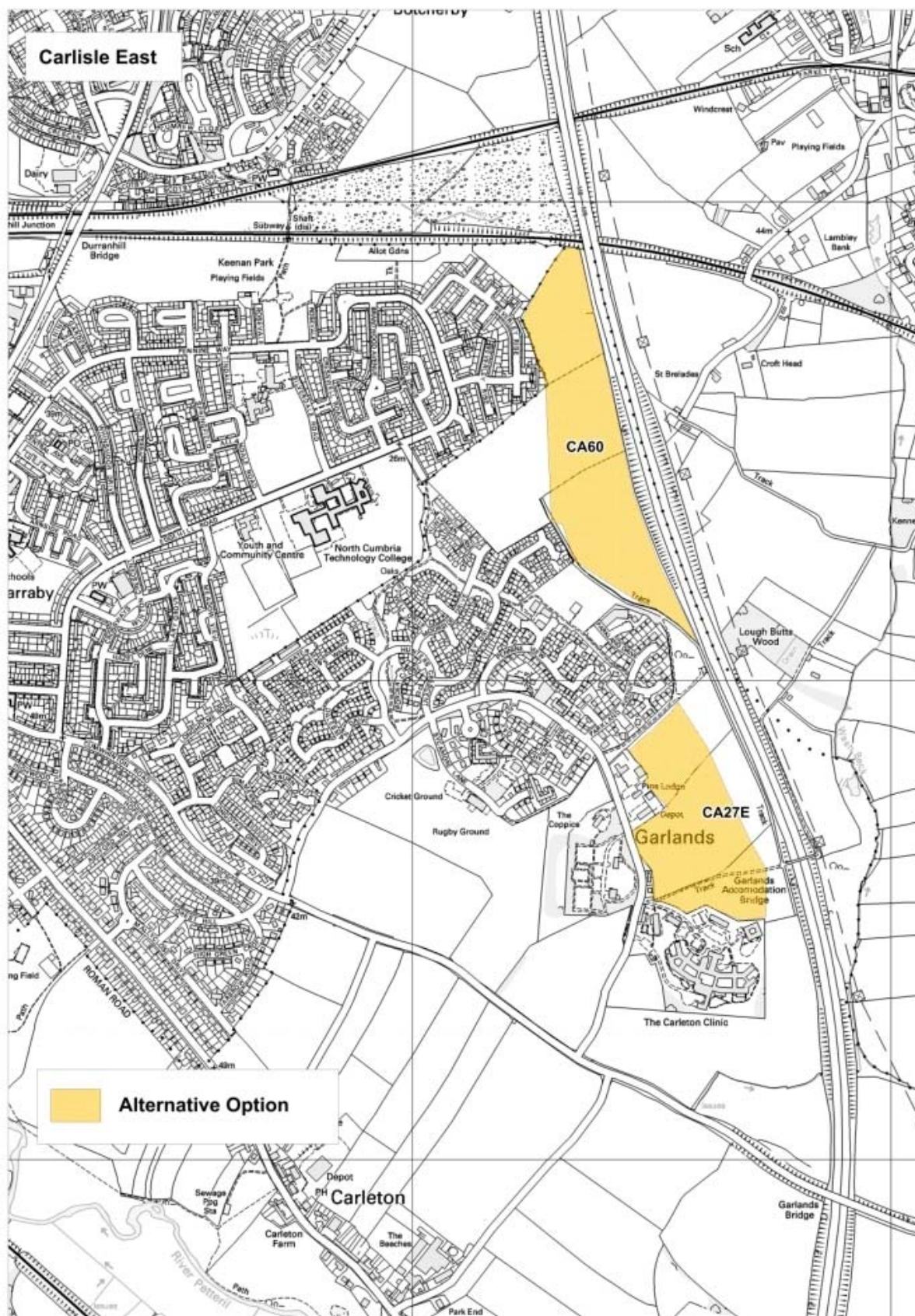


## Executive Report ED 19/13

### Appendix 2 – Preferred Allocations and site descriptions.

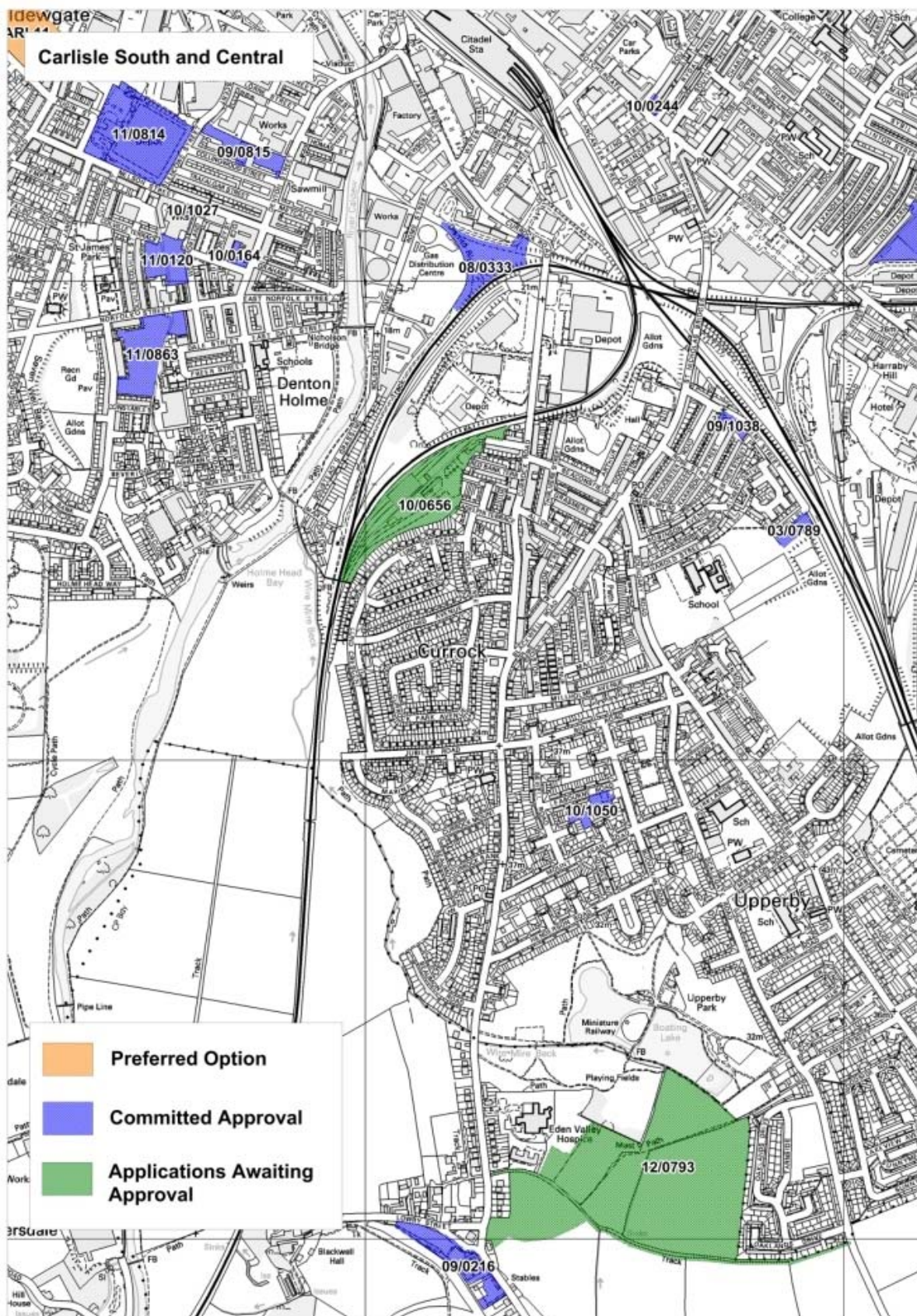






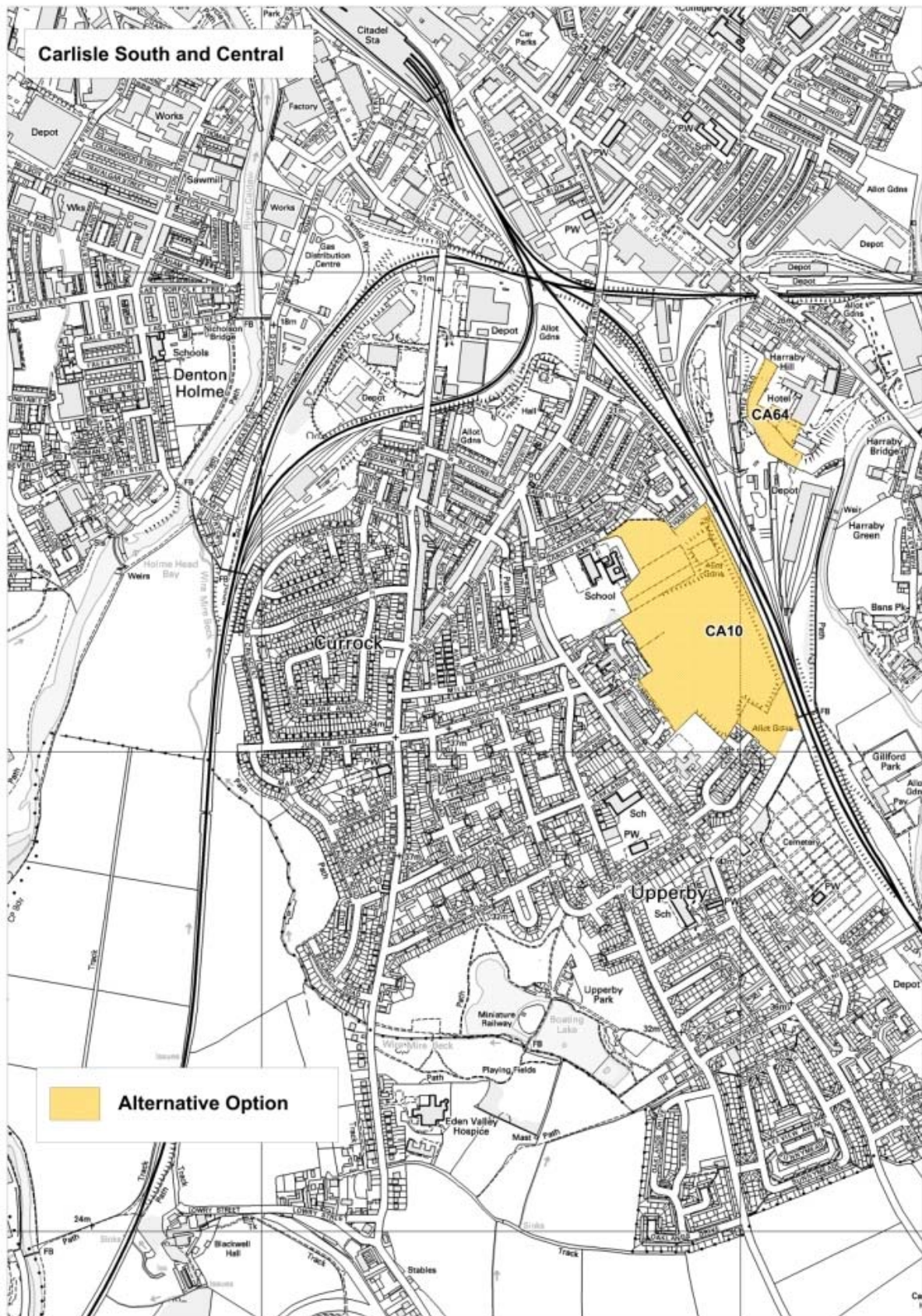


### Carlisle South and Central

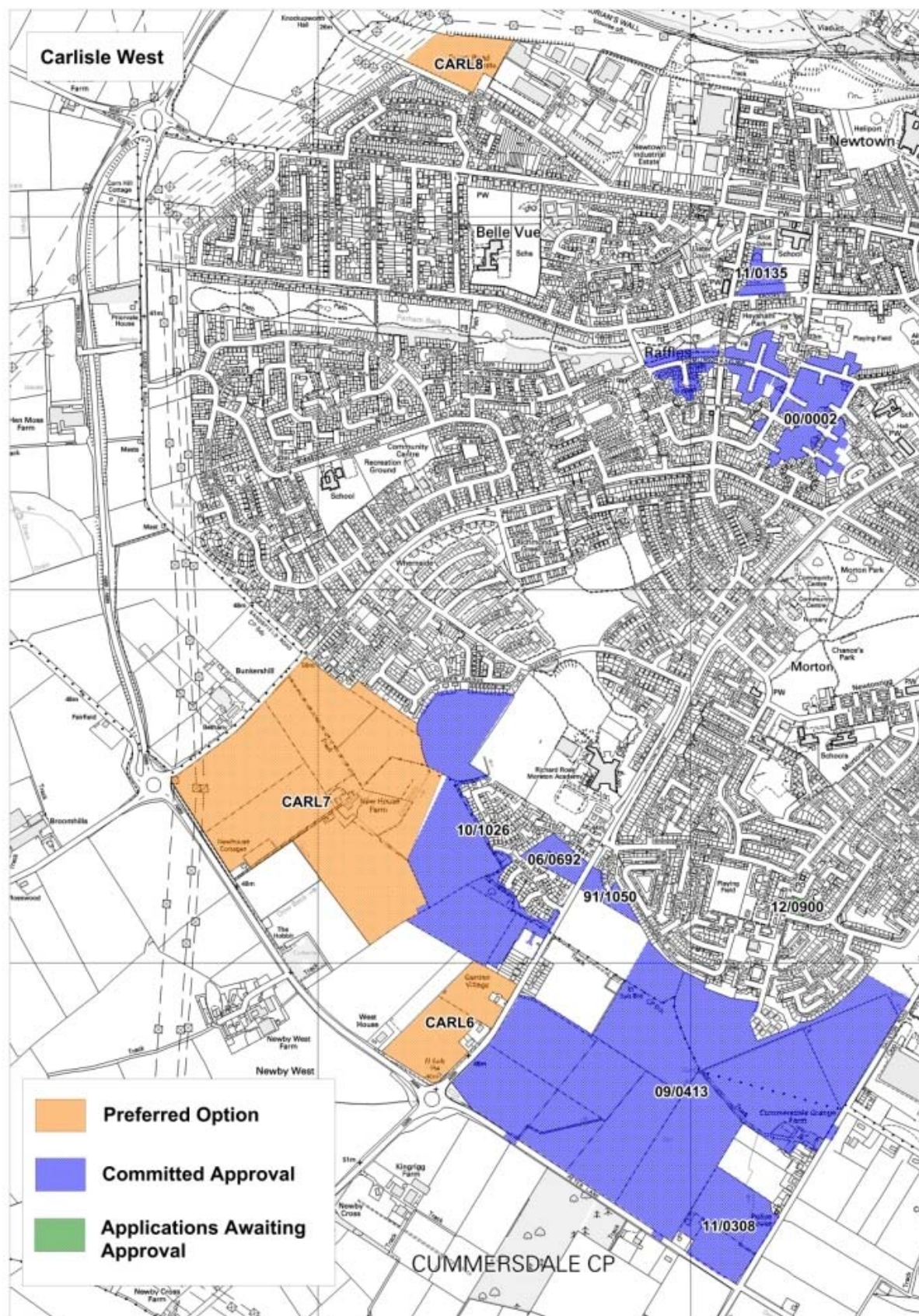




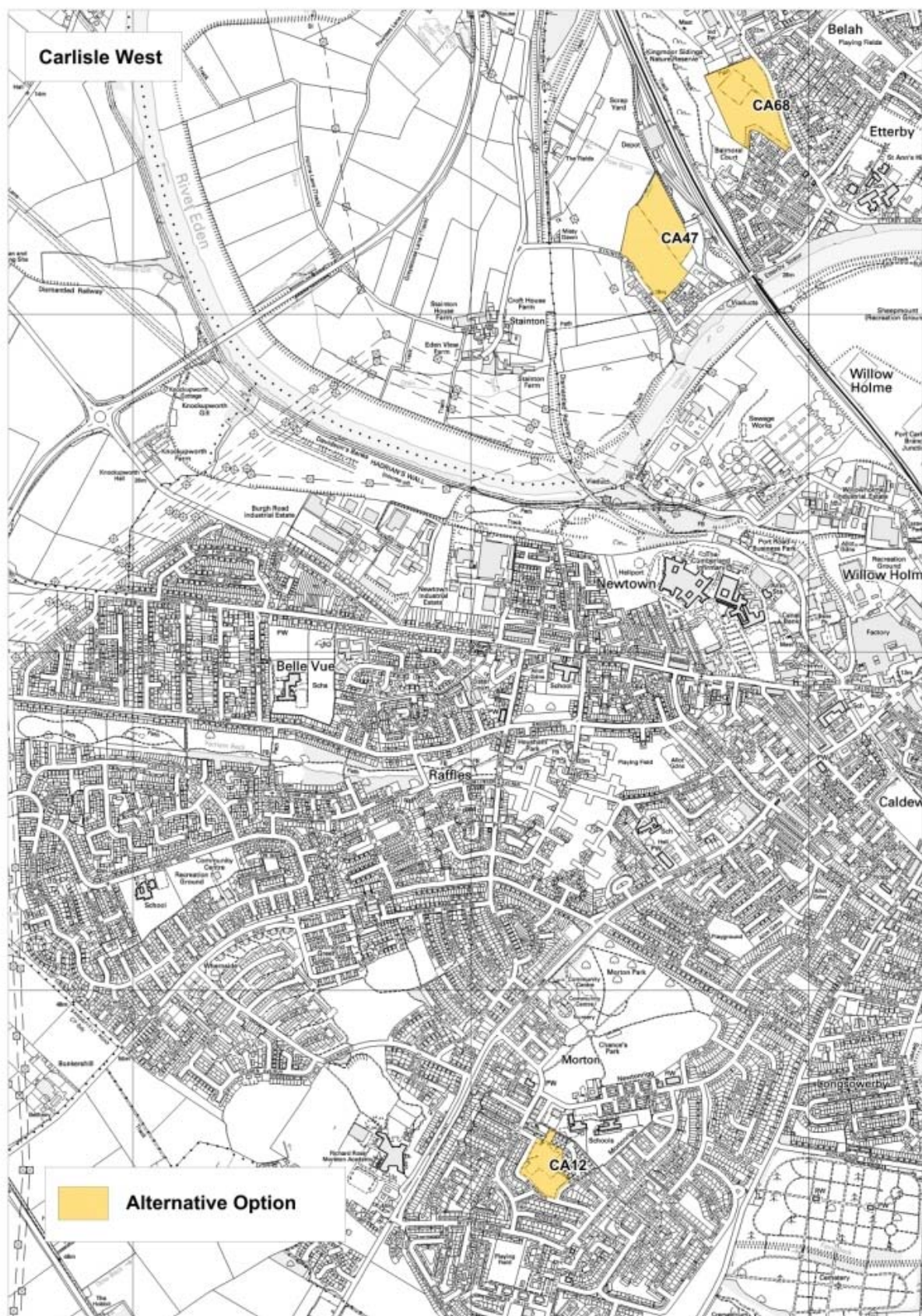
## Carlisle South and Central



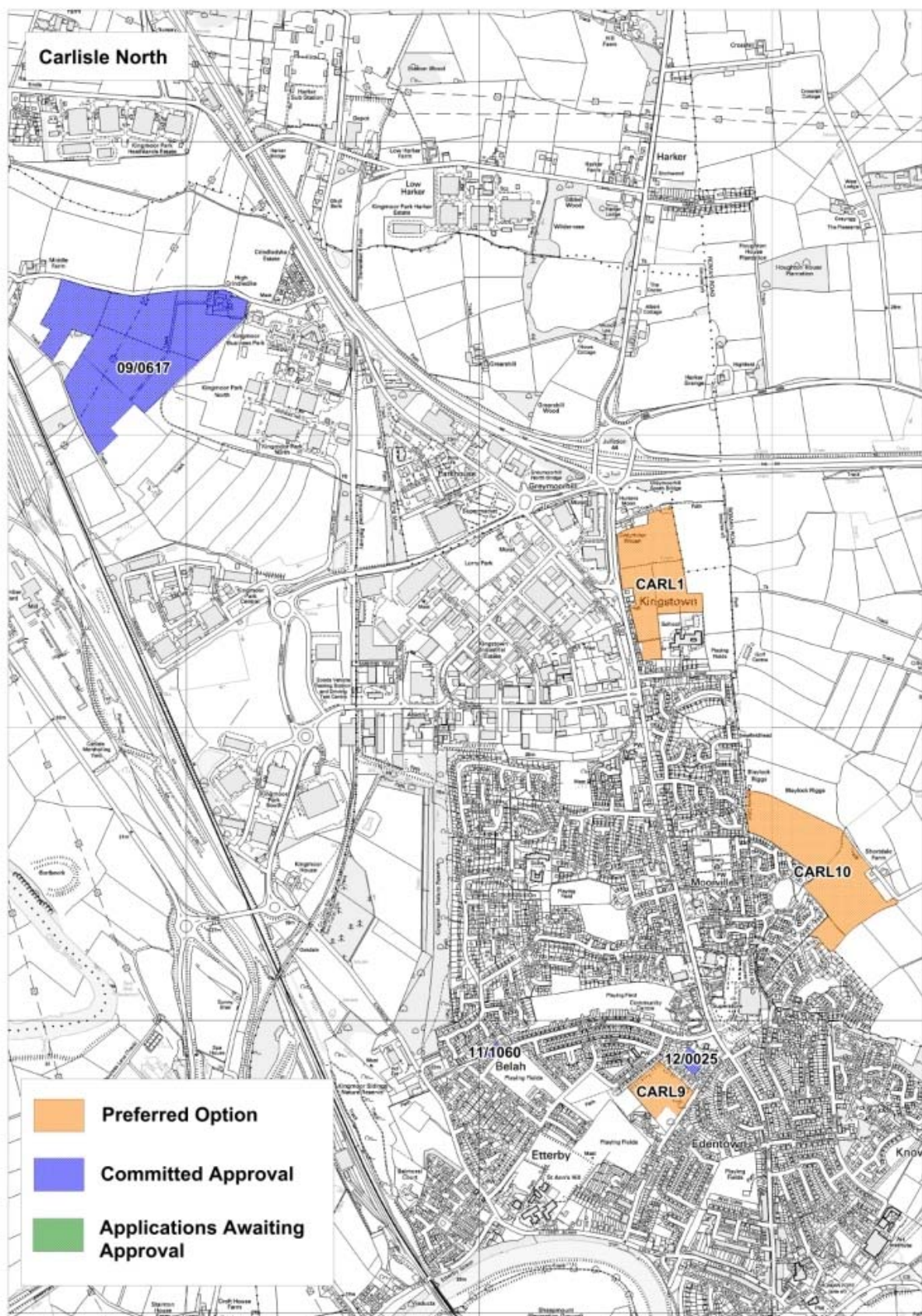




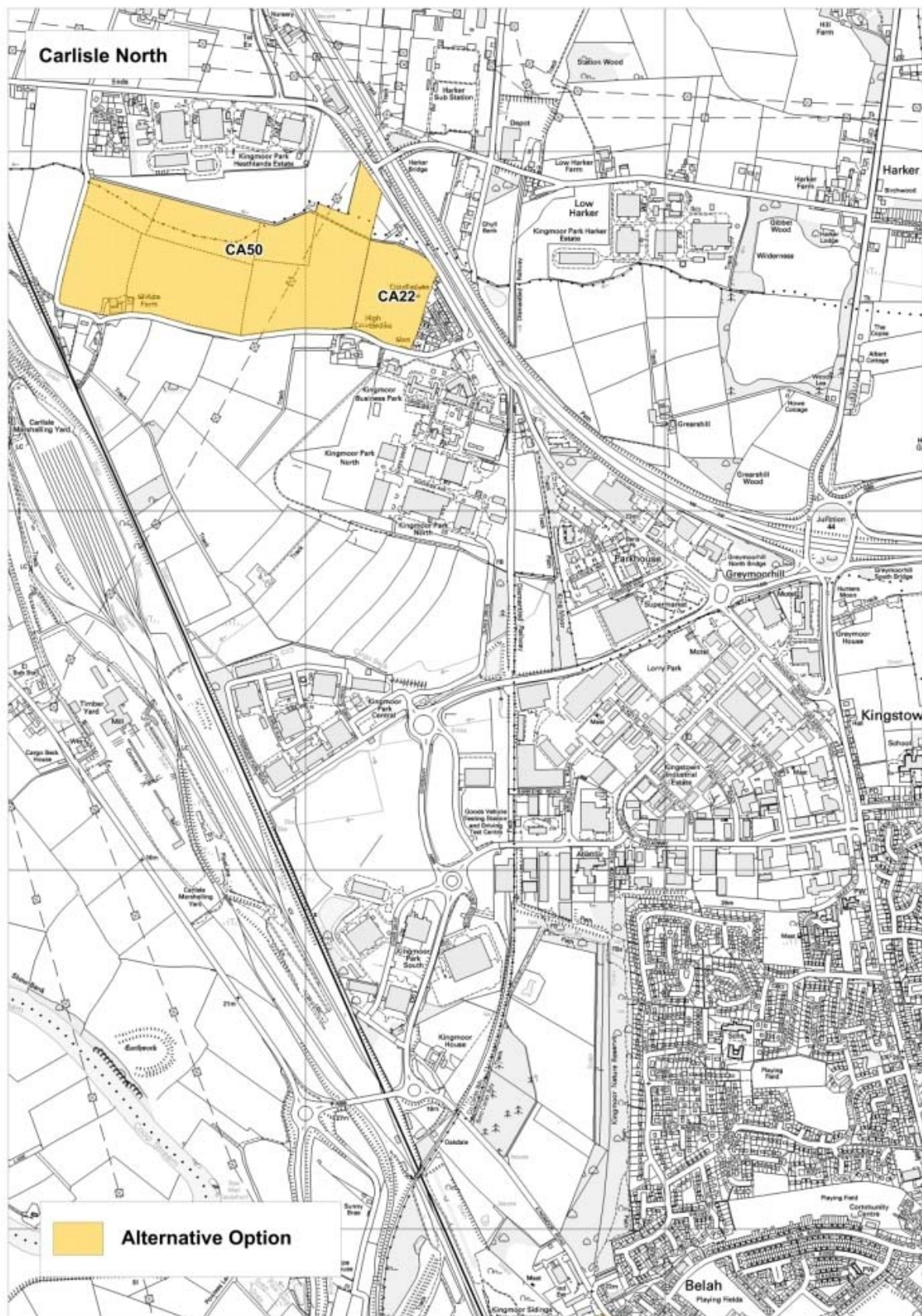




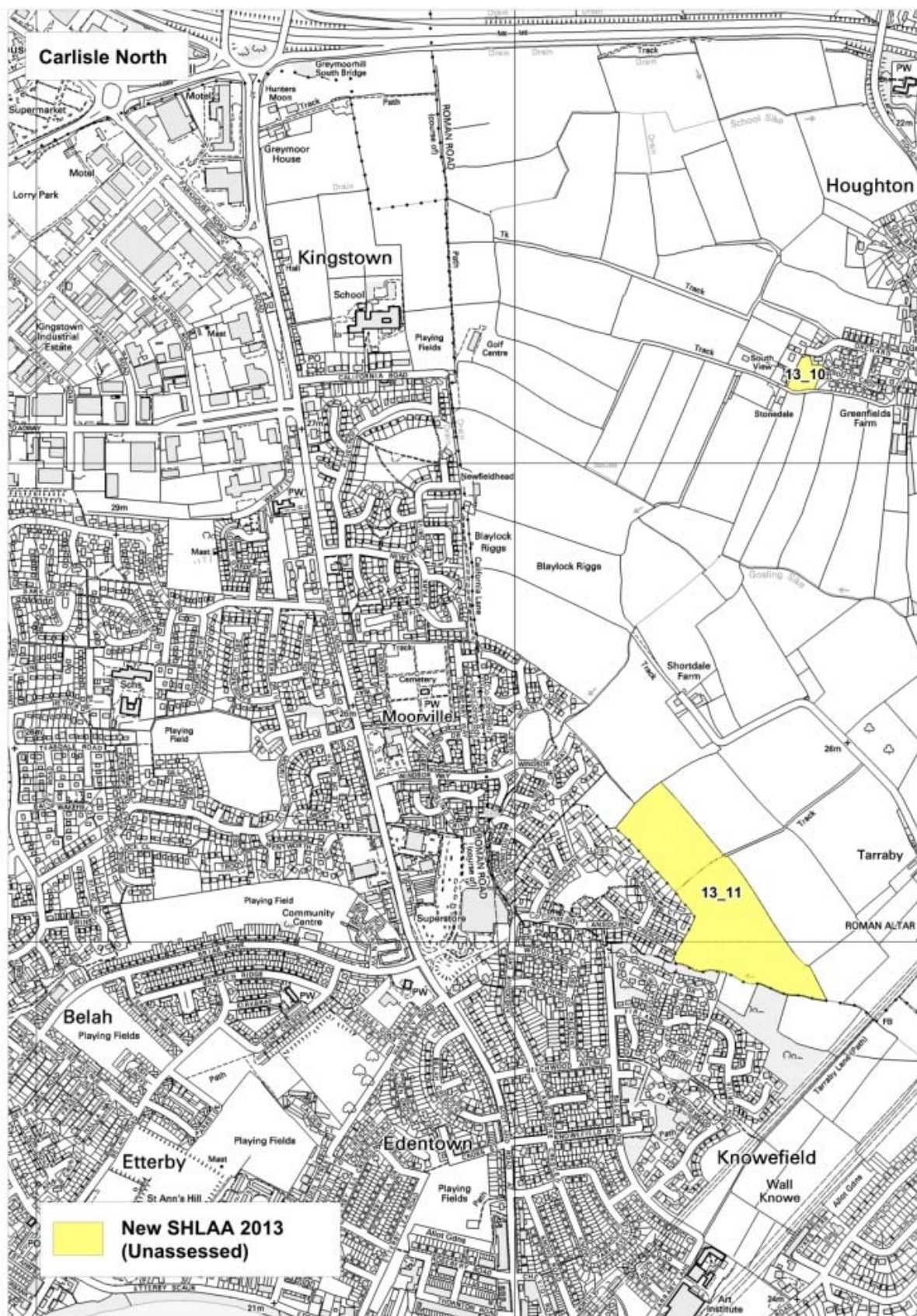




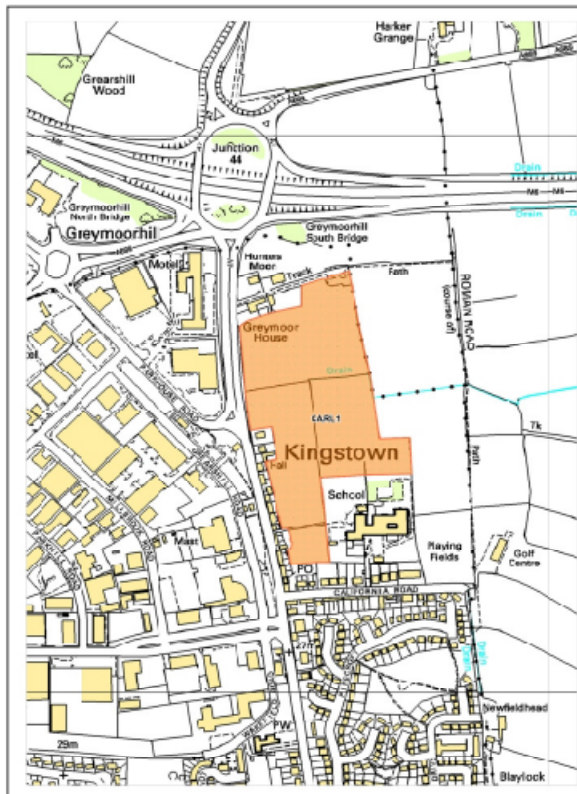












## CARL 1:

Land to the south east of junction 44

Site Area: 8.03Ha  
Site Capacity: 217

The site has been put forward for a housing allocation in the two previous Local Plans. At the last Local Plan Inquiry the site was assessed as having good access, being above the functional flood plain, and of low habitat potential. Archaeological remains would require evaluation work, but ultimately the site is considered to be deliverable.

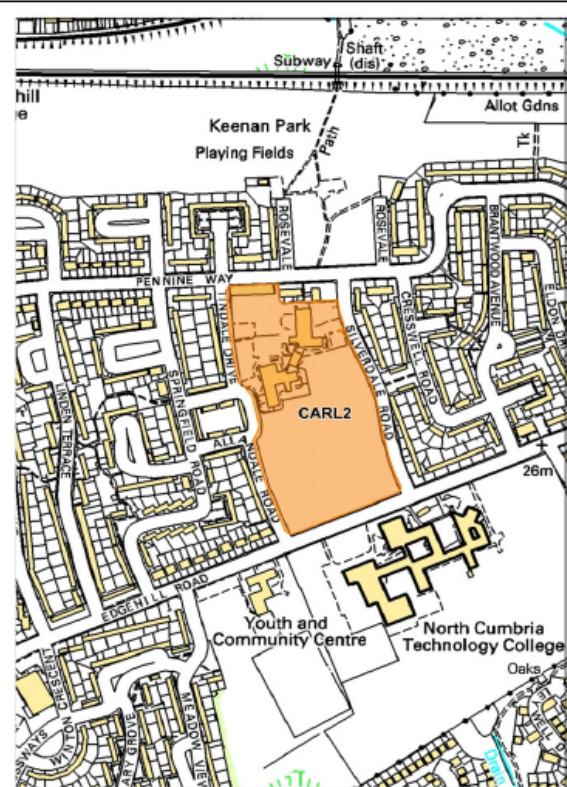
During the previous Local Plan enquiry it was decided that sufficient land had been included in the 2008 Local Plan and there was no need to allocate the site at that time. The Inspector concluded that the site should be reconsidered as a potential allocation during the next Local Plan process.

## CARL 2:

Site of Pennine Way Primary School

Site Area: 3.72Ha  
Site Capacity: 112

In order to fulfil plans to provide more primary school places in the City, Pennine Way Primary has been earmarked for an increased intake of pupils. This has necessitated its redevelopment and relocation onto an adjacent site. The school redevelopment is due to be completed in September 2014. This will leave a vacant brownfield site in a neighbourhood that benefits from a range of local facilities and services including public transport, neighbourhood shops, churches, open space and play areas.



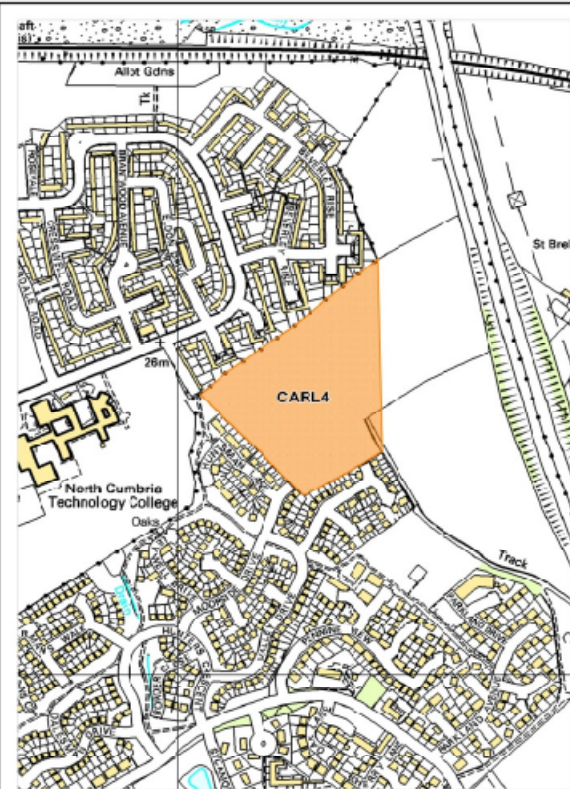
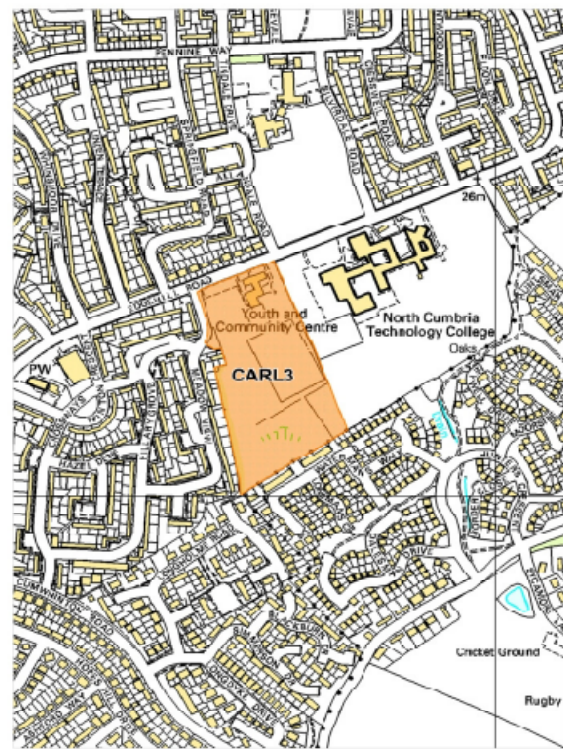
## CARL3:

### Land south of Edgehill Road

**Site Area:** 4.37Ha  
**Site Capacity:** 130

The development of this site is linked to proposals for a community based facility on the adjacent former NCTC site. This will involve the rebuilding and expansion of the Pennine Way Primary School, and creation of a new Harraby Community Centre including a new community cafe, library link, multi purpose rooms, Sure Start facilities and crèche and youth room.

This has resulted in the creation of a development site on the site of the current community centre and car park following the opening of the new facility in Sept 2014.



## CARL4:

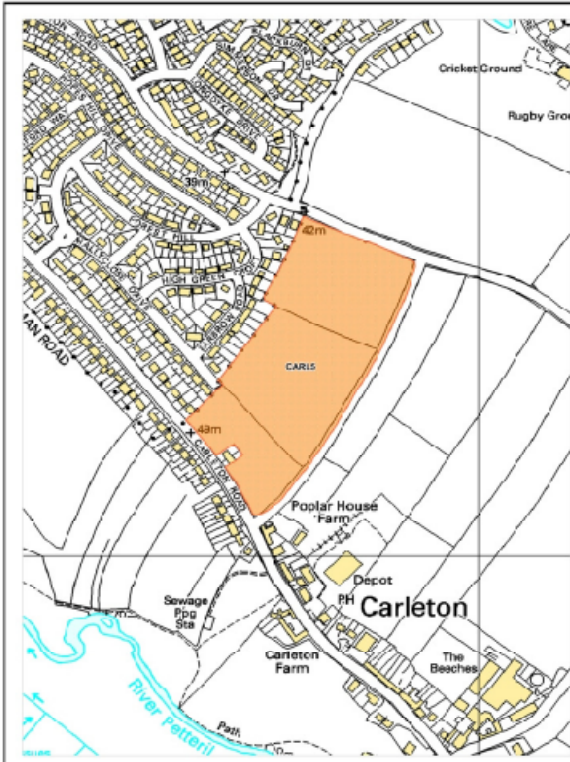
### Land north of Moorside Drive/ Valley Drive

**Site Area:** 4.96Ha  
**Site Capacity:** 140

This site was included in the previous adopted Local Plan as part of a larger allocation now fully developed and known as Carlton Grange. The site was however excluded from the last Local Plan due to a clerical error in the plan – although the Inspector did not have any fundamental objections to its allocation. The Inspector considered that this site could be reviewed through during the next Local Plan process.

It has therefore now been put forward as a preferred allocation as it is considered to be well contained by existing housing areas, close to local amenities and facilities including primary schools, shops, playing fields and public transport.





## CARL5:

### Land between Carlton Road and Cumwhinton Road

Site Area: 1.47Ha  
Site Capacity: 204

This site is proposed as a preferred option for a housing allocation as it is physically and visibly well connected to the existing built edge of Carlisle, and is well contained within mature hedge-rows on its eastern and southern boundary. A minor road on the southern boundary of the site also forms an effective edge between the site and Carleton village to the south. London Road has a frequent and regular bus service to the City Centre, and there are neighbourhood shops at both Petteril Bank Road and Central Avenue.

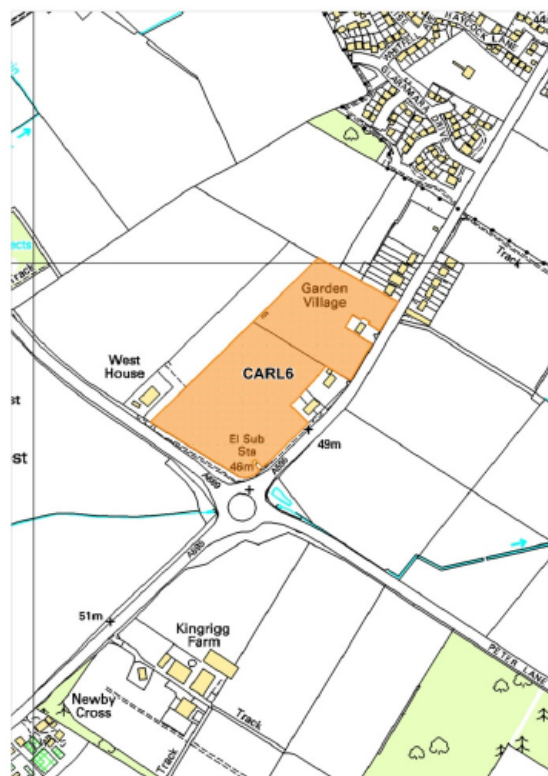
## CARL6:

### Land at Garden Village, West of Wigton Road

Site Area: 5.05Ha  
Site Capacity: 139

This site is located on the edge of the urban area, within the urban area boundary for Carlisle. The land is level and not subject to any landscape or nature conservation designations. Some adjacent land is allocated in the current Local Plan for major mixed use development in the future comprising residential, employment and open space. Both the adjacent housing allocations have the benefit of planning permission and the site adjacent to Glaramara Drive is under construction.

The site is well positioned in relation to the south western expansion of the City. Its close proximity to the Carlisle Northern Development Route and local services increase its sustainability and accessibility.



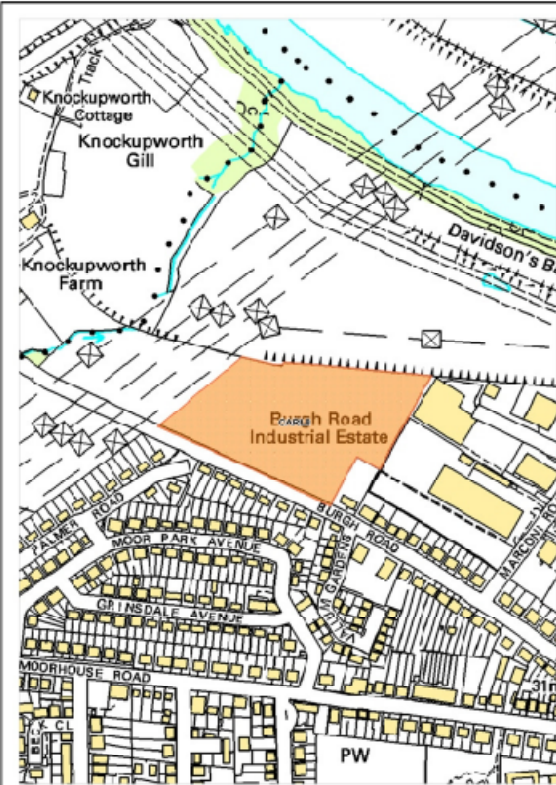
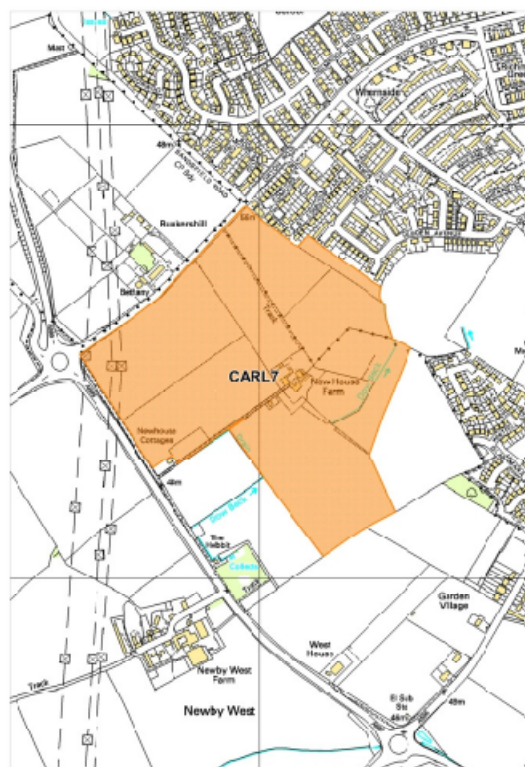
## CARL7:

### Land at Newhouse Farm, South-West of Orton Road

**Site Area:** 30.19Ha  
**Site Capacity:** 509

This site is located on the edge of the urban area, within the urban area boundary for Carlisle. The land is level and not subject to any landscape or nature conservation designations. Some adjacent land is allocated in the current Local Plan for major mixed use development in the future comprising residential, employment and open space. Both the adjacent housing allocations have the benefit of planning permission.

The site is well positioned in relation to the south western expansion of the City. Its close proximity to the western bypass and local services increases its sustainability and accessibility.



## CARL8:

### Land north of Burgh Road

**Site Area:** 2.83Ha  
**Site Capacity:** 66

**Access:** Access is achievable off Burgh Road

This site lies opposite an established housing area. To the west of the site are the lines of five major overhead power cables. To the east lies Burgh Road Industrial estate. The site slopes gently down towards the River Eden. It has frontage onto Burgh Road, and the boundary is marked by a mature hawthorn hedge.

The site is visibly and physically well related to the surrounding urban area in this part of Carlisle. It is also well located in terms of accessibility to the new western bypass and local services and facilities.





## CARL9:

### Former Belah School Site, Eden Street

Site Area: 2.34  
Site Capacity: 59

This is a cleared brownfield site is sustainably located with good access to a range of local services, including public transport. The school closed in July 2008 and the buildings were subsequently demolished. In November 2011 0.38 hectares of the site gained planning permission for a Primary Care Centre, pharmacy and associated car park.

The remainder of the site is considered suitable for housing development as it lies within an existing Primary Residential Area, has existing access onto the road network, is close to open spaces and other community facilities, and is deliverable.

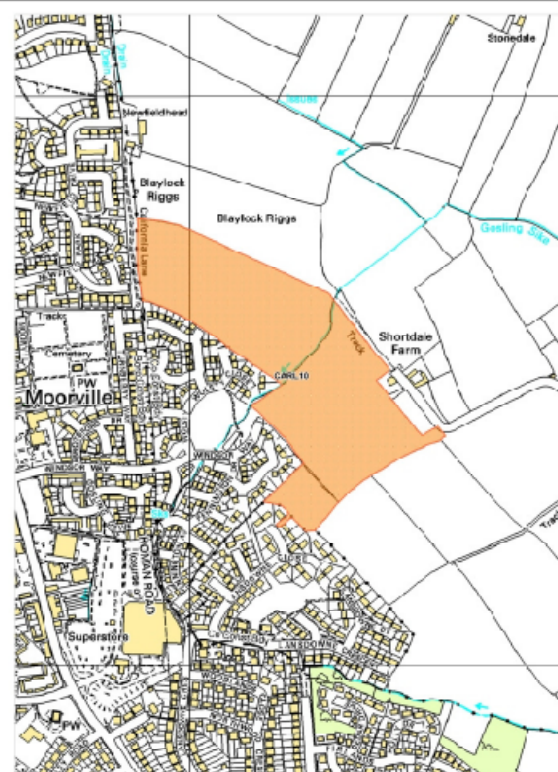
## CARL10:

### Land off Windsor Way

Site Area: 10.60Ha  
Site Capacity: 300

**Access:** Access is achievable off Windsor Way and off Lansdowne Close

This site lies opposite an area of established housing with potentially easily access routes into and out of the site. The site is a flat grazing land close to community facilities and is deliverable.

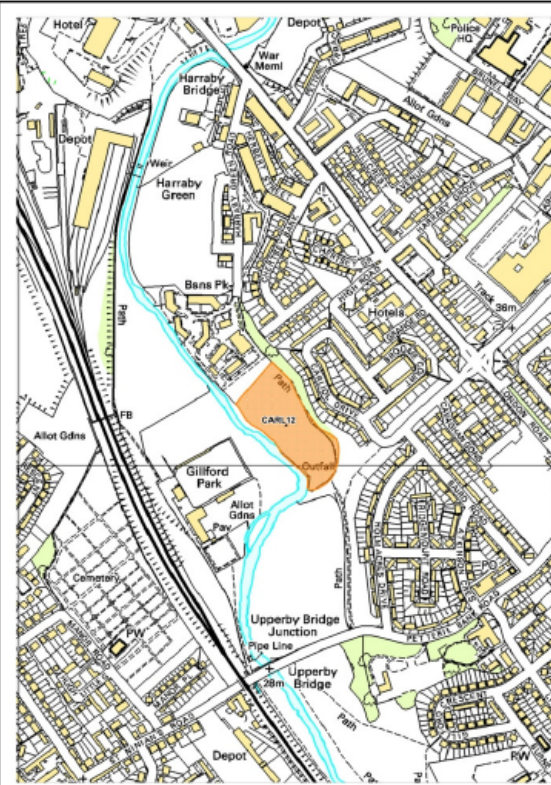
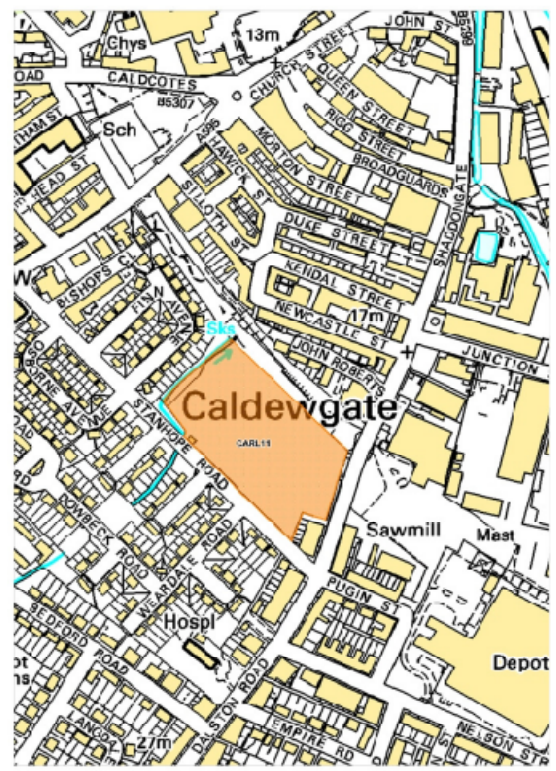


## CARL11:

### Land at Newhouse Farm, South-West of Orton Road

Site Area: 2.56Ha  
Site Capacity: 90

This site is cleared and has been unused for a significant period of time. It is surrounded by security fencing, and its development would provide the opportunity to improve the environment of the local area. It was allocated in the previous Local Plan for mixed use, with up to 70% of the site ear-marked for residential. This Local Plan accepts that that the whole site could be developed for housing. However, this is a densely built up area, with restricted access to open space. As such the Council would expect quality open space to be provided within the site.



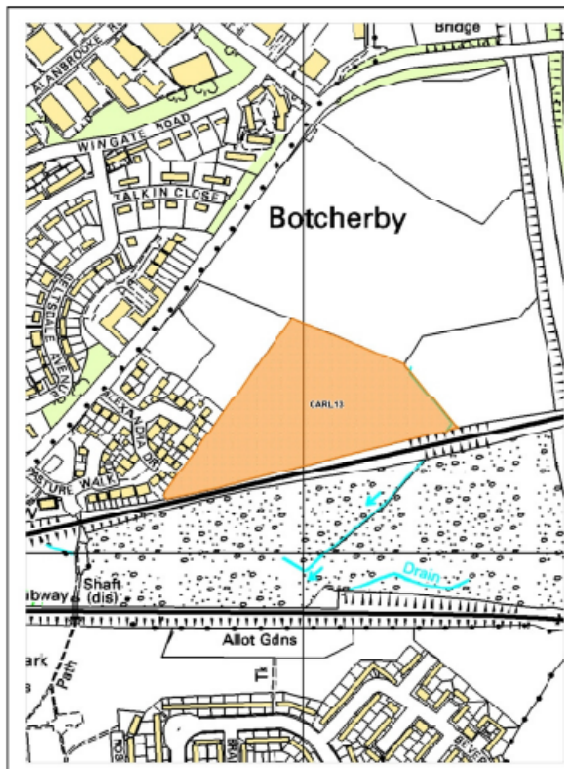
## CARL12:

### Land at southern end of Harraby Green Road

Site Area: 1.05Ha  
Site Capacity: 45

This site was allocated in the previous Local Plan for housing. This site is a former tip, and lies at the south eastern end of Harraby Green Road. The road serves a mix of established business uses and a recent housing development. A small part of the site on its western boundary lies within the flood plain. Development of the site will need to have regard to this, and also any impact of the development on the river environment for example from surface water run off.





## CARL13:

### Durranhill Road

Site Area: 3.32Ha

Site Capacity: 65

This site is the remainder of a larger site that was allocated in the previous Local Plan for housing. The land to the west at Barley Edge has been recently developed for housing. The principle of the development of this site was accepted by the Inspector at the last Local Plan inquiry. Access is available through the adjacent Barley Edge development.

## CARL14:

### Land at Carlton Clinic

Site Area: 4.19Ha

Site Capacity: 100

The Carlton Clinic has a longer term development strategy as parts of the site become surplus to requirements. The site lies in a parkland setting with many mature trees, and a low density development will be appropriate which respects this setting. Opportunities should be taken to re-use any of the more substantial buildings.



## Rural Housing Allocations

### Brampton

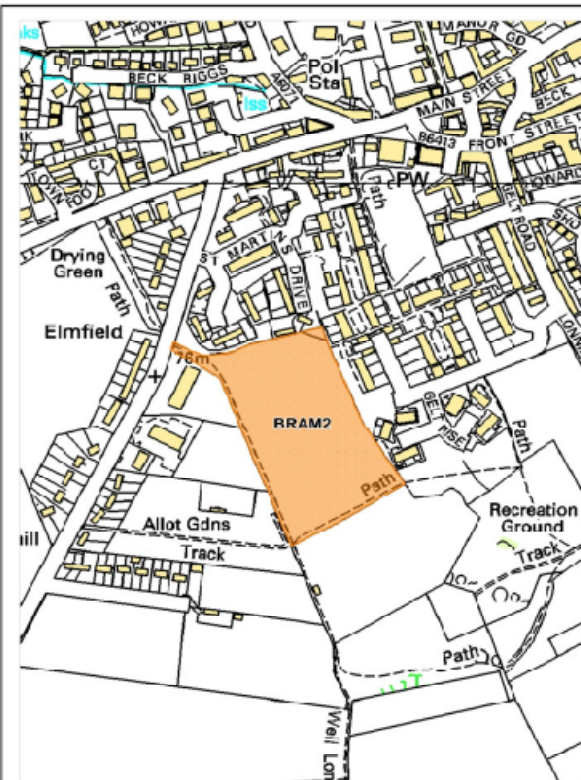
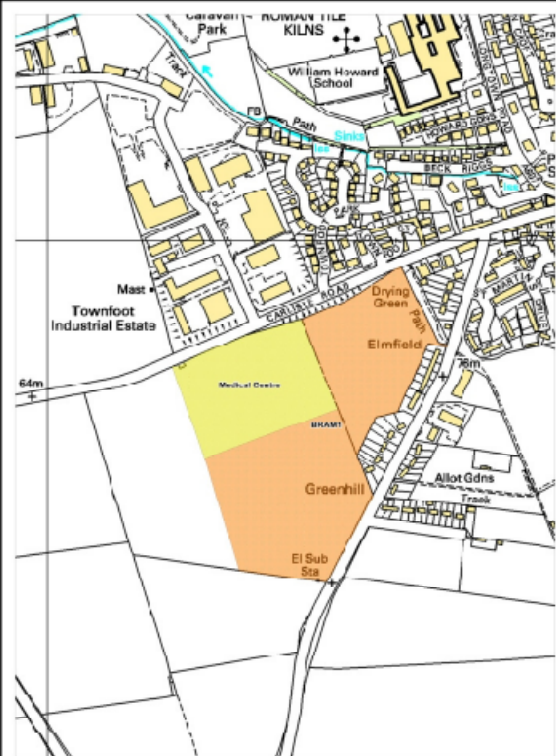
#### BRAM1:

##### Land south of Carlisle Road

Site Area: 10.9 Ha

Site Capacity: 200

This site lies on the western approach to Brampton, and integrates well with the built form of Brampton. It offers the potential to incorporate public open space within the site, together with extensive landscaping to soften the edge of the development. It lies within walking distance of the centre of Brampton. It is also close to a frequent and regular bus service and a secondary and primary school. There is a longstanding desire from the local community for a health centre at Brampton and this site is the preferred option for this facility.



#### BRAM2:

##### Land west of Kingwater Close

Site Area: 2.31 Ha

Site Capacity: 65

This is a greenfield site that is well related to the built form of Brampton. It is owned by the Council and can be considered surplus public sector land and is therefore immediately available. There are issues with access to the site, and it is likely that significant highway and junction improvements would be required should the site come forward for development, particularly off Elmfield where the existing access is too narrow to accommodate traffic. Alternative access may be achievable from Kingwater Close. Despite these access concerns the site is still considered to be sustainably located and deliverable.





## BRAM3:

### Land east of Gelt Rise

Site Area: 0.77 Ha  
Site Capacity: 25

This is a small greenfield site that would relate well to the adjacent Gelt Rise housing estate. The site slopes gently up, away from the road, but this is not considered significant enough to render it unsuitable for housing development. Development here would have good access to Brompton town centre and public transport networks, the site is therefore considered to be sustainably located and deliverable.

## BRAM4:

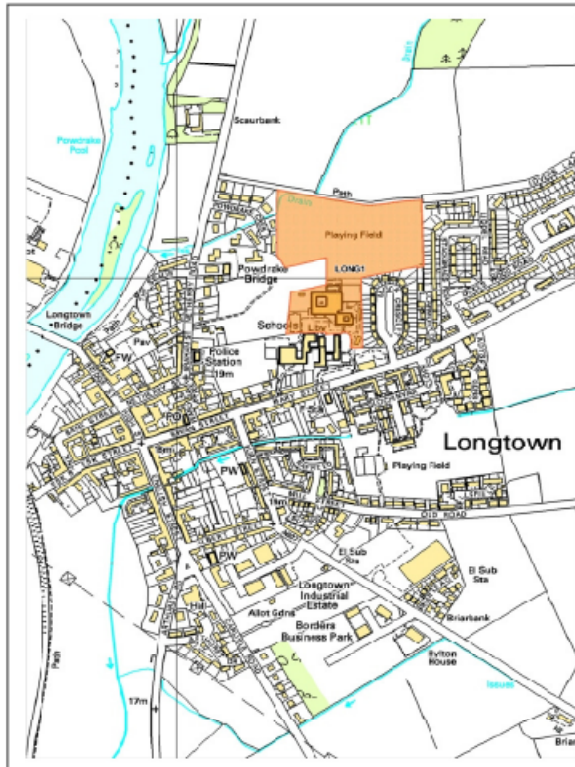
### Land north of Greenfield Lane

Site Area: 5.66 Ha  
Site Capacity: 153

A large greenfield site located on the northern edge of Brompton. The land is flat and well screened from the adjacent A6071 (Longtown Rd). Care should be taken by any applicant wishing to develop this site to ensure that screening is retained where possible and the landscape impact of development is kept to a minimum. The site has no history of flooding issues and is sustainably located with good access to Brompton town centre and public transport networks.



## Longtown



### LONG1:

#### Site of former Lochinvar School

**Site Area:** 5.04 Ha  
**Site Capacity:** 136

This is the site of the former Lochinvar Secondary School, which was closed after being declared surplus to requirements. The school buildings have been cleared and this mixed brown and greenfield site, which includes the school playing field, is now considered suitable for housing development. Care must be taken to ensure that an adequate supply of good quality, accessible playing fields exists within the town, should the playing field be lost as part of development.

## The Villages



### CUMM1:

#### Land east of Cummersdale Road, Cummersdale

Site Area: 0.38 Ha  
Site Capacity: 14

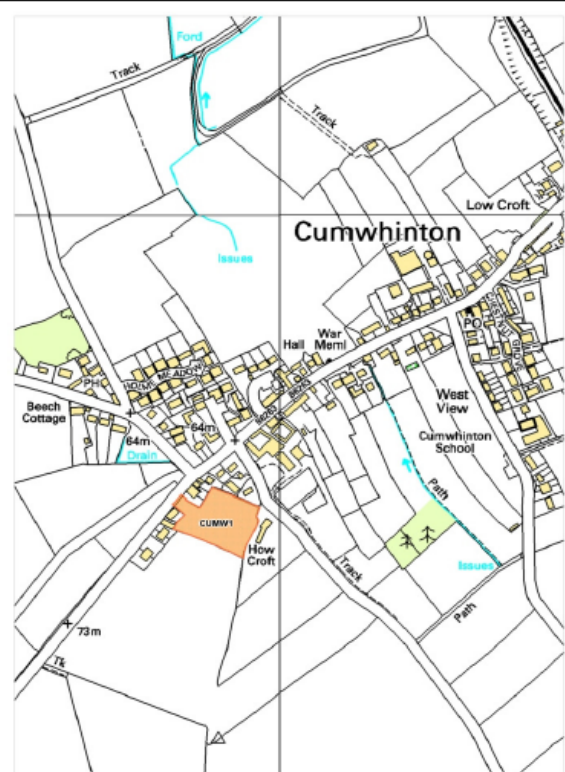
This small, greenfield site is located off Cummersdale Road, to the west of the village school. During consultation on the Strategic Housing Land Availability Assessment (SHLAA) this site received an overwhelmingly positive response from local residents. It was felt that its location would not contribute to increased traffic flow through the village and that its small scale would relate well to the existing settlement pattern. The land is generally flat and there are no known flooding issues, as such it is considered to be a deliverable and sustainable location.

### CUMW1:

#### Land west of How Croft, Cumwhinton

Site Area: 0.76 Ha  
Site Capacity: 25

This is a small, greenfield site that is well contained within existing landscape features. It would not have an overly prominent visual impact upon the village and is well related to the general settlement pattern. Access is achievable off the B6263, though some improvements may be required to ensure it is suitable for traffic. There are no known flooding issues on the land.

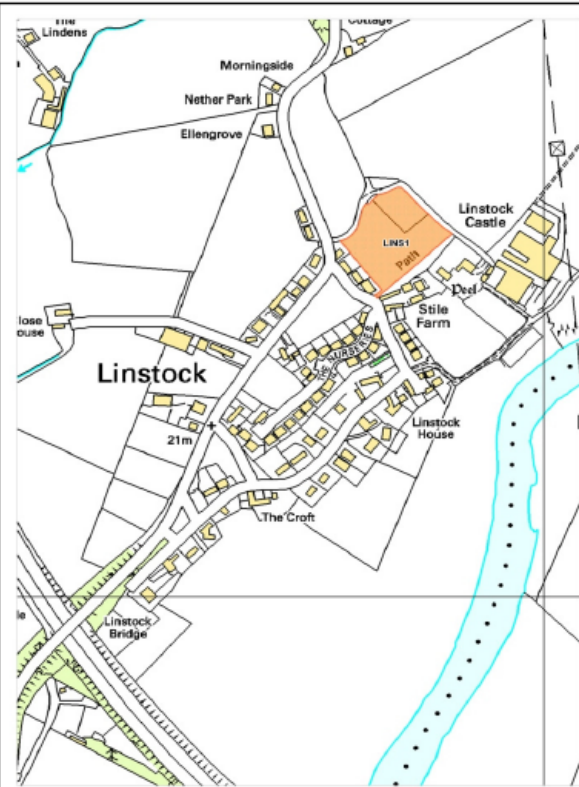




## Land at Buckabank, Dalston

Site Area:	2.68 Ha
Site Capacity:	15

This is a greenfield site located in Buckabank, just south of Dalston. Development here would help to support services in Dalston. Buckabank is located close enough to Dalston to be considered a sustainable location, suitable for small scale housing development. Due to the rural nature of the village housing numbers on this site would need to be restricted to no more than 15 units in order to limit the impact development would have upon village character. Beyond this, the site is otherwise unconstrained and considered to be deliverable.

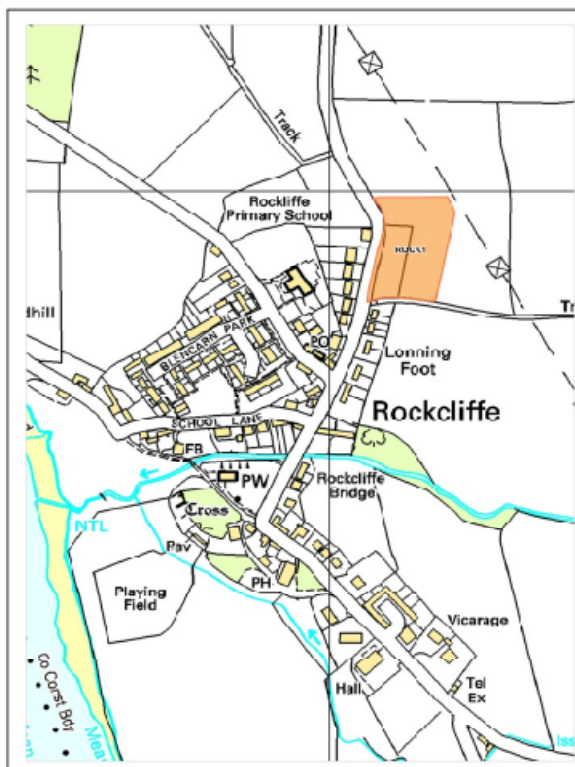


**LINS1:**

## Linstock North, Linstock

Site Area:	1.28 Ha
Site Capacity:	10

This is a small greenfield site located in the village of Linstock, some 2 miles to the west of Carlisle. Linstock is connected to the city via a dedicated and direct cycleway/footpath. As such, it is considered to be a sustainable location with good access to services in the city. This allocation is generally flat, with no history of flooding. Housing numbers would need to be restricted to 10 units to ensure development does not have a significantly adverse impact upon the character of the village.



## ROCK1:

### Rockcliffe East, Rockcliffe

Site Area: 0.89 Ha  
Site Capacity: 20

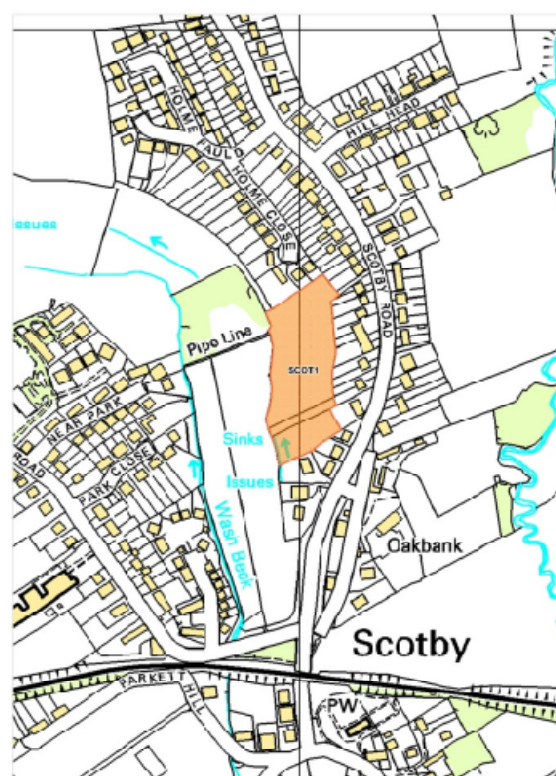
This greenfield site is located to the east of Rockcliffe Primary School. It is considered to be the most suitable and sustainable location for new development within the village. It is generally flat, does not suffer from any significant risk of flooding and would have reduced impact on the visual amenity of the village. Access from Lonning Foot is currently too narrow to accommodate a significant increase in traffic and it is likely that highway improvements along this road will be required as part of any development proposal.

## SCOT1:

### Land to the west of 37-65 Scotby Road, Scotby

Site Area: 1.26 Ha  
Site Capacity: 44

This greenfield site is currently land locked. An application for development on this site would have to demonstrate how and when access onto Scotby Road would be achieved. Access will likely require the demolition of an existing building. The site itself relates well to the settlement and provides a logical infill opportunity. It is otherwise generally flat and does not suffer from any significant risk of flooding and, as such, should be deliverable.

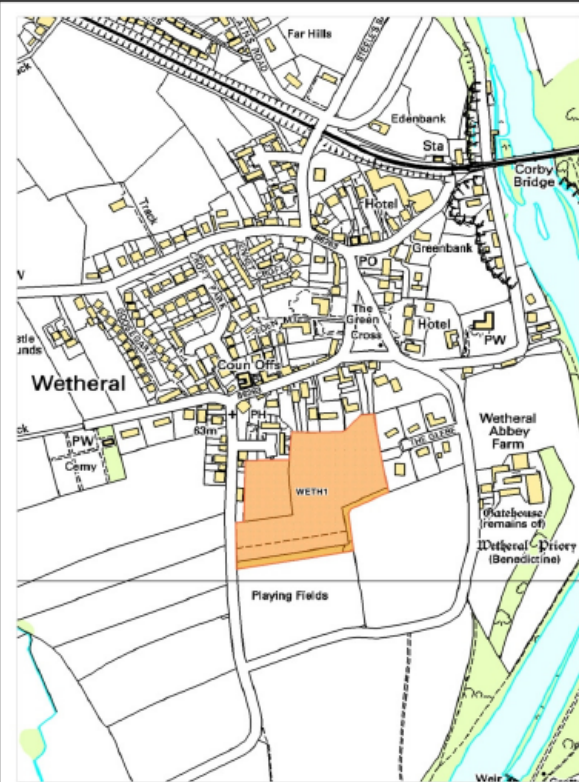


## WARW1:

### Warwick Bridge/Little Corby North, Warwick Bridge

**Site Area:** 1.55 Ha  
**Site Capacity:** 66

This greenfield site relates very well to the existing settlement pattern of the village and provides a logical extension to Corby Hill. The land is flat and does not suffer from any significant risk of flooding. There are known highway capacity issues in and around the Little Corby Road/A69 junction, which will need to be addressed as part of any new development proposal.



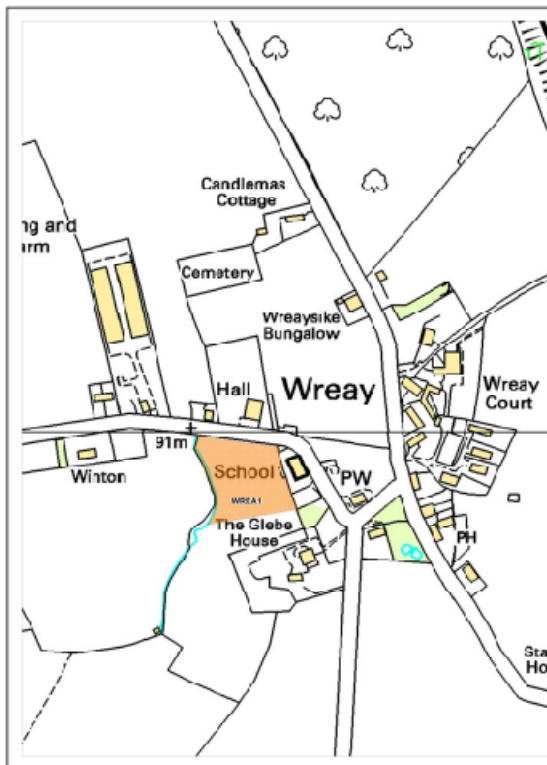
## WETH1:

### Wetheral South, Wetheral

**Site Area:** 3.49 Ha  
**Site Capacity:** 98

This greenfield site lies on the southern edge of Wetheral, adjacent to Wheatsheaf Gardens to the north and the village playing fields to the south. The land is flat and does not suffer from any significant risk of flooding. It is also well related to the existing settlement pattern of Wetheral. Wetheral is well serviced by public transport and there are a number of local services and facilities including a train station. As such the site is considered to be sustainably located and deliverable.





## WREA1:

### Land west of Wreay School, Wreay

**Site Area:** 1.16 Ha

**Site Capacity:** 10

This small greenfield site is located adjacent to Wreay School. In the previous Local Plan Wreay was not included as a suitable location for new development. However, the village benefits from a number of services including a school, pub and village hall. In order to ensure the future viability of these services some new development will be required in Wreay.

The site is flat and does not suffer from any significant risk of flooding. Housing numbers would need to be restricted to 10 units to ensure that development does not have an adverse impact upon the amenity of the village.

#### Carl 01 – Land to the south-east of junction 44

The site has been put forward for a housing allocation in the two previous Local Plans. At the last but one Local Plan Inquiry the Inspector concluded that, 'a decision on this proposal is finely balanced'. At the last Local Plan Inquiry the Council agreed that, 'access arrangement would be practical, it is above the functional flood plain, infrastructure is available, habitat potential is low, archaeological remains would require evaluation work and the site is deliverable', (paragraph 5.99 Inspector's report).

The Inspector concluded that the question of whether the site was allocated turned on whether there was sufficient land already allocated in the Plan to meet the housing requirement at the time. He also considered that following the adoption of the current Local Plan, the question of bringing forward sites in the northern part of the city would be properly addressed through bringing forward a DPD for housing allocations as part of the planning system at that time i.e. the LDF process.

#### Carl 02 – Site of Pennine Way Primary School

In order to fulfil plans to provide more primary school places in the City, Pennine Way Primary has been earmarked for an increase intake of pupils. This has necessitated its redevelopment and relocation onto an adjacent site. The school redevelopment is due to be completed in September 2014. This will leave a vacant brownfield site in a neighbourhood that benefits from a range of local facilities and services including public transport, neighbourhood shops, churches, open space and play areas.

#### Carl 03 – Land south of Edgehill Road

The development of this site is linked to proposals for a community based facility on the adjacent former NCTC site. This will involve the rebuilding and expansion of the Pennine Way Primary School, and creation of a new Harraby Community Centre including a new community cafe, library link, multi purpose rooms, Sure Start facilities and creche and youth room.

This has resulted in the creation of a development site on the site of the current community centre and car park following the opening of the new facility in Sept 2014.

#### Carl 04 – Land north of Moorside Drive/Valley Drive

This site was included in the previous adopted Local Plan as part of a larger allocation known at the time as Garlands, but now fully developed and known as Carlton Grange. However, at the time of the last Local Plan Inquiry, the Council highlighted to the Inspector a discrepancy between the Proposals Map and the written statement, with the policy referring to a smaller area of land than was shown on the Proposals Map. This site was therefore excluded from the last Local Plan – although the Inspector did not have any fundamental objections to its allocation (paragraph 5.113 of Inspector's

report). The Inspector considered that this site could be reviewed through the planning process at that time i.e. the LDF process.

It has therefore now been put forward as a preferred allocation as it is considered to be well contained by existing housing areas, close to local amenities and facilities including primary schools, shops, playing fields and public transport.

#### Carl 05 – Land between Carlton Road and Cumwhinton Road

This site is proposed as a preferred option for a housing allocation as it is physically and visibly well connected to the existing built edge of Carlisle, and is well contained within mature hedgerows on its eastern and southern boundary. A minor road on the southern boundary of the site also forms an effective edge between the site and Carlton village to the south. London Road has a frequent and regular bus service to the City Centre, and there are neighbourhood shops at both Petteril Bank Road and Central Avenue.

#### Carl 06 – Land at Garden Village, west of Wigton Road

#### Carl 07 – Land at Newhouse Farm, south-west of Orton Road

These sites are both located on the edge of the urban area, within the urban area boundary for Carlisle. The land is level and not subject to any landscape or nature conservation designations. Some adjacent land is allocated in the current Local Plan for major mixed use development in the future comprising residential, employment and open space. Both the adjacent housing allocations have the benefit of planning permission and the site adjacent to Glaramara Drive is under construction.

The sites are therefore well positioned in relation to the south western expansion of the City. Their close proximity to the Carlisle Northern Development Route, local secondary school, public transport and local greenspaces increase their sustainability and accessibility.

#### Carl 08 – Land north of Burgh Road

This site lies opposite an established housing area. The Urban Area Boundary lies along the western edge of the site beyond which are the lines of five overhead power cables. To the east lies Burgh Road Industrial estate. The site slopes gently down towards the River Eden. It has frontage onto Burgh Road, and the boundary is marked by a mature hawthorn hedge.

The site is visibly and physically well related to the surrounding urban area in this part of Carlisle. It is also well located in terms of accessibility to the new western bypass, local primary school, open green spaces and public transport into Carlisle.

#### Carl 09 – Former Belah School site, Eden Street

This is a cleared brownfield site with good access to a range of local services, including public transport, and therefore in a sustainable location. The school use closed in July 2008 and the buildings were subsequently demolished. In November 2011 0.38 hectares of the site gained planning permission for a Primary Care Centre, pharmacy and associated car park.

The remainder of the site is considered suitable for housing development as it lies within an existing Primary Residential Area, has existing access onto the road network, is close to open spaces and other community facilities, and is deliverable.

#### Carl 10– Land to the east of Windsor Way

This site lies opposite an area of established housing with potentially easily access routes into and out of the site. The site is a flat grazing land close to community facilities and is deliverable.

**Appendix 3 – draft amendments requested by Overview and Scrutiny Panel.**

1. O & S – as part of the consultation process on the Local Plan, O & S asked for specific questions to be put to certain stakeholders, e.g. utility providers, education authority, health authority, university etc.

Outcome – when the draft Local Plan goes out to public consultation on 29<sup>th</sup> July, certain stakeholders will get targeted consultation letters asking specific questions.

2. O & S – the statement in Policy S2,

*“Strengthen the City as a focus of high educational achievement with facilities that support future economic growth”* is a very broad statement and should incorporate all education.

Outcome – the bullet point has been amended to read, *“Strengthen the City as a focus of high educational achievement through primary, secondary, college and university facilities that support future economic growth”*.

3. O & S – it should be made clear that Policy 1 covers Carlisle Airport, as in the Policies document it is numbers as Policy S6.

Outcome – the final document will have consecutively numbered policies to avoid confusion.

4. O & S – the terms B1, B2 and B8 when referring to employment uses should be defined in the Local Plan glossary.

Outcome – these terms are already defined in the Local Plan glossary.

5. O & S – Policy 21, some of the maps showing site allocations required clarification to make all sites easier to identify, especially in the City.

Outcome – site allocations for City shown at a larger scale for clarity, with a brief description of the sites to be shown on the maps.

6. O & S – it is important that Parish Councils are encouraged to respond to the consultation.

Outcome – a meeting is being arranged with Parish Council clerks after the draft Local Plan has been to Council on 16<sup>th</sup> July. Whilst the deadline for consultation is September 16<sup>th</sup>, Parish Councils will be given a discretionary period of time until October to continue dialogue on the Local Plan.

## Appendix 4 – Statement of Community Involvement.

### Statement of Community Involvement

This Statement of Community Involvement (SCI) sets out how and when you can influence new planning documents and the ways in which you can comments on planning applications, as well as other forms of consent such as listed building consent or telecommunications applications.

This leaflet describes our overall approach to Community Engagement and involvement in the planning process and there are two further information leaflets on the following topics:

- Influencing the Local Plan
- Getting Involved in Planning Applications

### Our Community Involvement Strategy

Our Statement of Community Involvement has been informed by the key principles contained in the Corporate Consultation Policy 2008:

- Consultations will be genuine and transparent and will be used alongside other supporting evidence to inform decisions and policies
- It will be timely, planned and co-ordinated
- It will be inclusive and targeted.
- Use appropriate cost effective methods
- Feedback on how consultation responses have informed decisions will be provided and be available.

### Our Approach

When we involve you in preparing the new Local Plan or consult you on planning applications or on other planning matters, we will:

- **Communicate clearly** by writing in plain English and explain any technical terms that we need to use.
- **Keep the process simple** by making it easy for you to get involved and be able to provide your views through a variety of means taking into consideration time and costs. We will make use of existing community involvement networks and groups as appropriate.
- **Be inclusive** by aiming to make appropriate information accessible to as many people as possible information in a variety of public places and wherever possible by providing information in an accessible format and giving clear advice on how the planning system works where requested.
- **Encourage effective involvement** by explaining what we can and cannot take into account and make sure that you have enough time and notice of all the opportunities to get involved. We will consider all comments and provide feedback on how they have been considered.

### Who can be involved?

We want everyone to have the chance to have their say on the Council's

emerging Local Plan and planning applications, wherever it is relevant.

We are committed to doing everything reasonable possible to make our community involvement inclusive. This means we aim to give everyone in Carlisle District the opportunity to be involved. **The Council's Comprehensive Equality Scheme 2011** explains our approach to inclusion and our **Corporate Consultation Policy 2008** sets out the different ways we have available to ensure a variety opportunities to get involved.

Requests for documents to be made available in an alternative format i.e. large print/Braille or an alternative language can be made via our Communications team on **1234**

### How will we involve you?

We will keep you informed through a variety of methods including: letters, e-mails, web site ([www.carlisle.gov.uk](http://www.carlisle.gov.uk)), site notices (for planning applications), the Council's magazine 'Carlisle Focus' and press releases/notices in the local newspaper.

The ways in which you can have your say will vary depending on if you are commenting upon a planning application or emerging planning documents/policies. Full details of how you can be involved can be found in the relevant associated leaflet:

- **Influencing the Local Plan**
- **Getting Involved in Planning Applications**

### The Role of Planning Officers

**Planning Policy Team** – produce the Local Plan and additional planning documents. They organise and lead on the consultation on emerging planning documents and consider relevant responses made for possible incorporation into the final adopted document. They can also be contacted for advice.

**Development Management Team** – assess planning applications in accordance with the adopted Local Plan 2001 – 2016, national guidance e.g. National Planning Policy Framework and any other material considerations including consultation responses and other representations. They can be contacted for advice and pre-application enquiries.

Both teams work closely together in the preparation of new planning policies, in assessing planning applications and in the providing of specialist professional planning advice on key development projects with land-use implications.

### The Role of Councillors

Locally elected Councillors have a key role in the planning process in the following ways:

- The Council's Executive is made up of Councillors who make decisions on council planning policy, whilst the full Council is responsible for approving and adopting all statutory planning policy;
- The Council's Development Control Committee is made up of a number of Councillors who make decisions on planning applications taken to committee;

## Statement of Community Involvement - Overview

- Councillors represent their respective wards and listen to residents' concerns on planning issues (at ward surgeries or public meetings and consultations; and
- Councillors can voice their support or make objections to planning applications in writing and speak at committee on behalf of their constituents.

The role of the elected Councillor in representing the views and concerns of residents in the planning process is very important. There are existing protocols for the way that Councillors and Council Officers conduct their activities, which ensure that any potential conflicts of interest are resolved in a transparent way and have specific reference for Councillors who sit on Development Control Committee.



### Planning Applications

The Development Management team is responsible for assessing all planning applications for development. They provide advice, determine applications and advise the Council's Development Control Committee on 'major' and other types of applications.

All decisions must be made in accordance with the adopted Local Plan and National Planning Policy Framework unless other material considerations indicate otherwise such as site specific matters relevant to a particular case. The team also includes an enforcement officer who deals with unauthorised development in the District.

### Getting involved in planning applications

The publicity procedures to be followed on planning applications are laid down by government Legislation and Regulations. The Council meets all these minimum statutory requirements. Planning applications, including all supporting documents can be viewed online [www.carlisle.gov.uk](http://www.carlisle.gov.uk) and are also available to be viewed in the Customer Contact Centre at Carlisle City Council, Civic Centre, Carlisle, CA3 8QG during normal office hours. A planning officer is normally available to provide advice on current and proposed applications at the Civic Centre. To ensure that the officer is available when you arrive at the office, it is preferable that you make an appointment prior to your visit.

Comments on planning applications must be made in writing within 21 days from the date of our notification letter, press notice or site notice appearing.

Please note that comments submitted after this 21 day publicity period has expired may not be considered because a decision may have already been made on the application.

### Public Meetings and Exhibitions

Dependent on the nature and potential impact of a development proposal on the local community, developers may need to carry out their own pre-application public consultation. The Validation Checklists that accompany applications explains that some major planning applications will need to be accompanied by their own Statement of Community Involvement.

These consultations should be carried out at an early stage in the design process, to enable community views to be incorporated into the submitted proposal. The form of consultation will need to be tailored to suit the particular circumstances of the site, proposal and locality. To ensure that decisions are made in a fair and open manner, the Council's Planning Officers would not normally participate in these public meetings or exhibitions. As a minimum, the consultation statement submitted with the application should include:

- Details of residents, businesses and local community groups consulted;
- Method and timing of consultation; and
- Feedback and information on how outcomes were addressed in the development proposal.

### Decision-Making and Development Control Committee

Most minor planning applications are determined under Delegated Powers as set out in the **Scheme of Delegations**. The Development Control Committee makes decisions on major applications, and in certain other circumstances as detailed in the **Council's Constitution**. These circumstances include where written representations for and/or against a development proposal have been made and speaking rights have been requested in accordance with the rules for speaking at Development Control Committee.

For those applications determined at committee, a member of the public or their representative will be allowed to speak if they have made a written representation to the planning application **and** registered the right to speak<sup>1</sup> in accordance with the process detailed in the Council's **'Development Control Committee Public Speaking'** leaflet.

Development Control Committee Agendas are published on our website eight days prior to Committee Meetings, followed by the minutes of the meeting. As part of the Council's commitment to an open and transparent planning process there is a Planning Protocol **'Members' Planning Code of Good Practice'**, ensuring that decisions are made on a sound planning basis.

### Notification after Development Control Committee

The decision is recorded on the Council's website.

### Planning Appeals

If an Appeal is lodged against the Council's decision, notification is sent to those people who were advised of the original decision which provides them with the opportunity<sup>2</sup> to make representations to the Planning Inspectorate.

Appeals can take the form of Written Representations, Informal Hearings and Public Inquiries. Site Notices will only be posted in the case of a Public Inquiry. Appeal decisions are reported to Development Control Committee and are published on our website.

### Other Information

The Development Management team can also provide advice for both householders and businesses who are considering development projects.

---

<sup>1</sup> limited to 5 per application

---

<sup>2</sup> With the exception of appeals submitted under the householder appeal service but the original representations will be sent to the Planning Inspectorate by the Council

# Statement of Community Involvement - Overview

## The Planning System

The Localism Act 2011 and National Planning Policy Framework 2012 (NPPF) made several changes to the Planning System as the Government wanted to get people more involved in the preparation of planning documents.

As we are preparing the Carlisle District Local Plan 2015 - 2030, now is an ideal time to get involved.

## Carlisle District Local Plan 2016 – 2030

This will be the new development plan for the District. It will set out a long term spatial vision and strategic objectives explaining how the area should develop by focussing on the key issues to address. It will also include development management policies, land use designations and site allocations which will be used when planning applications and other development proposals are being assessed.

It will provide the formal statutory framework for sustainable development and lay the foundations for economic growth whilst protecting our valuable historic and natural environmental assets.

## Key Stages:

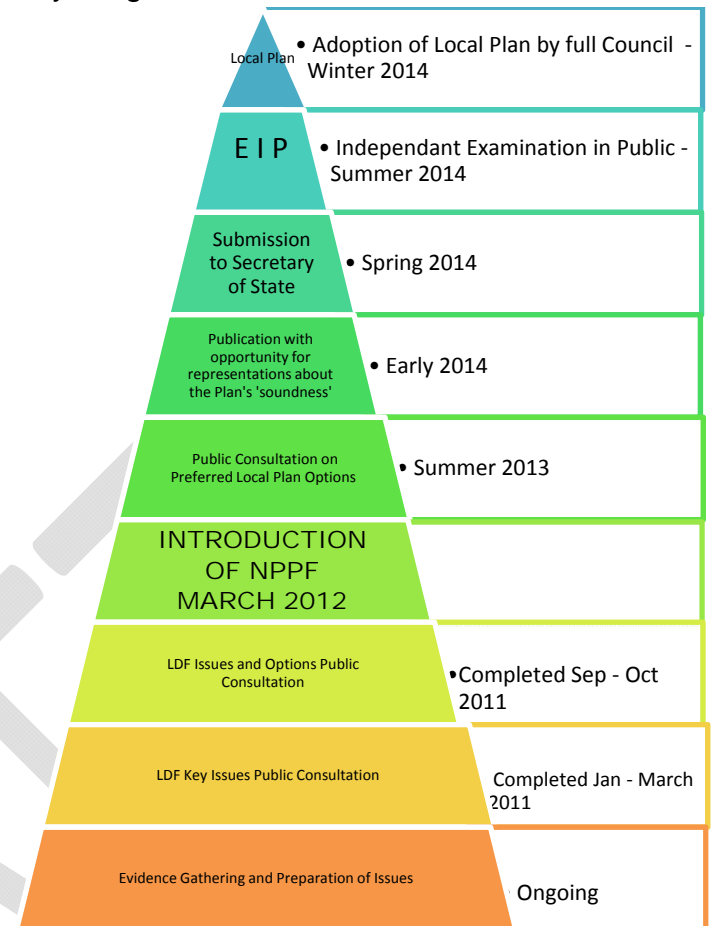


Figure 1.

## Associated documents:

### Local Development Scheme (LDS)

Sets out what local development documents will be produced and the current timetable for their production.

### Annual Monitoring Report (AMR)

Assesses performance and implementation of the Local Plan and monitors the progress made against the timetable within the LDS.

Both these are published on our web site.

### **Additional Planning Documents**

#### Sustainability Appraisal (SA)

As part of the plan preparation process, we will assess the social, environmental and economic impacts of each document. The key purpose is to identify and enhance the positive effects whilst minimising the potentially adverse impacts of our planning policies. This process will also involve the assessment of any health and equality impacts. Where necessary, we will carry out a Habitat Regulation Assessment of our emerging plan documents.

#### Supplementary Planning Documents (SPDs)

These are produced to provide further detailed supporting guidance on a specific topic. Whilst they do not have the same weight as the policies within the Local Plan, they can still be given material consideration when assessing planning applications. They can be produced more quickly as they are not subject to an examination in public, but still undergo a consultation process.

Key Stages:

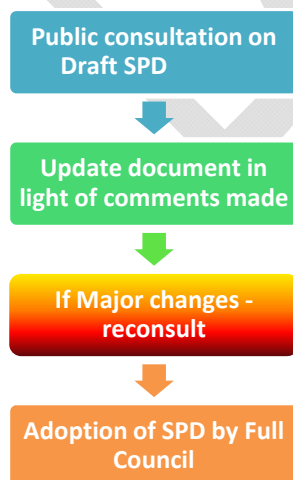


Figure 2.

### **Getting Involved**

There are a number of key stages which are required by planning legislation to ensure the process is as open and transparent as possible. Figure 1 and 2 show the processes involved in the preparation of the New Local Plan or a SPD.

When there is an Examination in Public (an independent examination normally chaired by the Planning Inspectorate) to take place, then to be able to speak, a formal representation must have been made within the prescribed consultation period(s).

#### **How will we let you know?**

##### Press releases and statutory notices

These ensure that we communicate as widely as possible. However they are less 'personal' but in some cases we will need to use newspaper notices to meet our legal requirements.

Website: [www.carlisle.gov.uk](http://www.carlisle.gov.uk)

The internet is a popular way of communicating as more information can be accessed and documents can be downloaded. There are dedicated planning pages which we will ensure are kept up to date and provide opportunities for online consultation.

##### Emails and Letters

If you would like to be notified personally of any consultation on a planning document, then please let us know. For environmental reasons our preferred choice of communication is via email but



## Statement of Community Involvement - Overview

if you do not have access to the internet then letters will be sent.

### Local Libraries

Printed copies of any consultation documents will be available to view at the Central Library in the Lanes Shopping Centre Carlisle and all its satellite branches. See [www.cumbria.gov.uk/libraries](http://www.cumbria.gov.uk/libraries) for further details and opening times.

### Carlisle Focus

As appropriate an article about forthcoming consultations will be published in Carlisle Focus which is the Council's half yearly publication and is distributed to most households within the District. It is also available on-line.

### Public Displays

Throughout any consultation period we will endeavour to use public displays to increase awareness. In most cases they will be unmanned, but on occasions planning officers may be available to answer queries. Such displays have been in places such as the foyer of the Civic Centre, Carlisle covered market and the Old Town Hall.

### **How can you respond?**

#### Consultation Response Form

Consultation forms will be available to download from the Council's web site or can be obtained from libraries and/or the customer contact centre at the civic centre. These can be completed and submitted via email or can be printed and posted to us.

There will also be the opportunity to complete the questionnaire via the online consultation web page.

### Stakeholder Workshops

Workshops will be arranged as appropriate.

### Discussion Groups and Meetings

These can be arranged with Planning Officers where it is appropriate as sometimes people like to have their say face to face. Existing groups such as Parish meetings and neighbourhood forums provide such opportunities.

### **How will we respond to you?**

We undertake to acknowledge to a written representation (letter/email or response form with contact details) within 10 working days.

If you attend a stakeholder workshop we will, if requested, send you a summary of the feedback after the event.

We will prepare reports after each stage of consultation and these will be made available on our website.

### **Consultees**

#### 'Specific' and 'Duty to Co-operate' consultation bodies

The list below outlines the organisations and other bodies that we are legally required to consult and involve in preparing our planning documents, in accordance with the town and Country Planning (Local Planning) (England) Regulations 2012.

## Statement of Community Involvement - Overview

- Neighbouring local planning authorities
  - Allerdale Borough Council
  - Eden District Council
  - Dumfries and Galloway Council
  - Northumberland County Council
- Civil Aviation Authority
- Coal Authority
- Cumbria Constabulary
- Cumbria County Council
- Electricity North West Limited
- English Heritage
- Environment Agency
- Health Service Providers
- Highways Agency
- Highways Authority
- Homes and Communities Agency
- Lake District National Park Authority
- Natural England
- Network Rail Infrastructure Ltd
- Parish Councils within the District
- Primary Care Trust
- United Utilities
- different ethnic or national groups in the local authority's area
- different religious groups in the local authority's area
- disabled people in the local authority's area
- people carrying on business in the local authority's area.

In addition to the above groups, we seek to involve and consult on a wide range of other interested groups and organisations, developers and consultants, as well as local residents and businesses. If you want to be added to our mailing database, or need to amend your existing details, please let us know.

### **Neighbourhood Development Plans**

Local communities can now opt to prepare plans for their local areas. Once Neighbourhood Development Plans have passed through independent examination and a local community referendum they will form part of the statutory development plan for those areas of the district.

Plus other relevant gas, electronic and electronic communications network providers.

### General consultation bodies

The general consultation bodies are also listed in the regulations. The regulations identify five types of bodies as general consultation bodies that relate to voluntary organisations representing certain groups within the community. The general consultation bodies are:

- voluntary bodies some or all of whose activities benefit any part of the council's area
- bodies which represent the interests of:

The Local Planning Authority does not prepare Neighbourhood Development Plans, but the council does have a duty to provide advice and technical assistance to community groups engaged in neighbourhood planning. Planning Policy Team will work closely with the local communities to ensure that the Neighbourhood Development Plans are in general conformity with the Local Plan.

Requirements of the neighbourhood planning process and updates will be

## Statement of Community Involvement - Overview

available on the Council website and through the Local Plans newsletter, 'Localism in Action'.

DRAFT

## Executive Report ED 19/13

### Appendix 5 – Local Development Scheme

#### Contents Page

	Page
Introduction.....	3-4
Context.....	5-6
Carlisle Local Plan.....	7-8
Preparing the Local Plan.....	9-10
Production Programme.....	11
Evidence Base.....	12-13
Project Management.....	14-15
Risk Management.....	16-17
Contacts and Information.....	18

#### Appendices

Appendix A: Timetable for the preparation of the Local Plan 2013-2014.....	19
Appendix B: Local Plan Profile.....	20
Appendix C: Carlisle Development Plan.....	21

If you would like this document in another format,  
for example large print, braille, audio tape or  
another  
language, please contact:  
Investment and Policy  
Carlisle City Council  
Civic Centre  
Carlisle  
Cumbria  
CA3 8QG  
email: [lpc@carlisle.gov.uk](mailto:lpc@carlisle.gov.uk)  
Tel: **01228 817000**



## **1.0 Introduction**

- 1.1** The Planning and Compulsory Purchase Act 2004 was enacted in May 2004 and commenced in September 2004. The Localism Act 2011 amends Section 15 of the Planning and Compulsory Purchase Act 2004 with regards to the preparation, revision and promulgation of local development schemes. The amendments to planning through the Localism Act and subsequently the National Planning Policy Framework made a number of significant changes to the development plan system, notably the replacement of Local Development Frameworks (LDF) with a Local Plan, which can be reviewed in whole or in part to respond flexibly to changing circumstances.
- 1.2** The Local Plan will be a key component in the delivery of the Carlisle Community Plan entitled: Carlisle Partnership Community Plan (2011-2016). The plan will be made up of strategic policies, detailed development management policies and site allocations.
- 1.3** The Planning and Compulsory Purchase Act 2004 and the Localism Act 2011 require the City Council to prepare and maintain a document known as the Local Development Scheme (LDS). The LDS is a public document, setting out the City Council's programme for preparing various aspects of the Local Plan over the next three years. The LDS has three main purposes:-
- To inform the public of the component parts that will make up the new Local Plan;
  - To set out the timescales the public can expect for the preparation and review of these documents. The timetable specifically includes consultation milestones to inform the public about opportunities to get involved with the plan making process and to let them know the likely dates for involvement; and
  - To establish and reflect City Council priorities and to enable work programmes to be set for the preparation of any supporting documents.
- 1.4** This document updates and replaces the 'Local Development Scheme for Carlisle District' that came into effect in 2011. This LDS will be kept under review and monitored annually, through the Annual Monitoring Report (AMR) to ensure that planning policies and proposals are kept up to date in response to new and emerging planning issues, planning legislation, national policy guidance and other material considerations.
- 1.5** In March 2012 the Government issued the National Planning Policy Framework together with the Planning Policy for Traveller Sites. These two documents have replaced the majority of the former Planning Policy Statements. This version of the LDS has been revised to reflect the amendments to the plan making process.

**1.6** This LDS is available to download on the City Council's website at [www.carlisle.gov.uk](http://www.carlisle.gov.uk). Paper copies of the document are also available at the Civic Centre, Rickergate, Carlisle, CA3 8QG.

## **2. Context**

**2.1** The District of Carlisle covers an area of approximately 1, 042 sq km and is situated to the far north of the Cumbrian County, bounded by the Scottish border to the northwest and Northumberland to the east. The City of Carlisle and its surrounds, form the principal urban area to the southeast of the District. The remainder of the District is predominately rural in nature, with the exception of Longtown to the north and Brampton to the east.

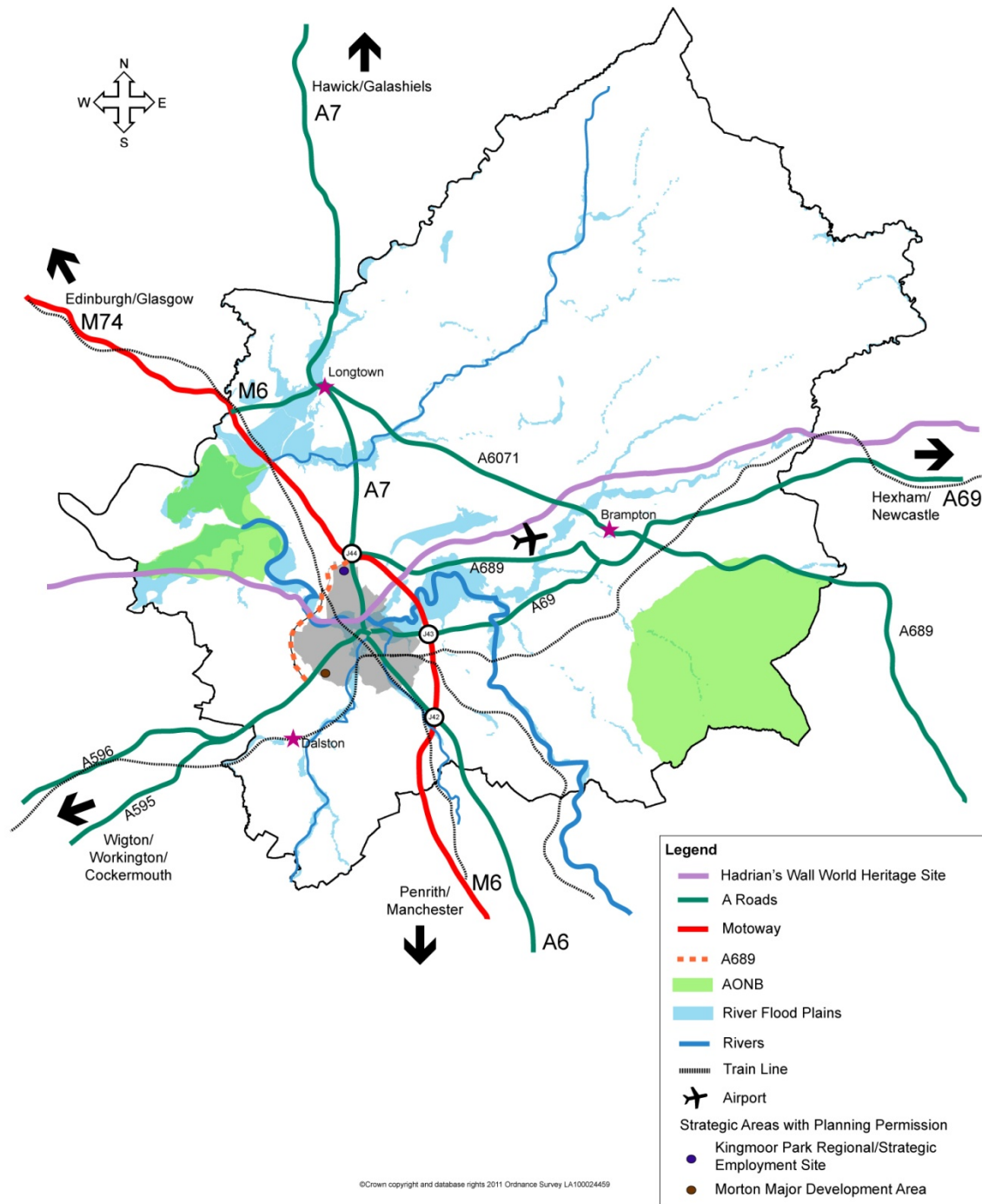
**2.2** Population data collated from the 2011 Census, released in July 2012, showed that the usual resident population of the District had risen by 6.7% since 2001 to 107, 500. Whilst the rate was slower than the average for England and Wales it was the highest in Cumbria.

**2.3** The M6 motorway runs through the District linking the City of Carlisle to southwest Scotland and the Lake District. Carlisle benefits from three M6 junctions at Carleton (J42), Rosehill (J43) and Kingstown (J44). Despite this some urban areas to the west of the City are currently relatively isolated largely due to the barrier presented by the River Eden. The Carlisle Northern Development Route (CNDR), which was completed summer 2012, has helped to open up these areas by providing a western link to the M6 at junction 44.

**2.4** 'Growing Carlisle' – the Economic Strategy for the City Region indicates that Carlisle's economy needs to make a fundamental shift to avoid facing decline in real terms and deal with areas of social deprivation. Carlisle's population must grow significantly in order to support this economic shift to provide the required critical mass needed to function as a regional centre for Cumbria and southwest Scotland.

**2.5** The map overleaf identifies Carlisle District and the key settlements of Carlisle, Brampton, Dalston and Longtown. The Local Plan will relate to the whole of the District.

**Map 1:- Carlisle District**



### **3. Carlisle Local Plan**

**3.1** In 2004 the Government introduced Local Development Frameworks (LDF) as part of a new system of development plan preparation. The LDF system was put in place to speed up the preparation of plans, ensure that they are monitored, reviewed and kept up to date and that there is greater and more effective community involvement. The Government however recognised that in a number of cases Local Development Frameworks and in particular Core Strategies were not being delivered. As a result, the Government introduced the NPPF in March 2012. The NPPF prescribes that local planning authorities should produce one Local Plan for their area and that any additional development plan documents should only be developed where clearly justified. The new Local Plan is being produced in accordance with guidance introduced in the National Planning Policy Framework in 2012 and the Localism Act 2011. It replaces the portfolio of documents that were to be produced under the Local Development Framework (LDF) system with one, single development plan document containing strategic policies, general development management policies, site allocations and the policies map. The Local Plan will replace the existing Carlisle District Local Plan (2008).

**3.2** The new Local Plan is central to the future development of the District. It will set out the long term spatial vision of the District for the next 15 years, including strategic objectives, spatial strategy and Development Management policies. The Local Plan will indicate what development will be delivered in the District, and where, over the period to 2030.

**3.3** The allocations section of the Local Plan will identify site-specific allocations for particular uses in Carlisle necessary to deliver the spatial vision of the plan. Sites will be identified in accordance with policies in the Local Plan and relevant national policy.

**3.5** The Policies Map is a geographical expression of the policies contained within the Local Plan.

**3.6** Supplementary Planning Documents (SPD) are prepared to provide greater detail on the policies and proposals in the Local Plan. A Draft Planning Obligations SPD will be progressed as well as a Parking Standards SPD to supplement the new Local Plan.

**3.7** The Statement of Community Involvement (SCI) sets out how the Council will engage the community in the preparation of Local Plan and the City Council's procedures for public involvement in planning policy and development management decisions.

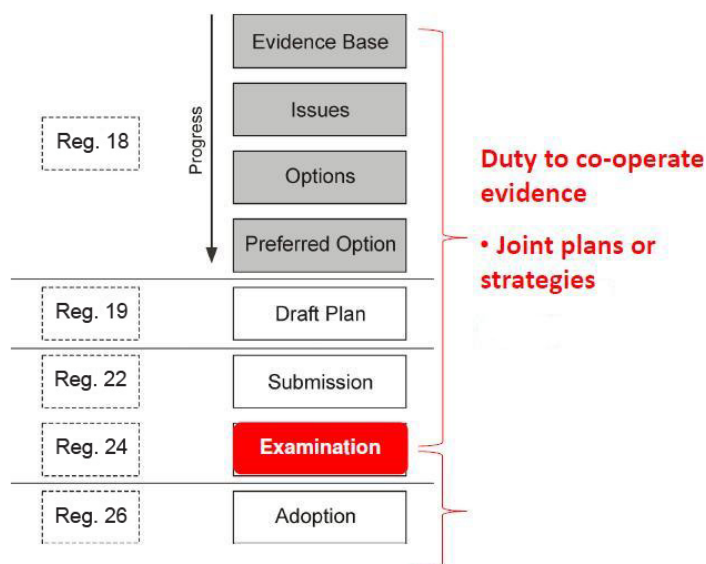


**3.8** The Annual Monitoring Report (AMR) is used to report progress on the timetable and milestones set out in the Local Development Scheme (LDS). The report analyses progress against a range of indicators including for example housing completions, level of employment and related development, the number of vacant shop units and so on. The report identifies where policies and targets are not being met or are having unintended effects, which may highlight a need for policies to be reviewed through the Local Plan process. It also reports on progress of the new 'Duty to Cooperate' set out in section 110 of the Localism Act.

**3.4** Cumbria County Council is currently working on the preparation of a Minerals and Waste Local Plan for Cumbria (MWLP). This supersedes work carried out for the preparation of the Cumbria Minerals and Waste Development Framework (MWDF) as during the production of the MWDF, the Government introduced a new development plan system, based on Local Plans. The County Council has decided that the priority should be to commence work on the MWLP without delay. The MWLP will be for the period up to 2030 and will be for those parts of Cumbria that are outside the Lake District and Yorkshire Dales National Parks. The MWLP is intended to be a single document with three sections: strategic policies, development control policies and site allocations, together with a policies map. The MWLP forms part of the Development Plan for Carlisle District.

## 4. Preparing the Local Development Plan

**4.1** The Town and Country Planning (Local Planning) (England) Regulations 2012 amend the process of preparing and adopting Local Plans. A summary of this process is set out in the diagram below:-



**4.2 Public Participation (Regulation 18)** – This stage will involve preparing the evidence base, generating options and engaging and consulting stakeholders and the community in accordance with Regulations and the adopted SCI.

**4.3 Publication of a Local Plan (Regulation 19)** - The City Council will publish the version of the Local Plan it proposes to submit to the Secretary of State, This will enable the City Council to consider any representations received before proceeding to formally submit the Local Plan.

**4.4 Public Participation (Regulation 19)** – The City Council will publish a consultation statement that details the various strands of consultation undertaken in the preparation of the Local Plan.

**4.5 Submission to the Secretary of State (Regulation 22)** – The City Council will formally submit the Local Plan for examination to the Secretary of State. An independent Examination in Public will be convened and an Inspector will be appointed to assess the soundness of the document.

**4.6 Independent Examination (Regulation 24)** – An Independent Inspector will conduct an Examination into the ‘soundness’ of the submitted Local Plan.

**4.7 Publication of the Recommendations of the Appointed Person (Regulation 25)**- The City Council will publish the Inspector’s recommendations and their reasons as soon as reasonably practicable after the receipt of the report.

**4.8 Adoption (Regulation 26)** – If the Local Plan is to be found to be ‘sound’, the City Council will adopt it as soon as practicable following receipt of the Inspector’s report unless the Secretary of State intervenes. They must then make it available together with an adoption statement, the Sustainability Appraisal report and details of where the Local Plan is available for inspection.

### **Sustainability Appraisal and Strategic Environmental Assessment**

**4.9 Sustainability Appraisal (SA)** is an important feature of the local spatial planning system and seeks to ensure that policies and proposals reflect sustainable development principles.

**4.10** The whole Local Plan will be subject to SA, which must commence as soon as a new Local Plan has been conceived. It considers the environmental, social and economic impacts of the policies and proposals in the Local Plan. This will allow the Local Plan to comply with the Strategic Environmental Assessment (SEA) Directive (European Directive 2001/42/EC).

**4.11** SA must be proportionate to the plan in question and should not repeat the appraisal of higher-level policy. The SA performs a key role in providing a sound evidence base for the plan and forms an integrated part of the plan preparation process. SA will inform the evaluation of alternatives and be made available as part of the public consultation process.

## 5. Production Programme

**5.1** Carlisle City Council will produce a Local Plan.

**5.2** Table 1 below summarises the anticipated timetable for the production of the Local Plan. The table identifies the ‘chain of conformity’ for each document, which is the relationship with various levels of policy making.

Local Development Document Title	Role and Subject	Chain of Conformity	Timetable			
			Preferred Options	Publish	Submit to SoS	Adoption
Carlisle Local Plan	To set out the vision and spatial strategy, policies and allocations for future development, for meeting the known requirements to 2030.	National Planning Policy/Carlisle Partnership Community Plan. All subsequent SPDs will need to be in conformity with the Local Plan.	Summer 2013	March 2014	End April 2014	Dec 2014

Table 1 – Chain of conformity

**5.3** A timetable is outlined in Appendix A that identifies the timescale for the preparation of the Local Plan. A profile of the Plan is outlined in Appendix B. The profile provides the following information:-

- Document Title
- Document Details
- Programme of Production
- Arrangements for Production

- Post production, monitoring and review

## **6. Evidence Base**

**6.1** To facilitate the formulation of the Local Plan and to provide a robust evidence base for the Sustainability Appraisal that incorporates Strategic Environmental Assessment, a comprehensive range of background information and survey material will be gathered.

**6.2** The NPPF paragraph 158 states that the evidence base should be proportionate and should be based on adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area.

**6.3** The Planning Policy Team is currently working on the development of a robust, credible and up to date evidence base using a combination of both internally and externally prepared documents and surveys. The evidence base used to underpin the Local Plan will be proportionate, relevant and as up to date as reasonably practical.

**6.4** The following list identifies some of the key publications that have informed the Local Plan preparation work so far:-

### **National**

- National Planning Policy Framework (NPPF) 2012
- Planning Policy for Traveller Sites 2012
- Planning and Compulsory Purchase Act 2004
- Localism Act 2011
- Planning Act 2008
- Climate Change Act 2008

### **Sub Regional**

- Cumbria Biodiversity Action Plan (2009)
- Cumbria Climate Change Strategy and Cumbria Climate Change Action Plan (2009-2014)
- Cumbria Economic Strategy 2009-2019 (2009)
- Cumbria Employment Land and Floorspace Assessment (2006)
- Cumbria Gypsy and Traveller Accommodation Needs Assessment Final Report 2008
- Cumbria Historic Character Assessment (2009)
- Cumbria Landscape Character Guidance and Toolkit (2011)
- Cumbria Local Transport Plan 3 (2011-2026)
- Cumbria Mineral and Waste Local Plan (2012- on going)
- Cumbria Strategic Housing Market Assessment (2009)
- Cumbria Sustainable Community Strategy 2008 – 2028
- Cumbria Sub-Regional Action Plan 2009 – 2012 (2009)
- Cumbria Sub-Regional Employment Sites (SRES) Study (2008)
- Cumbria Local Economic Assessment 2010 (November 2010)



- Cumbria Renewable Energy Capacity and Deployment Study (2011)
- Shoreline Management Plan SMP2 (2011)
- Cumbria Surface Water Management Plan
- Cumbria Local Transport Plan 3
- Cumbria Surface Water Management Plan.

## **Local**

- Carlisle Partnership Community Plan 2011-2016
- Carlisle Employment Sites Study: Implications for M6 Corridor (June 2010)
- Carlisle Growth Point Programme of Development 2008
- Carlisle Renaissance Development Framework and Movement Strategy – Baseline Report and Final Document (January 2007)
- Carlisle Renaissance Development Framework and Movement Strategy – Policy Statement (January 2007)
- Carlisle Retail Study GVA (2012)
- Strategic Housing Land Availability Assessment 2012 (Consultation June/July 2012 Ongoing process)
- Affordable Housing Economic Viability Assessment (2013)
- Growing Carlisle: An Economic Strategy for the Carlisle City Region (March 2008)
- Urban Design Guide & Public Realm Framework (2008)
- Housing Need and Demand Study (November 2011)
- Strategic Flood Risk Assessment (November 2011)
- Green Infrastructure Strategy (2011)
- Affordable Housing Economic Viability Assessment (2013)

## **Studies currently being prepared**

- Sports Facilities/Recreation Open Space Strategy (Joint Study with Community Support)
- Infrastructure Delivery Plan
- Sustainability Appraisal
- Habitats Regulations Assessment
- Cumbria Surface Water Management Plan
- Statement of Community Involvement
- Equality Impact Assessment
- Health Impact Assessment
- Economic Potential Study
- City Centre Masterplan

## **Other Studies being undertaken**

- Draft Planning Obligations SPD - Currently being reviewed
- Gypsy and Traveller Accommodation for Cumbria.

# **7. Project Management**

## **7.1 The project management aims for the Local Plan production are:-**

- Ensuring the most efficient use of resources;
- Setting and achieving the overall programme and interim targets;
- Ensuring co-ordination of the Local Plan with other Council activities and plans;
- Promoting involvement and corporate ownership of the Local Plan;
- Promoting ownership by non-Council stakeholders in the Local Plan;
- Ensuring effective community involvement in the Local Plan;
- Monitoring and reviewing progress towards adoption.

## **Resources and Responsibilities**

**7.2** The preparation of the Local Plan is the responsibility of the Director of Economic Development. The Investment and Policy Manager will be responsible for the management of staff and resources. Detailed project plans have been prepared to assist the Investment and Policy Manager in the management of the Local Plan process. These project plans identify the tasks required to deliver a 'sound' Local Plan and underpin the key milestones identified in the LDS. The plans are pivotal in the identification of tasks; their allocation, duration and programming.

**7.3** Leading the production of the Local Plan will be the Planning Policy Team. The team is comprised of the following:-

- Investment and Policy Manager (a proportion of time will be allocated to contribute towards progression of the Local Plan)
- 1 FTE Principal Planner\*
- 1 Planning Policy Officer\*
- 1 Planning Policy Officer (Temporary)\*
- 1 Monitoring Officer\*
- 1 Landscape Architect/Tree Officer
- 1 Heritage Officer
- 1 Rural Development Officer
- 1 Planning Technician (Shared with Development Management)
- General Administrative support

\* Posts identified to concentrate on progressing the Local Plan

**7.4** The Investment and Policy Team will primarily have responsibility for the production of the Local Plan, but will receive support from other departments as appropriate. This staff resource must balance the preparation of the Plan with other City Council and departmental work

including input into cross-boundary planning for example the two AONB Management Plans; input into the Housing Strategy; corporate land and property based projects; the determination of planning applications; and major development schemes. Consultants will be engaged on specific projects where there is a lack of expertise or capacity in-house.

## **Monitoring and Review**

**7.6** The Planning and Compulsory Purchase Act 2004 requires every local planning authority to monitor and review their LDS within The Annual Monitoring Report. The Localism Act received Royal Assent on 15<sup>th</sup> November 2011 and amended the wording by removing reference to 'annual', enabling reports to be produced at a frequency appropriate to the authority providing they are no more than one year apart. Carlisle City Council have elected to continue to produce the monitoring report annually.

The Annual Monitoring Report (AMR) will be prepared and will:-

- Set out how the City Council is performing against the timescales set out for that year in the LDS, giving reasons if the Local Plan is behind the timetable set out in the LDS;
- Provide information on the policy indicators set out in the Local Plan, which will help to assess the success of individual policies;
- Identify whether the Local Plan needs to be reviewed, updated or policies altered;
- Provide a progress report on the delivery of housing, including reference to the housing trajectory.

The AMR is produced each year and can be viewed on the City Council's website [www.carlisle.gov.uk](http://www.carlisle.gov.uk).

## **8. Risk Management**

**8.1** In preparing the Local Plan, the main areas of risk were identified. These have been set out in the table below together with the mitigation measures suggested.

<b>RISK</b>	<b>PROBLEM</b>	<b>MITIGATION MEASURE</b>
Staff turnover or redundancies	Staff turnover is difficult to predict. Significant and constant staff turnover would severely affect our ability to achieve timely progression with the local plan work programme.	Ensure that prompt action is taken to fill vacant posts. If considered appropriate secure additional resources through use of consultants, temporary staff and internal secondments.
Pressure on staff time due to competing work streams	Slower than timetabled progression on Local Plan	Ensure that the Local Plan is recognised by SMT and JMT

	resulting in an uncertain planning policy framework for Carlisle.	as a key priority for the City Council.
Programme slippage	Key milestones may not be met, delaying the delivery of the Local Plan.	In producing the timetables for documents, the resource requirements for producing the document have been assessed and staff time allocated appropriately.
Capacity of the Planning Inspectorate	The resourcing of this body is out of our control.	Correspondence and meetings with PINS should ensure that they are fully aware of the City Council's Local Plan timetable.
'Viability' of the Local Plan	The introduction of the viability test has seen major changes in the way in which the robustness of the plan is considered.	Minimise the risk of producing an 'unviable' document by seeking guidance for carrying out a viability study of the whole plan.
'Soundness' of the Local Plan	The introduction of the test of soundness has seen major changes in the way in which representations are structured and how the robustness of the plan is considered.	Minimise the risk of producing an 'unsound' document by working closely with CLG and PINS
Length of independent examination	It is recognised that it may be difficult to precisely quantify the length of the examination process.	The City Council will endeavour to minimise the volume of issues to be resolved at examination, through ensuring that the Local Plan is founded upon wide pre submission consultation and a robust and credible evidence base.
New legislation, guidance or regulations	Delay due to changes in plan making requirements/procedures.	It is not possible to plan for further changes to the planning system. The City Council will endeavour to deal with new requirements with minimum disruption to the timetable.
Legal Challenge / Suspension of EIP of the Local Plan	Delay in adoption and implementation of the Local Plan resulting in the lack of an up to date policy framework.	The risk of the Local Plan being subject of a legal challenge will be minimised by working closely with DCLG and PINS to ensure that the chain of conformity is achieved and correct procedures followed. Every effort will be made to ensure that the Local Plan is realistic, able to be implemented, founded upon a robust and credible



		evidence base and appropriate consideration of the views of local communities and others with a stake in the area. In addition the Duty to Cooperate will be carried out throughout the plan preparation process.
--	--	---

## 9. Contacts and Information

**9.1** For further information on the preparation of the Carlisle District Local Plan, please contact the Investment and Policy Team:-

Investment and Policy Manager  
Economic Development  
Carlisle City Council  
Carlisle  
Cumbria  
CA3 8QG

Telephone: (01228) 817193

Email: [lpc@carlisle.gov.uk](mailto:lpc@carlisle.gov.uk)

Website: [www.carlisle.gov.uk](http://www.carlisle.gov.uk)

## Appendix A – Timetable for the Preparation of the Local Plan 2013-2014

2013												2014											
J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D

Preferred Options Public Consultation		Pre-examination meeting	
6 Week Publication prior to submission		Commencement of Examination	
Submission to Secretary of State		Receipt of Inspector's Report	
<b>Adoption</b>			

## Appendix B – Local Development Document Profiles

The following tables set out a profile for the Local Plan detailing its role, status, coverage, timetable, production arrangement and monitoring arrangements.

Local Plan		
Document Details		
Description	The Local Plan will set out the strategic planning framework for the District and the policies for delivering the spatial strategy and vision for Carlisle. The Local Plan will seek to:- <ul style="list-style-type: none"><li>Establish a vision, objectives and proposals for the Carlisle we want to see in the future;</li><li>Set out the key locations for development and how this will be managed and delivered;</li><li>Set out detailed Development Management policies to guide new development;</li><li>Address issues of local importance as well as national and international issues which have an impact on the future of Carlisle and Cumbria.</li></ul>	
Geographic Coverage	District Wide	
Status	Local Development Plan	
Chain of Conformity	With National Planning Policy and having regard to the Carlisle Partnership Community Plan.	
Sustainability Appraisal	Preparation of Sustainability Report in accordance with Environmental Assessment of Plans and Programmes Regulations 2004.	
Programme for Production		
Key Stages	Timescale	Status
1.Preferred Options Public Consultation	July-September 2013	
2. Publication Public Consultation	March 2014	
3. Submission to Secretary of State*	April 2014	
4. Pre-examination Meeting*	May 2014	
5. Commencement of Examination*	July 2014	
6. Receipt of Inspectors Report	November 2014	
7. Adoption*	December 2014	
*Indicates key milestone		
Arrangements for production		
Organisational Lead	Director Economic Development	
Political Management	Overview and Scrutiny Committee / Executive / Full Council	
Resources to Produce Local Plan	Principally led by the Planning Policy Team. All Council Directorates will provide additional input at various key stages of Local Plan production. Consultants will be utilised where appropriate.	
Approach to Involving Stakeholders and the Community	Approach will be in conformity with the details contained within the Councils adopted SCI.	
Post Production Monitoring and Review		
The Local Plan is intended to be a long-term strategy covering the period to 2030. The AMR will examine whether the identified key targets and indicators are being met.		

## **Appendix C – Development Plan**

The existing Development Plan for Carlisle City Council consists of the following:-

Carlisle District Local Plan (Adopted 2008)

Cumbria Minerals and Waste Local Plan (MWLP)

The City Council adopted the Carlisle District Local Plan (2001-2016) in September 2008 and this document acts as the Council's key document for making planning decisions. Under the provisions of the Planning and Compulsory Purchase Act 2004 the plan policies have been saved. A list of saved policies and the Local Plan itself can be viewed at [www.carlisle.gov.uk](http://www.carlisle.gov.uk).



---

## EXCERPT FROM THE MINUTES OF THE ENVIRONMENT AND ECONOMY OVERVIEW AND SCRUTINY PANEL HELD ON 13 JUNE 2013

---

### **EEOSP.38/13 CARLISLE DISTRICT LOCAL PLAN 2015-2030 – PREFERRED OPTIONS CONSULTATION**

The Economy and Enterprise Portfolio Holder reiterated his comments to Council and thanked Officers involved. The issues in the report rose above politics as the framework took the Council up to 2030. The Portfolio Holder thanked the Planning Policy Team who had worked hard on the report and provided a technical and detailed policy that would assist the Development Control Committee in the future. The Portfolio Holder also commended the work of the cross party working group.

The Chairman stated that during her time as Chair of that working group the work had been interesting and she was sorry that she had not been able to continue. She believed that all Members were looking for the best for Carlisle.

The Director of Economic Development introduced the Policy and Investment Manager and presented report ED.13/13 that detailed the content of the draft Preferred Options stage of the Carlisle District Local Plan, and provided an overview of the topic areas that were covered by the Planning Policies alongside the strategic policy direction for Carlisle District for the period 2015-2030.

The Director of Economic Development outlined the background to the matter commenting that, as was the case with the Core Strategy, the Carlisle District Local Plan provided a new framework for development to 2030. It now, however, included a comprehensive range of policies to determine planning applications as well as identifying development sites essential to delivery of the Plan. That revised approach would ensure that the Plan would be finalised at the earliest possible opportunity and that deliverable development sites would be available across the District to deliver the Plan as soon as it was adopted. The Local Plan also embraced the concept of Localism, should communities wish to promote additional development through the development of Neighbourhood Plans.

The Preferred Options Local Plan consisted of:

- A clear economic vision and spatial strategy for the District
- Strategic policy direction
- Local policies to guide development and how the Council dealt with planning applications
- Site specific allocations of viable housing and employment land for strategic growth (that part of the Plan would be presented to the Executive in a separate report to be amalgamated with the policies appended to this report for full Council)
- Policies map

The Director emphasised that the Local Plan would seek to provide a planning framework for Carlisle which would instil developer confidence, resulting in the development of high quality

homes and businesses; support the delivery of infrastructure; attract inward investment and help to foster a wider cultural offer.

A wide range of topic areas were covered within the Plan, details of which were provided.

The Deputy Leader and Economy and Enterprise Portfolio Holder informed Members that work was ongoing to develop a comprehensive evidence base which had and would continue to inform the preparation of the draft Plan's strategy, the policies and the location for new development. He added that a number of other required assessments had been undertaken alongside the draft Plan to measure the impact thereof, and those would be published for consultation alongside the Preferred Options Local Plan.

In terms of the Plan preparation, the next stages were:

Publication – Winter 2013

Submission (to the Secretary of State) – Spring 2014

Examination (independent examination by Inspector) – Summer 2014

Adoption – Winter 2014

The preferred options consultation was therefore a very significant stage in development of the Local Plan and an important opportunity for the public to engage in preparation of the Local Plan.

The Policy and Investment Manager presented slides that outlined the Local Plan Preferred Options.

In considering the report Members raised the following comments and questions:

- *Broadband outside of Carlisle was not good and it may be difficult for those residents to access the report from the website.*

The Director of Economic Development advised that Officers would look at as many ways as possible to get the information out to the public and get responses back. There would be hard copies going out to libraries and community centres.

- *Part of the Council's vision is on tourism yet there was no mention of employment in tourism in the report.*

The Economy and Enterprise Portfolio Holder advised that tourism was included in section 2.23 and queried whether Members believed that was not strong enough.

- *There was a lot of work around tourism including bed and breakfast accommodation and workforce in general tourism. Those issues were worthy of a mention.*

The Portfolio Holder advised that tourism played a major role in the economy of Carlisle and agreed that it could be given its own heading and a higher profile.

- *What status in law would the Local Plan have in terms of Government Department? And how could the Council ensure that every department had the will to abide by the policies?*

The Director advised that the Local Plan would carry a lot of weight once it was adopted. The Environment and Tourism Portfolio Holder advised that, with regard to tourism, culture and heritage, the report mentioned the castle but not the cathedral. The Carlisle State Management Public Houses were not mentioned and the Portfolio Holder believed they were a unique part of the Council's heritage and linked with the commemoration of World War 1. The Portfolio Holder stated that not enough was done in respect of heritage.

#### Policy S1 – Sustainable Development

The Director stated that Policy S1 – Sustainable Development – was a fundamental policy within the National Planning Policy Framework and was included in the Local Plan.

- *It would be useful if the meaning of Blue Infrastructure could be included in the glossary for clarity.*
- *Once the maintenance of trees was passed to the County Council how could the City Council ensure a relationship with the County Council?*

The Director of Economic Development advised that once the Local Plan was adopted that responsibility would transfer to the Local Environment Directorate and the Director would liaise with Officers in the County Council.

The Portfolio Holder advised that the Highways and Transport working Group would have responsibility for trees on the highway.

#### Policy S5 – Regeneration policy

- *When would Policy S5 – Regeneration Policy – be available?*

The Director of Economic Development explained that the Regeneration Policy would be covered in the Special meeting as part of the site allocations and City Centre Masterplan.

#### Policy S7 – University Development

- *Carlisle College was not mentioned as part of Policy S7 – University Development. Would it be included as part of higher education provision?*

The Director of Economic Development advised that discussions could be held with the college. The economic growth of the university had a section of its own. She explained that she was in discussion with the Director of Property regarding the business plan to articulate the policy in a spatial manner.

- *If there was a separate policy for the university would that policy be the same for the college?*
- *There was concern about the development of the university and it was important to notify residents of ideas that the university had. Good rapport with the university was important.*

The Environment and Transport Portfolio Holder believed the policy was essential and was included to avoid the University of Cumbria moving to Lancaster. The Portfolio Holder

believed that the headquarters should be in Carlisle and Carlisle should be the main development of the university in Cumbria. If the Council provided the expansion for expansion the university should retain a presence in Carlisle.

The Deputy Chief Executive suggested that it may be useful to invite a representative of the University to attend a meeting of the Panel and outline their intentions.

The Economy and Enterprise Portfolio Holder stated that he was disappointed that the Business School was moved to Lancaster and he hoped that at some point it would be moved back to Carlisle. The Portfolio Holder added that it would be useful to weave the University into city life and ensure that the university was anchored in the City. The Portfolio Holder also stated that Officers were working with companies in the City to tie the arts into the growth of the City.

### Policy 3 – Mixed Commercial Areas

- *Did the policy protect primary retail areas?*

The Director explained that the policy was not specific to the retail area but related to mixed commercial use and the City Centre would have its own policy.

- *Was there any land allocated for retail use?*

There were specific areas of land allocated and the policies applied with regard to those areas.

### Policy 4 – Office Development

- *When the County Council move into their new premises there will be a lot of office space in the City Centre. How would that be utilised?*

The Director advised that the National Planning Policy Framework and Government guidelines allowed change of use and that Planning Authorities should be flexible. Planning Officers would look at what would be the best way to bring those offices back into use with the specific focus on regeneration. The Director confirmed that although the retail area would be protected there would be flexibility to allow change of use to residential if required and that flexibility could be included in the policies.

### Policy 7 – Retail Proposals Outside the Primary Retail Area

- *The Local Plan was designed to last for 15 years and take into account the future of out of town development. A Member did not believe the Plan would be robust for the full 15 years and could be out of date in 5-6 years.*

The Director advised that the Plan would provide policies for 5-10 years and that most of the aspirations would come to fruition within 7 years. Officers would continue to review the Local Plan and keep it up to date. In 5 years Officers would look again at the policies to ensure they were still sound and there would be a revised plan after 10 years.



- *The Council's focus was on healthy living. What effect could the Local Plan have on takeaways close to schools to encourage children to eat more healthy food?*

The Director advised that that issue was being investigated and there was an alternative policy that would prohibit takeaways from opening within 400m from schools, etc. However, it had been agreed that it would be difficult to enforce such a policy. Applications for takeaways would be determined on a case by case basis but Officers would ensure that there was no concentration close to schools, etc.

- *Was anything proposed to prevent to closure of more community pubs as the focus seemed to be on the City Centre?*

The Director explained that the situation was due to the present economy and there was nothing that the Council could do from a planning perspective. If people stopped using the pubs and they subsequently go out of business the Council would have to deal with the consequences.

- *There were a number of takeaways concentrated in the Botchergate area. Would it be better to dilute that number?*

The Director advised that that could be done through planning matters and the number of hot food establishments in Botchergate could be limited to prevent saturation.

#### Policy 14 – Caravan, Camping and Chalet Sites

- *Was the policy positive enough and could it link better to tourism?*
- *The policy was related to tourism as Carlisle was close to the Lake District and Hadrian's Wall.*

The Director believed that that was a matter for debate. The creation of sites would cause tension in some areas as it would have an effect on an area but it would also bring in tourism which would have an impact on the economy. Each application would be dealt with on a case by case basis.

#### Policy 21 – Housing Development

- *A lot of consultation is done with the Parish Councils in rural areas but it may be better to include residents as well.*

The Director explained that the Parish Councils were involved in the rural Masterplan as they had knowledge about their own areas and understood the pressures on growth.

- *Did the current policy presume in favour of development?*

The Director confirmed that was the case but added that when applications were submitted they had to comply with current policies and that it was national policy to presume in favour of development.

- *There was concern about housing within villages and Members believed it was difficult keeping families together in villages. Was there enough emphasis in the Local Plan to find to find houses for those families?*

#### Policy 25 – Rural Exception Sites

The Policy and Investment Manager advised that Officers had tried to include those issues in policy S1.

- *Development had been encouraged over the years in Corby.*
- *Were the statement boundaries open for flexibility?*

The Director advised that the boundaries were an artificial device used to form planning perspectives. Sites would be allocated to specific sites then planning rules would want all development beyond those areas.

- *The policy would need to ensure that there were houses were offered to local people first.*

#### Policy 32 – Special Needs Housing

- *There was evidence that the population of Carlisle was getting older and the policy needed to be expanded or a separate section included on aging population for the life of the Local Plan.*

The Director explained that that could be looked at as part of further responsibilities.

The Economy and Enterprise Portfolio Holder advised that there was a role for the County Council in respect of high level needs and there was a move away from high residential schemes. By next year Officers would identify people currently in hospitals outside of the area to be moved closer to families. Those people would need appropriate accommodation.

#### Policy 33 – Traveller Site Provision

- *When would the policy be ready?*

The director explained that Officers were working with other districts in Cumbria and Lancashire and were pushing to complete the policy. However the Director could not be certain of an exact date of completion.

#### Policy 39 – Waste Minimisation and the Recycling of Waste

The Environment and Transport Portfolio Holder advised that details were included in planning applications. Developers and the planning authority needed to work together to enable waste to be collected efficiently and roads constructed to make it easier for refuse vehicles to access the waste bins.

#### Policy 49 – Educational Needs

The Director advised that there were currently no significant issues regarding primary schools however there were issues with some schools. She agreed that the wording needed to be amended.

- *The lack of schools was stopping development and people were not keen to develop areas where there were no spaces available in schools.*
- *The policy should link to the issues around the University.*

#### Policy 58 – Location of a New Cemetery

The Environment and Transport Portfolio Holder advised that something needed to be done as the Carlisle cemetery was becoming full and it would be difficult to do anything in the future if there was nothing in the Local Plan.

#### Policy 59 – Hadrian's Wall World Heritage Site

- *There was not enough emphasis on heritage in the area. A section of Hadrian's Wall had been covered up at a local hotel which would not have happened in an area such as York.*

The Environment and Transport Portfolio Holder also believed that the areas history in relation to the debateable lands should be exposed more.

- *A number of people had advised that they often drove past Carlisle on the motorway as there was no indication of the history on the city. A Member suggested erecting a statue that would indicate that history.*
- *There was concern about the timescale for consultation as the summer was fast approaching and people would be on holiday. Also some Parish Councils only met every 2-3 months so their replies could be restricted.*

The Director advised that she was aware of the issues and that Officers would be flexible in receiving comments. The Plan had to be finalised by February 2014.

She advised that there would be regular updates to the Local Strategic Partnership Executive and that she would be happy to take the presentation to them.

RESOLVED: (1) That Report ED.13/13 – Carlisle District Local Plan 2015-2030 – Preferred Options consultation be noted and the recommendations be submitted to the Executive for their consideration before submission to Council in July.

(2) That the Panel acknowledged the hard work undertaken by the Planning Policy Officers.